Administration, including the sending of his representatives as observers to the meetings of other intergovernmental agencies as well as those mentioned in paragraph 2 above."

The Department has, in accordance with this resolution, been represented by observers at all sessions of the U.N.R.R.A. Council. At the United Nations Monetary and Financial Conference at Bretton Woods in July 1944, the Department was represented by the Director and the official mainly responsible for the study on *International Currency Experience*, which was distributed to all delegations at the Conference.

Relations were established with various important inter-American organisations, including the Inter-American Development Commission and the Inter-American Statistical Institute.

In May 1944, the Department was invited by the Inter-American Development Commission to be represented by an observer at the first Conference of National Commissions of Inter-American Development. Later, a member of the Central Commission helped to prepare the ground for the League enquiry into foreign private-investment problems.

Close co-operation has indeed been maintained with the Inter-American Statistical Institute almost since its creation in 1940. The Institute has sought the advice of the Department on a number of matters, and from the beginning of 1943 a member of the staff represented the Department on certain of its technical committees.

In response to an invitation by the Mexican Government to the League of Nations, an official of the Department attended the Inter-American Conference on Problems of War and Peace (Mexico City, February-March 1945) as an observer on behalf of the League. The Director was a member of the League of Nations delegation of "unofficial representatives" at the San Francisco Conference (April-June 1945) and attended the session of the Conference Committees concerned with the Economic and Social Council.

Other international conferences in recent years at which the Department was represented include the Inter-American Demographic Congress (Mexico City, October 1943), the Middle East Statistical Conference (Cairo, November 1943), the Middle East Financial Conference (Cairo, April 1944), the International Labour Conference (Philadelphia, April 1944), and the Conference of the Institute of Pacific Relations, in 1943 and 1945.
9. WORK IN HAND OR CONTEMPLATED

It may be useful, in conclusion, to set out in summary form the work in hand, or contemplated in the near future by the Economic, Financial and Transit Department and the Committees of the Economic and Financial Organisation.

(1) Enquiry into post-war foreign investment problems: a draft report by the Secretariat is in preparation and a special mixed committee is being set up.

(2) It is hoped to arrange for a meeting of the Fiscal Committee in Europe early in 1946 to review the work which has been done on the question of double taxation by the two Conferences which took place in Mexico City during the course of the war.

(3) The Secretariat is engaged on putting into final form the draft reports approved by the Sub-Committees of the Committee of Statistical Experts on banking statistics and on statistics of international balances of payments.

(4) A draft report has been prepared on statistics of national income and it is hoped that it may prove possible to arrange for a sub-committee of the Committee of Statistical Experts to consider this draft towards the end of the year.

(5) The following publications are in the press:

- **Industrialisation and Foreign Trade**: This volume is an enquiry into the effects on the trade of the more-advanced industrial countries of the industrialisation of less-advanced areas.

- **Economic Demography of Eastern and Southern Europe**: This is a study of demographic pressure based on the conditions existing before the present war in Eastern and Southern Europe. It has been prepared for the League by the Office of Population Research.

- **The Population of the Soviet Union**: This is an exhaustive study of demographic conditions in Soviet Russia. It also has been prepared for the League by the Office of Population Research.

(6) In addition to the above-mentioned publications, the following studies are in hand:

- **Customs Unions**: A number of studies have been made on this question and distributed to Governments in mimeographed form. As a result of discussions at their last session, the Economic and
Financial Committees proposed that these studies should be published. Before this can be done, however, two additional chapters require to be written and are, in fact, being prepared at the moment.

**Control of Inflation**: The purpose of this study is to consider the means by which Governments brought inflation under control after the last war. Special emphasis will be laid on those cases in which this control was effected without external financial assistance. A very considerable amount of work has already been done on this enquiry and it is hoped that the volume may be completed before the end of the year.

**Rationing and Relief, 1939-1945**: This volume will constitute the last of the series on rationing that the League has brought out since the outbreak of the war. It will deal with the evolution of rationing policies, the food supply from 1939 to 1945, and the rationing situation in 1945, and with relief.

**Cartels**: A document dealing with the economic effects of cartels already exists and has been circulated in mimeographed form. It remains to be decided whether this document should be published. Were this to be done, a certain amount of revision, in the light of observations which have been solicited on the mimeographed draft, would be required.

**National Debt**: Tables are being prepared on the growth of national debt from 1913 to date, thus covering the 1914-1918 war period, the inter-war period, and the 1939-1945 war period. These tables, together with an Introduction giving a comparative analysis of the situation in different countries, should be completed some time in 1946.

**Balances of Payments**: Up to 1939 it was the practice of the League to publish a volume each year containing summaries of national balances of payments. Owing to the fact that, during the early war years, these estimates either were no longer made or were made but not published, work on this series ceased in 1939. In recent years, however, a number of countries have resumed the publication of their estimates, and there now seems to be ample material for a new volume on this subject. The work is now in hand, but will not be completed before the end of this year.
Europe's Population in the Inter-war Period: This volume, which is being prepared by the Office of Population Research, is a complement to The Future Population of Europe and the Soviet Union. It deals with the actual demographic situation in Europe during the inter-war period, and not with projections. The greater part of this volume has now been written and is ready to be sent to the press.

Raw Material: The first part of this study, which is descriptive, has been written, but requires some remoulding. On the second part, which is analytical, a considerable amount of work still remains to be done. It is doubtful whether this work can be undertaken before the end of the year.

(7) The day-to-day work of the Department in preparing material for the Statistical Year-Book and for the edition of the Monthly Bulletin of Statistics continues.

10. COMMUNICATIONS AND TRANSIT

(a) Position as regards the Organisation's Work at the Beginning of the War.

Before the war, the normal activities of the Communications and Transit Organisation were carried on, in accordance with the provisions of its Statute, 1 by the Committee for Communications and Transit, its various permanent committees, temporary committees of experts appointed ad hoc for the study of special questions, and by general or limited conferences convened for the framing of international conventions on subjects within the Organisation's province, a series of some twenty such instruments having been concluded under the Organisation's auspices. The Organisation had a permanent secretariat provided by the Communications and Transit Section of the Secretariat of the League of Nations. Since the middle of 1939, this Section has formed part of the Secretariat's Economic, Financial and Transit Department.

The Committee for Communications and Transit met for the last time in June 1939 (twenty-second session). Since then, the work

1 The Organisation's Statute was originally drawn up by the First General Conference on Communications and Transit held in Barcelona in 1921. The revised text, at present in force, was approved on January 29th, 1938, by the Council, which had been empowered to do so by the Assembly Resolution of October 10th, 1936 (see document C.95.M.48.1938.VIII).
has been carried on as far as possible by the Secretariat. In June 1939, the Committee had adopted resolutions some of which concluded the Organisation’s work on certain subjects so that nothing further was required but administrative action on the part of the Secretariat, or some consequent action on the part of other organs of the League. The Secretariat took steps to provide for the carrying out of these resolutions. It had also to follow the development of the other problems which the Organisation still had under consideration. Contact between the Secretariat and the national authorities in most countries was maintained until the summer of 1940, so that, during the first part of the war, it was possible to carry out these two tasks in a more or less satisfactory manner. Subsequently, the situation underwent a profound change.

The Co-ordination of Transport.

The important problem of the co-ordination of transport was referred to the Committee for Communications and Transit under the resolution of the Assembly adopted on September 24th, 1935. This problem involved the regulation of the relations between the various means of transport—a matter of concern to all Governments. The Secretariat was instructed by the Committee to assemble information on the different aspects of the systems in operation in the different countries in regard to the three means of transport—railways, roads and inland waterways—and on the various measures for their co-ordination. The information thus collected was subsequently to be examined by a committee of experts who were to draw up a report setting out the facts ascertained together with such conclusions as might be suggested to them by the results of the enquiry.

As a result of the enquiries addressed by the Secretariat to Governments with a view to eliciting the relevant facts, it was possible, at the end of 1938, to publish a first and substantial collection of information based on the replies received up to that time.1 The Committee then requested Governments, if need be, to supplement the particulars concerning their countries, or—in the event of their not having yet replied—to supply the information for which they had been asked. When hostilities broke out in Europe, this second phase

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1 Document C.347.M.208.1938.VIII.
of the enquiry was approaching conclusion, and the results were embodied in a second volume published in 1939. Together, the two volumes provide complete data concerning the situation in regard to this vast problem at the beginning of the war. These data relate to some forty countries in all parts of the world.

This problem—one of the most important in the field of transport organisation—has lost none of its interest, though its character has now changed. Before the war, the main objective was to enable the various means of transport to work harmoniously side by side. Since then, however, efforts have been directed towards their general rationalisation, so that each might be employed for the purposes best suited to its special possibilities and, in consequence, their combined performance might be raised to the maximum obtainable. These new aspects of the problem must therefore not be lost sight of when it becomes possible to resume its study on an international scale.

Transport Improvements and Reduction of Transport Charges with a view to raising the Standard of Living.

By a decision of the Assembly adopted on September 29th, 1938 (nineteenth session), the Committee for Communications and Transit was instructed to investigate this question in co-operation with other organs of the League, within the general framework of the study of the problem of the standard of living.

The Secretariat having first made a preliminary study of the question, the Committee took it up at its twenty-second session (June 1939). In order to supplement the information available, the Committee decided to consult Governments, and a questionnaire was accordingly sent to them by the Secretary-General just before the outbreak of hostilities. A considerable number of replies continued to reach the Secretariat until about the middle of 1940. Most of them contain valuable and very detailed information.

The Secretariat felt that the right course was to continue to study the question and keep the documentary material up to date in view of the possibility that some further action might be undertaken in this domain. The conditions of life of the various peoples—
the general improvement of which is one of the chief aims of post-war reconstruction—are very appreciably affected by the means of transport available. At the present day, no comprehensive action with a view to effecting a systematic improvement is possible in the absence of measures designed to ensure the appropriate use of different means of transport.

Maritime Tonnage Measurement.

As the outcome of investigations carried on over a period of several years, the competent technical committee (composed, for the most part, of directors of the maritime tonnage measurement services of the chief countries concerned) submitted to the Committee for Communications and Transit, at its twenty-second session (June 1939), the final text of a set of international regulations for the tonnage measurement of ships, accompanied by an explanatory report. The Committee decided to submit these texts to the Council, with a request that it should recommend to Governments the application of the proposed measures. The Council, however, had no opportunity to consider this request. It is superfluous to dwell on the great practical value of international regulations. Certain Governments, particularly those of countries in Western and Northern Europe, including the United Kingdom and France, have actively pressed for their adoption. The importance of the question was still further increased as a result of the war and the great expansion of naval construction to which it gave rise. Even after the outbreak of hostilities, some Governments asked for the publication of the regulations. Accordingly, the Secretary-General communicated them to Governments “for such purposes as may be desirable”, and States were thus in a position to apply the regulations if they so wished.

In the absence of the Council resolution for which the Committee for Communications and Transit asked, the question remains whether some appropriate method should not be found for expressly recommending Governments to put into force these international regulations, which represent the result of years of work carried out by the competent authorities of the majority of the countries most keenly interested in the matter.

2 Circular Letter 170.1939.VIII.
Signals at Level-crossings.

The text of regulations on this subject, drawn up by a technical committee, was approved by the Committee for Communications and Transit, which adopted a resolution at its twenty-second session (June 1939) with the object of laying before the Council the following alternative proposals: either that an agreement on the subject should be submitted to the countries concerned for signature, or that a recommendation should be addressed to Governments urging the adoption of the technical arrangements contemplated. Here again, however, circumstances prevented the Council from taking a decision and the same procedure was followed as has been described above in the case of the regulations for maritime tonnage measurement—i.e., the Secretary-General communicated the text of the recommendation to Governments “for such purposes as may be desirable”, 1 in order to enable them to apply the proposed regulations if they so wished.

To-day this question once more assumes great importance, in view of the fact that the means of communication must be reconstructed in many countries, and particularly in most European countries. All countries will have to devote attention to the intensification of road traffic and the ensuing dangers at level-crossings. The existence of the proposals put forward by the Committee is likely to help Governments in devising a satisfactory settlement of this problem.

Here, again, it might be possible to find some appropriate procedure for the purpose of expressly recommending Governments to apply the regulations approved by the Committee for Communications and Transit.

Facilities to be granted to Broadcasting Reporters.

On September 29th, 1938, by a resolution of the Assembly (nineteenth session), the Committee for Communications and Transit was instructed to undertake an enquiry respecting facilities that might be granted to broadcasting reporters in the exercise of their profession abroad, with reference both to personal travelling facilities and to facilities for the transport of their professional equipment.

The Committee examined the question at its twenty-second session (June 1939) and recommended, first, in the matter of identity

1 Circular Letter 14.1940.VIII.
papers and visas, the most liberal treatment possible and, in any case, treatment not less favourable than that accorded to journalists in the various countries and, secondly, the granting of temporary exemption from Customs duties in respect of lorries loaded with reporter’s professional equipment crossing a frontier.

As in the case of the two preceding problems, the Council was unable to deal with the question. Accordingly, the *vœux* adopted by the Committee were communicated to Governments by the Secretary-General “for such purposes as may be desirable”.

*The Codification of Road Law.*

The question of the revision of the existing international conventions relating to road traffic and road signals, and the rearrangement of their provisions, was referred to the Committee for Communications and Transit by a decision of the Assembly taken on October 10th, 1936 (seventeenth session). The international conventions concerned, all three of which are very generally applied, are:

- The Convention of April 24th, 1926, relating to Motor Traffic;
- The Convention of April 24th, 1926, relating to Road Traffic;
- The Convention of March 30th, 1931, concerning the Unification of Road Signals.

A special committee, in collaboration with the representatives of the international bodies directly concerned (the International Association of Recognised Automobile Clubs and the International Touring Association), had already completed a considerable part of this task when war broke out in Europe, but much still remained to be done.

The problem of the revision of these international Conventions has now assumed an entirely different aspect, in consequence of the constitution of the United Nations. The preparatory work of the special committee might, however, be utilised with advantage, should occasion arise.

*The Civil Liability of Motorists and Compulsory Insurance.*

In 1938, the Rome International Institute for the Unification of Private Law transmitted to the Committee for Communications

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1 Circular Letter 12.1940.VIII.
and Transit two preliminary drafts of uniform laws on the civil liability of motorists for damage caused to third parties and on the compulsory insurance of motorists. The Committee had contemplated examining these drafts. Certain competent international organisations having, however, in the meantime expressed views on the two drafts whence it appeared that the subjects dealt with were not yet ripe for international unification, the Committee came to the conclusion that it was desirable that model laws on these subjects, framed by the competent international institutions, should be available for the guidance of Governments when revising their own domestic legislation.

The Committee accordingly decided at its twenty-second session (June 1939) to suggest to the Rome International Institute that it should utilise the preparatory work already done by it in order to provide States with model clauses on this subject. The Institute welcomed this suggestion, but it would seem, from the information at the disposal of the Secretariat, that since then there has been no fresh development in this matter.

The Unification of Statistics relating to Road Traffic Accidents.

At its twentieth session (September 1937), the Committee for Communications and Transit adopted the recommendations framed by a special committee which it had set up for the study of this question. At the same time, it transmitted them to the Council with a request for their communication to Governments, in order that the latter might draw up their statistics for road traffic accidents as far as possible in accordance with their terms. It was suggested also that Governments should inform the Secretary-General of the League of Nations, by the end of 1940, of their experiences and present any observations which they might wish to make. The Council complied with this request and the texts in question were communicated to Governments in December 1937.\(^1\)

In the course of the years 1938 and 1939, the Secretariat received several replies on the subject of the adoption of the recommendations made by the Committee. As a result of subsequent events, no

\(^1\) Circular Letter 213.1937.VIII.
information has since been received with regard to any experience gained by Governments. It would seem that this is a question which might be considered afresh by the new International Organisation.

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Apart from the questions referred to above, the study of which was in progress in 1939, there are a number of other questions the examination of which had already, for a variety of reasons, been suspended before the war, although, in some cases, progress towards their solution had reached a very advanced stage. The most important of these questions, which, in principle, still fall to be dealt with by the Communications and Transit Organisation, are deserving of mention.

Commercial Motor Transport.

This question was examined by the European Conference on Road Traffic (Geneva, 1931) and a draft convention had been prepared for its consideration. In the course of the discussions, however, it appeared that the matter was not yet ripe for regulation by a multilateral convention, having regard, first, to certain legal and Customs difficulties inherent in the special characteristics of such transport and, secondly, to the question of competition with other means of transport, particularly railways.

The competent committees of the Communications and Transit Organisation continued to follow the question after the 1931 Conference and certain international bodies (in particular, the International Chamber of Commerce) displayed an interest in it. The question is, to some extent, comprised in the more general problem of the co-ordination of transport the study of which, as has already been stated, was subsequently undertaken.

Unification of Transport Statistics.

Pursuant to a decision of the Third General Conference on Communications and Transit (Geneva, 1927), a committee of experts

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1 The results achieved by the International Conference on Civil Aviation, held in Chicago at the end of 1944, render it unnecessary to refer to two questions which were dealt with by the Communications and Transit Organisation—namely, the question of identity papers for the flying staff of air transport undertakings and that of new facilities to be accorded for air navigation.
prepared a draft convention for the unification of transport statistics. This draft, accompanied by technical rules for its application, was submitted to Governments in 1932. The majority of them, whilst approving the proposals in principle, felt that they were not in a position to carry them out on account of the administrative difficulties and, particularly, the expense which their application would involve. Since then the matter has remained in abeyance.

**Pollution of the Sea by Oil.**

The Communications and Transit Organisation was instructed by the Council to prepare a draft convention on this subject pursuant to a decision taken by the Assembly on September 24th, 1935 (fifteenth session), on the proposal of the British Delegation. A draft was framed by a committee of experts and the Council decided, in October 1936, to call a conference. No date, however, was fixed because it appeared essential in the first place to make sure that all countries possessing large merchant fleets would participate. The Governments principally concerned gave it to be understood that, in their view, if this could not be arranged, the conference had better be postponed. Since that time the question has remained in abeyance.

**Transmission in transit of Electric Power and the Regime of the International Exchange of Electric Power in Europe.**

This question was referred to the Committee for Communications and Transit in accordance with a resolution of the Commission of Enquiry for European Union, approved by the Council at its sixty-third session, on May 22nd, 1931. Enquiries on the subject addressed by the Committee to Governments enabled the Secretariat to assemble a considerable amount of information. It became apparent, however, from the general economic situation that, owing more particularly to difficulties in connection with foreign trade and to the development of autarkic tendencies, no solution of the problem could be expected in the near future. Subsequently, the political events of 1938 and early 1939 profoundly modified the conditions of the problem. Such being the case, the Committee for Communications and Transit refrained from taking any action, leaving the Secretariat to follow developments in regard to the question.
The problem has retained all its importance, and this may even increase in connection with post-war reconstruction. Should it be again taken up, however, the assemblage of preliminary information would probably have to be undertaken on appreciably different lines.

(b) Re-orientation of Work since 1940.

The activities of the Communications and Transit Organisation are essentially peace-time activities. In time of war, information becomes scarce, and belligerent countries, in particular, make every effort to keep secret all matters affecting the conduct of the war. It became apparent in the spring of 1940 that the Communications and Transit Committee would not be able to hold its session at the usual period—that is to say, in the early summer. Subsequently, the Secretariat found it increasingly difficult to maintain contact with most of the members of the Committee and also with national authorities. It found itself obliged progressively to cut down its normal activities, particularly in so far as concerned preparatory work connected with subjects on the Organisation’s agenda. This, however, seemed less serious than might otherwise have been the case because, in regard to the majority of them, such profound changes had occurred as a result of the war that the longer hostilities continued the more probable it seemed that, if these questions were to be taken up again, it would have to be on new lines.

In these circumstances, the Secretariat, while continuing to maintain such contacts as were possible, confined itself to collecting information of a general character as to developments concerning the various problems and to keeping up to date the material already assembled in regard to them. In this way, it remained ready—if and when called upon—to prepare detailed statements as to the stage reached in the examination of the various problems, either for the use of the Committee for Communications and Transit, in the event of its being able to meet, or in order to place them at the disposal of any other international organs that might be called upon to study the same questions.

The Secretariat also considered that it had another task to fulfil: it should, as far as possible, follow all developments in regard to communications and study changes brought about by the war in the structure and organisation of the various means of transport together with the effects of such changes upon systems of operation.
This was not, in reality, an entirely new task, since, following on a decision of the third General Conference on Communications and Transit (Geneva, 1927), an information centre had been created within the Communications and Transit Section of the Secretariat. Its duty was to assemble information concerning communications and transit in general and especially to collect data and a variety of information relating to the problems under examination by the Organisation.

In view, however, of the rapid and far-reaching developments taking place in the sphere of transport during the war, it became necessary henceforward to collect much more detailed information in regard to changes which, one may say, were occurring almost daily and which could be discerned only by the analysis of very detailed information derived from many different sources. Every month a Monthly Summary of Important Events in the Field of Transport was prepared, in which information was classified under the following heads: communications in general and transport in transit, maritime shipping, inland water transport, railways, road traffic, air traffic. Under each head were given new developments together with legal, administrative, or technical measures, information concerning organisation and operation, tariffs, insurance, new construction, etc.—the whole being accompanied by a variety of statistical data relating to traffic, in so far as these were obtainable.

These Summaries, which are still prepared every month, have been particularly useful in keeping the Secretariat's documentary material up to date.

In addition, the Secretariat, at the beginning of 1940, drew up a programme of work providing for the preparation of studies on the problems which would probably arise after the war in the field of communications. This programme included in the first place studies of an historical character relating to the situation which arose after the war of 1914-1918 and to the action taken at that time in regard both to the actual means of transport—particularly their restoration and reconstruction—and to the constitutional problem of the organisation of international co-operation. The conclusions pointed to by these studies of a situation to which that presenting itself on the morrow of the second world war would be to some extent analogous in so far as concerns communications, were to be supplemented by the conclusions suggested by analysis of transport developments during the war. Together, these
conclusions would provide a starting-point for an examination of the problems which would arise after the war and the solution of which would entail, *inter alia*, some adaptation of the lessons of 1919 and the ensuing years.

Below follows a brief account of the successive stages of the work done by the Secretariat in connection with these post-war problems.

(c) **Preparatory Work undertaken with a view to facilitating the Study of Post-war Problems.**

With regard to studies of an historical character devoted to the years following the first world war, mention should first be made of a *Memorandum on the Situation with regard to Maritime Shipping after the Armistice of 1918*, which was prepared in 1941 and comprises two studies.

The first of these, after briefly surveying developments during the war of 1914-1918, presents a general picture of the period 1919-1923, which was marked by a return to more normal conditions as regards sea transport. Particulars are given concerning the freight market, the resumption of traffic, the policy of State intervention, etc., and, finally, the first symptoms of the grave crisis that was soon to overtake the merchant fleets.

The second study—appended to the first—provides more detailed information regarding the period of transition proper from the end of hostilities to 1920, during which some particularly delicate problems arose. It describes, in particular, the immediate effects on the maritime shipping situation of the cessation of hostilities, the gradual relaxation of the controls and restrictions imposed during the war and, lastly, their final abolition in 1920 and 1921.

This memorandum was not published, but some of the information contained therein has been included in various League publications.

Another retrospective study of a general nature was prepared in 1944 and published in the document entitled *Transport Problems which arose from the War of 1914-1918 and the Work of Restoration undertaken in this Field by the League of Nations*.\(^1\)

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\(^1\) Document C.29.M.29.1944.VIII, roneographed. A new printed edition was published in July 1945 (document C.29(1).M.29(1).1944.VIII); in this edition are embodied references to earlier League of Nations documents where more detailed information is to be found.
This study brings out the part played by the League of Nations after the first world war in the reconstruction and reorganisation of communications, particularly in Europe. It shows what can be achieved in this field by international action. The experience thus gained will no doubt prove of value as regards both the methods employed and the results achieved, notwithstanding the fact that the problems now requiring solution are on a much greater scale.

The first part of the study briefly outlines the general position as regards transport at the end of the first world war and indicates the chief problems which arose. The second part describes the actual work of restoration, including both general arrangements designed to facilitate communications and the technical aspects of reconstruction proper. The period covered is the decade 1918-1928, by the end of which the chief transport difficulties arising directly out of the war had been overcome. The special technical assistance afforded by the League of Nations in the case of certain countries is also described.

This document was communicated to Governments, as its contents might prove useful to authorities responsible for communications and for the reconstitution of transport systems.

Among studies dealing with conditions during the second world war, the *Monthly Summaries of Important Events in the Field of Transport* have already been mentioned.

A special study was prepared in 1942 concerning the *Development of the Transport Situation in Continental Europe*.\(^1\) This study begins with a brief survey of the position as regards the various means of transport before the second world war and the main problems to which they gave rise. The second chapter describes war measures taken by Governments: establishment of controls and restrictions, measures of regulation, rationalisation and co-ordination, efforts to maintain and improve vital communications notwithstanding all difficulties and to create new means of communication, governmental action with regard to scales of charges, insurance, etc.—and, lastly, measures of co-operation between States. The third chapter describes in greater detail how transports were affected by important changes in the general situation of certain countries, more particularly as the result of occupation by a foreign Power, and gives particulars in regard to every country of Continental Europe involved in the war or seriously affected by it in the field

\(^1\) Roneographed document C.C.T.730.
of transport. The fourth chapter briefly surveys the rôle and organisation of transport in the “living-space” of Continental Europe under the system planned at that time by the Axis Powers for the establishment of a European “New Order”. The study concludes with some general observations on certain aspects of developments in the field of communications which at that time appeared probable in view of various tendencies then observable in Continental Europe.

The information contained in this study relates to the period extending up to the end of 1941. It was subsequently summarised and supplemented by data for the period to the end of the summer of 1943 in a memorandum entitled The Present Transport Situation in Continental Europe, prepared in September 1943. The period examined is that in which the transport situation was, comparatively speaking, stabilised in most European countries, owing to their occupation by Germany and to the measures taken by that country with regard to transport in general. This period ended in September 1943, with the capitulation of Italy. Thereafter, the situation continued to change rapidly, owing to movements on all European fronts, and it was not until hostilities had ceased that it became more or less stabilised again.

This memorandum was published as an annex to the study on Transport Problems which arose from the War of 1914-1918 and the Work of Restoration undertaken in this Field by the League of Nations (document C.29.M.29.1944.VIII) referred to above.

The studies concerned more especially with problems of the future relate, first, to the technical aspects of the rebuilding of the transport system in the post-war period which has now begun and, secondly, to the constitutional forms of the future system of international collaboration in the field of communications.

In the first group falls a study prepared in the spring of 1944 containing Suggestions for U.N.R.R.A. relating to a Unified Organisation, under the Control of the United Nations, of the Transport System in Continental Europe and of Its Restoration, with a view to facilitating the Action for Relief and Rehabilitation in the Immediate Post-war Period. These suggestions are followed by Reflections concerning Preparations for the Actual Long-term Reconstruction of this Transport System after the War, conceived as a Whole and on a European Scale.

The first part of this study deals with the period of relief and rehabilitation immediately following the end of hostilities and
suggests co-ordinated measures aiming, first, at the temporary repair of ways and means of communication in Continental Europe and, secondly, at the establishment of unified control of the European transport system and its operation during this period of relief and rehabilitation.

The second part of the study discusses measures of rationalisation in connection with the long-term reconstruction of the European transport system taken as a whole, following the relief and rehabilitation period.

As already stated, this study was prepared in the spring of 1944—i.e., before the Dumbarton Oaks conversations. There was also an annex in which, having regard, inter alia, to the Statute conferred upon it before the war, the possibility of co-operation by the Communications and Transit Organisation in the action contemplated, both throughout the period of relief and rehabilitation and also during the subsequent reconstruction period, was discussed.

As regards studies relating to the future and possessing a constitutional aspect, the first, entitled Memorandum on Future International Organisation in the Field of Communications was prepared in 1943—i.e., likewise before the Dumbarton Oaks conversations. Its aim was to work out the principles and suggest the bases for a future organisation of international collaboration in the field of communications within the general framework of post-war reorganisation.

This study considers the purpose and the powers and duties of an international communications organisation which might take the place of the League of Nations Communications and Transit Organisation, together with the constitution and working of such an organisation, its relations with other international organs, etc. The suggested provisions take into account, amongst other things, the lessons to be learned from a long experience of international action in this domain. In this connection, a comparison is drawn, at the end of the study, between the suggestions made with regard to the future and the existing situation, more especially as regards collaboration within the framework of the League of Nations Communications and Transit Organisation. The object of this is to bring out the main differences and to demonstrate the practical effects of the new proposals.

Lastly, some general observations are made with regard to clauses that might be inserted in the future peace settlements concerning the fundamental principles governing freedom of inter-
national communications and the future organisation of inter-State collaboration in this sphere.

Annexed to the study is a chronological table of the more important past activities of the Communications and Transit Organisation in the matter of international regulation, as embodied in conventions and recommendations.

Another annex contains a list of the chief international organisations—official, semi-official and private—solely or partially concerned with communications problems before the second world war.

After the publication of the Dumbarton Oaks proposals, the suggestions made in this study were reconsidered and recapitulated more concisely in another study prepared in the spring of 1945. This fresh study, entitled *Suggestions as to Future International Collaboration in respect of Communications in connection with the New International Organisation as proposed by the United Nations*, treats more particularly of the manner in which an international communications organisation might be linked to the future general organisation of the United Nations outlined at Dumbarton Oaks.

Another document prepared by the Secretariat, which was published in March 1945, was entitled *List of Multilateral Conventions, Agreements, etc., relating to Communications Questions.* The object of this document was to provide a comprehensive survey of multilateral international obligations in the field of communications. These are very numerous; some of them are already of long standing and most of them have been very widely applied. Many of these instruments were concluded under the auspices of the League of Nations, by its Communications and Transit Organisation, or by the International Labour Organisation.

The various instruments are grouped under the following heads: freedom of transit, maritime navigation and ports, inland navigation, railways, road traffic, air navigation, postal services and telecommunications, identity and travel documents, tourist traffic, electric power and miscellaneous matters. In respect of each instrument the list gives: the title, the place and date of conclusion, the date of entry into force, a list of the contracting States and, lastly, the source or sources where the text of the instrument is to be found.

Finally, there is an annex enumerating, with a brief indication of their subject, all clauses relating to communications which were

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1 Document C.53.M.53.1945.VIII.
embodied in the Peace Treaties of 1919-20—those of Versailles, Saint-Germain, Trianon and Neuilly—and in the Treaty of Lausanne of 1923. The enumeration of these clauses enables a comprehensive idea to be formed of the problems which arose in the sphere of communications in connection with the general settlement following the war of 1914-1918.

This document may be of value to authorities dealing with communications and to those concerned with international reorganisation in this field. It has therefore already been communicated to Governments.
II. QUESTIONS OF A SOCIAL AND HUMANITARIAN CHARACTER

1. HEALTH QUESTIONS

To inform national health authorities on matters of fact, to document them on methods of solving their technical problems, and to afford them such direct assistance as they may require—such are the principles which have governed the work of the Health Organisation.

In the period of twenty-four years during which this complex work has been in progress, different phases can, however, be distinguished. In the first of these, the dominant need was for the organisation of the fight against the epidemics which broke out in consequence of the first world war; effort had to be concentrated on meeting the danger that threatened most. This was the period of direct action by the Epidemics Commission on the Polish frontiers, of the establishment of epidemiological intelligence centres at Geneva and Singapore, of experiments in the deratisation of ships as a precaution against plague and of the unification of the assay of therapeutic sera as a guarantee of their activity.

Gradually, however, the post-war wave of epidemics subsided and the second phase that then began was characterised by action for the prevention of diseases. In particular, attention was devoted to perfecting methods of vaccination against smallpox, diphtheria and scarlet fever, to ensuring greater precision in the serodiagnosis of typhoid through unification of the technique employed, to improving tests for the detection of syphilis, to ascertaining the value of the various anti-rabies vaccines, to decreasing mortality among infants and mothers, to working out a programme of action for the combating of tuberculosis, and to systematising the prophylaxis of malaria. These few examples, out of many, showed that the aim in view was to ensure that public health work should, in general, be inspired by the principle of preventive medicine.
Health, however, is something more than absence of disease, and although curative and preventive medicine have not said their last word, they cannot endow the individual with that physical perfection which ensures joy of living. For this, the action of positive factors is required: a diet adequate both in quantity and in quality; a healthy and pleasant home and the possibility of attaining the bodily well-being imparted by physical exercise. Nutrition, housing, and physical culture—such were the subjects of study which, with a rare vision and a remarkable grasp of realities, Dr. L. Rajchman, for seventeen years the Director and guiding spirit of the Health Section, laid before the Health Committee in 1934. By its decision to take up the study of these questions, the Committee showed that it was deliberately directing its action towards the promising field of social medicine.

The centre-piece of this threefold programme was nutrition and, of all the reports emanating from the Health Organisation, that dealing with the physiological bases of nutrition was certainly the one that attracted the most widespread attention; this report, indeed, is of little less than historical importance in that it introduced the conception of protective foods and attributed to them their rightful place in a properly composed diet.

That the Health Committee was resolved to go still farther along the path of medico-social activities is proved by its studies on polyvalent health centres—a conception which is now more to the fore than ever—on the training of social workers and public health nurses, on health indices which enable the state of health of a particular community to be assessed from every aspect, on social assurance (in collaboration with the International Labour Office), and on rural hygiene, both in Europe and in the Far East.

The plan of work which the Health Committee had set itself for the years 1937 to 1939 reflected its desire to improve the lot of mankind by organising the fight against social diseases, slums and malnutrition and by bringing the most up-to-date methods of treatment and prophylaxis within reach of all classes of society. War broke out, however, before the completion of this three-year programme, which comprised, inter alia, a series of meetings that were to be held during the autumn of 1939, namely: the third Conference on the Standardisation of Vitamins, meetings of the Technical Commission on Nutrition, of a group of experts in the serodiagnosis of syphilis, the Commission on Physical Fitness and
the Technical Commission of Pharmacopoeial Experts. Furthermore, at the instance of three British possessions in Africa, the Colonial Office had proposed the calling of a new Pan-African Health Conference at Nairobi (Kenya). Lastly, twenty-one Governments had expressed themselves in favour of a conference to lay down rules for the use of the new synthetic drugs which have taken their place alongside quinine in the prophylaxis and treatment of malaria.

However, the Health Organisation was obliged to postpone these meetings and to concentrate on the new tasks which the war was soon to thrust upon it. As early as September 14th, 1939, the Roumanian Minister of Public Health drew attention to the fact that the influx of refugees and the existence of a floating population along the frontiers gave rise to grave danger of epidemics in that country, particularly typhus fever. He asked the Health Organisation to take steps with a view to combined anti-epidemic measures on the part of the countries thus threatened. The Acting Director of the Health Section was thereupon sent to Bucharest, Budapest and Belgrade to examine the situation with the Governments concerned. He found that, for the moment, there was no epidemic focus of typhus fever and that the national authorities had the situation well in hand. As soon as the cold weather came, however, a recrudescence of typhus fever was to be feared. Accordingly, the idea of concerted anti-epidemic action undertaken under the auspices of the Health Organisation was favourably received and arrangements were made that the Health Section should be speedily informed of any epidemics which developed in order that it might take action without delay. From many sides, offers of assistance in the event of such action proving necessary flowed in. In point of fact, however, it was not until 1943, at a time when intervention by the Health Organisation was out of the question, that the spread of typhus fever in Roumania assumed alarming proportions.

It thus became necessary to adapt the work of the Health Organisation to the new conditions resulting from the hostilities, and this the Health Committee proceeded to do in November 1939. In view of the effects which the war was bound to have on public health—whether through epidemics, nutritional deficiencies, widespread tuberculosis, or enterics due to the contamination of drinking-water—the Committee considered that its function was to hold

1 Document C.364.M.277.1939.III.
itself in readiness to help national health services both by direct action and by supplying documentation and technical advice. Nevertheless, this new orientation of effort was not to involve the abandonment of work in fields where it would be of immediate utility—e.g., epidemiological intelligence, malaria, nutrition, or biological standardisation—provided that such work did not make too heavy a call on the Health Section’s already very much reduced resources.

As cases might arise in which immediate intervention would prove necessary, the Health Committee set up an emergency sub-committee, consisting of its Chairman and four of its members, which could act on the Committee’s behalf and could co-opt other members of the Committee and experts, as circumstances might require.

This sub-committee met in March 1940, to consider the medico-social problems which the organised displacement of civil populations raised at that time. With the aid of Belgian, Finnish, French, Dutch, Norwegian and Swiss experts, a report was drawn up for the use of national health services. In this report are set out the principles to be applied in departure, transit and reception areas with regard to accommodation, medical and sanitary equipment, social welfare and the supply of foodstuffs, particularly milk.

Finally, at a time when blood-transfusion services were being organised to meet the needs both of operational and air-raid casualties, the Health Committee considered it necessary to draw attention, through the leading medical periodicals, to the international nomenclature for the various blood groups, which was drawn up under its auspices and had been in existence since 1927; its use made it possible to avoid the sometimes serious accidents which may ensue during transfusion when the groups to which the blood of the donor and the patient belong are incompatible the one with the other. At that time, however, several systems of nomenclature were being used to designate the blood groups, with the consequent risk of confusion.

By June 1940, owing to resignations and the departure of officers for their own national services, the Health Section comprised only two doctors—the Officer in charge of the Health Service and the Chief of the Epidemiological Intelligence Service—upon whom, up to the present time, has fallen the heavy task of preserving what could be preserved, of taking, with the assent of the Acting Secre-
tary-General, such action as was essential, and of replying to the requests for information which flowed in from all sides. In 1941, for instance, 65 questions from seventeen countries were referred to the Health Section, including seven from international institutions and 27 from national or regional health authorities. The subjects of these questions clearly reveal the problems about which, in those days, health authorities felt most concerned; questions relating to epidemiology were the most frequent, after which came questions concerning nutrition and the public health organisation of various countries.

For the purpose of framing its replies, the Health Section had in its files some 5,000 technical reports; for current problems, Geneva was on the whole a good observation post from which it was possible to follow developments in the health conditions of a large part of Europe.

Soon, however, the war spread to most of the Far East. By November 1941, the requirements of military security had already considerably reduced the amount of epidemiological information communicated by telegram to the Singapore Bureau by the health administrations of Far-Eastern countries. The occupation of Indo-China, of the Chinese ports, of Thailand and of the Philippines progressively restricted the Bureau's sphere of action. A week before the occupation of Singapore (February 1942), the Bureau was transferred to Canberra, at the invitation of the Australian Government. In the circumstances, however, it was unable to continue to function usefully, and, on November 1st, 1942, its activities were suspended.

In Geneva, the Health Section found itself increasingly compelled to rely on its own resources, as lack of communications prevented its obtaining advice from the majority of the members of the Health Committee and its technical commissions. Subsequently, the Chairman of the Committee, Professor Jacques Parisot, and one of its members, Dr. René Sand, were deported to Germany and were not released until after the occupation of that country by the Allied troops.

In February 1942, the Inter-Allied Bureau set up in London to study post-war requirements asked the Health Section to supply data regarding the food ration consumed before and during the war in the occupied countries, the foodstuffs most suitable for distribution in concentrated form to the populations of those countries.
after their liberation, and the types of vitamin-deficiency disease that were most to be feared. Since it was impossible to consult the Technical Commission on Nutrition, the Health Section, in preparing its reply, secured the assistance of physiologists available in Switzerland.

Shortly after the submission of this report, the Officer in charge of the Health Service was sent to London to place at the disposal of the Inter-Allied services the experience acquired by the Health Organisation in connection with the combating of epidemics, the prophylaxis of contagious diseases and assistance for pregnant women and new-born infants. The object in view was to draw up a plan for the distribution of available resources in medical and auxiliary staff, sera and vaccines, and drugs and medical equipment as between the countries that were then occupied, in order to meet their most urgent needs during the six months following their liberation and to assist the health services when they came to be reconstituted. The technical sub-committees to which this task had been entrusted included representatives of each occupied country and the distribution proposals were adopted with the agreement of all concerned, subject to revision if last-moment deportations of doctors or the destruction of hospitals and sanitary equipment made this course necessary.

In the second quarter of 1943, on the initiative of the State Department of the United States, the Officer in charge of the Health Service proceeded to Washington for consultations with the Office of Foreign Relief and Rehabilitation. Here again, the object was to place at the disposal of this Office—which continued to function until U.N.R.R.A. was established—the experience gained by the Health Organisation in nutrition, malaria and sanitary engineering.

The first session of the Council of U.N.R.R.A. was held at Atlantic City in October 1943 and the Health Organisation was invited to be represented by an observer. The Officer in charge of the Health Service outlined before the Sub-Committee on Health and Medical Care the way in which collaboration between the League of Nations Health Organisation and the Health Division of U.N.R.R.A. might be established. In its report, this Sub-Committee emphasised that co-operation between these two bodies should be encouraged and developed.

In March 1944, when the Health Division of U.N.R.R.A. was in process of organisation, Governor H. Lehman, Director-General of
U.N.R.R.A., sent a telegram to the Acting Secretary-General asking if it would be possible to secure the co-operation of the Health Section in certain fields of work for the whole duration of U.N.R.R.A.'s activities, so as to make use of the Section's technical qualifications while at the same time avoiding overlapping.

Governor Lehman also made three suggestions: first, that the despatch to the Health Division of U.N.R.R.A. of the epidemiological information collected by the Health Section at Geneva should be accelerated and that the quantity of information should, if possible, be increased (steps were at once taken to comply with this wish); secondly, that a "research unit" should be created in Washington—with the possibility of its later being transferred to London or to the Continent of Europe—its task being, on the one hand, to interpret the epidemiological data received from Geneva or other sources and, on the other hand, to assist the Health Division of U.N.R.R.A. to prepare health surveys of occupied regions of Europe or Asia; finally, to enable U.N.R.R.A. to profit by the Health Organisation's experience in the Far East, the opening should be envisaged—preferably in India—of a bureau on the lines of that formerly operating in Singapore, while a subsidiary bureau, with the Pacific zone as its field of activity, might be set up in Australia.

The Acting Secretary-General having approved these suggestions, the Health Section established a "research unit" in Washington and this began work on May 15th, 1944, with a staff which included the former head of the Health Section's Epidemiological Intelligence Service and the former statistician of the Singapore Bureau. Week by week, this "Unit" provided the Health Division of U.N.R.R.A. with a critical survey of the health situation in Europe and the parts of Africa and Asia of importance from the standpoint of air traffic. It also prepared a monograph on the health organisation of Indo-China, the public health facilities available, the diseases prevailing there, and the diet of the native inhabitants.

With regard to the opening of a new Eastern Bureau in India, with a branch office in Australia, the negotiations with the Governments concerned had not been concluded when Japan capitulated. As a result of this development, the situation has changed and the possibility that the Eastern Bureau may, in the early future, resume its work in Singapore can once more be contemplated.

In December 1944, the Director-General of U.N.R.R.A. informed the Acting Secretary-General that the international sanitary conven-
tions—which had been adapted to the conditions resulting from the state of war—would henceforth impose certain responsibilities upon U.N.R.R.A. in connection with the notification of pestilential diseases. To meet these responsibilities, it must have an Epidemiological Intelligence Service of its own and, in view of the excellent work done by the “Research Unit”, Governor Lehman therefore expressed a wish that its staff should be placed at the disposal of the Health Division of U.N.R.R.A. in order to form the nucleus of such a service. With the assent of the Supervisory Commission, the transfer took place on January 1st, 1945.

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After this brief survey of the special tasks which the Health Section had to undertake as a result of the war, something more may be said of the long-term activities the continuation of which had been decided by the Health Committee in 1939.

Biological standardisation, universally recognised as a special feature of the work of the Health Organisation and a field in which it has done pioneer work, has proceeded, everything considered, very satisfactorily. The distribution of international standards to laboratories throughout the world, entrusted, in the case of sera, to the Danish State Serum Institute at Copenhagen and, in the case of vitamins, hormones and certain medicaments, to the National Institute for Medical Research at Hampstead, was at times slowed down through dislocation of postal services, but it has never been stopped.

After the invasion of Denmark in April 1940, the Copenhagen Institute was no longer able to communicate with certain countries. The Health Section therefore approached the Medical Research Council of Great Britain, which controls the Hampstead Institute, with a request that the latter might be authorised to supply the international standard sera to laboratories which could no longer obtain them from Copenhagen. Notwithstanding the additional work which this distribution entailed for the Institute—the stocks of some standard sera had to be reconstituted and the international units of activity redefined in terms of the new preparations—the Medical Research Council readily acceded to this request and the continuance of this international service was thus ensured.
The fact that the sometimes fatal accidents which during the first world war resulted from the administration of an insufficient dose of serum have been averted in the present struggle is largely due to biological standardisation. Thirty years ago, a doctor, relying on the number of units indicated on a phial, might inject a quantity of serum which he justifiably considered sufficient but which, in fact, was insufficient because the assay had been expressed in terms of a unit of lesser activity than that to which he was accustomed. This, however, cannot happen to-day. The universal adoption of the international units fixed by the Permanent Commission on Biological Standardisation, indeed, means that doctors are now equipped with weapons of well-defined calibre and range. It has also provided health authorities with the means of measuring the activity of biological remedies placed on the market; and, in the last place, it has simplified the task of manufacturers who now need to express the strength of a product they wish to export in terms of one unit only—the international unit. In other words, biological standardisation has become a necessity.

In the course of the war years, our therapeutic armament has been reinforced by new medicaments which can be assayed only by biological methods. It was essential, therefore, that no time should be lost in fixing international standards and units for these substances, so as to avoid the use in laboratories of several units of activity, based on different criteria and therefore not easily comparable. Although circumstances made it impossible to arrange a meeting of the Permanent Commission on Biological Standardisation, some of its members have taken steps to set up provisional international standards for Vitamin E—the so-called fertility vitamin—and for heparin, an anticoagulant substance much used in war surgery. The decisions taken were subject to the reservation that they must be confirmed by the Commission when it is able to meet as a body.

At the beginning of 1944, the question arose of standardising that incomparable antibacterial agent, penicillin. Here, again, it was necessary to act at once and to secure, from the outset, the use of a common yardstick for measuring the action of a product, which preliminary assays carried out in England and in the United States of America had shown to be capable of standardisation. On the Health Section's initiative, therefore, an International Conference on the Standardisation of Penicillin was convened in
October 1944, in London, where the substance had been discovered. This Conference, which was presided over by Sir Henry Dale, included representatives of Australia, the United Kingdom, Canada, France and the United States of America, while a number of those who had helped to increase knowledge of penicillin were present as observers. An international unit was chosen and two preparations were adopted; one, chemically pure, will serve as a basic standard; the other, less pure, but assayed in terms of the first, will be distributed to laboratories for the purpose of their day-to-day assays. The representatives of the United States of America agreed to undertake the preparation of the substances to serve as standards.

The progress made in biological standardisation has been possible only through the collaboration of many well-known scientists who have most generously placed their knowledge, their time and the resources of their laboratories at the Commission’s disposal. Furthermore, certain manufacturers of pharmaceutical products have facilitated the Commission’s work by presenting it with pure substances—some of them extremely expensive—for use as international standards.

In a similar field, it has been possible, notwithstanding the war, to continue the work with a view to the unification of the national pharmacopoeias by preparing monographs on the chief medicaments subsequently to be included in them. Forty-eight such monographs have been completed and will shortly be published. This is a first step towards the establishment of an international pharmacopoeia.

In the combating of malaria, which has been one of the chief concerns of the medical services of the Allied armies, constantly increasing use has been made of synthetic drugs—atebrin and plasmoquin—as to the value of which parallel investigations had been conducted in 1935 in Algeria, Italy, Malaya, Roumania and the Soviet Union, on the initiative of the Malaria Commission. The question of the dosage of these drugs, with which the Commission dealt in its “Report on the Treatment of Malaria” (1937) has, however, been reopened and it would have been desirable for the Commission to give the matter further consideration. Unfortunately, an attempt to arrange a meeting for this purpose proved unsuccessful and all that could be done was to consult those of the Commission’s members who had had recent experience of the use of atebrin as an agent of collective prophylaxis. The opinions obtained were communicated to the Health Division of U.N.R.R.A. and showed that the con-
clusions reached by the Malaria Commission eight years ago in regard to the curative use of atebrin still hold good. On the other hand, the problem of the prophylactic use of synthetic anti-malaria drugs is not yet solved and it was to have been taken up again by the conference which it was planned to hold in the autumn of 1939.

In 1937, a proposal was made to the Malaria Commission for the establishment of a uniform terminology in connection with the epidemiology of malaria. Appreciating the value of such a measure, the Commission set up a Sub-Committee of five members to carry the proposal into effect. Their report, published in 1940, consists of two parts: the first comprises a commentary on malaria parasites and the infections which they cause, while the second is a glossary in which each term is defined and its French equivalent given. In view of the Malaria Commission’s high standing in scientific circles, this report naturally aroused keen interest, and it may be hoped that the terms which it proposes will be adopted by the different schools of malariology.

With regard to rabies, the Health Section has, since 1940, been obliged to suspend the collection, statistical presentation and annual publication of the results of vaccination in anti-rabies institutes throughout the world, a task entrusted to it by the International Conference on Rabies (Paris, 1927). Nevertheless, as the data at its disposal already cover more than a million bitten persons treated, it would seem that this figure is sufficiently large to warrant conclusions as to the value of the various methods of vaccination, which was the object of the investigation. These conclusions might be submitted to a new international rabies conference, the holding of which is regarded as necessary by many authorities on rabies.

In response to a desire expressed by the Health Committee, the question of the preventive vaccination of dogs formed the subject of a critical review by the Health Section which was published in 1940.¹ A study on the value of live and killed anti-rabies vaccines was published the same year.²

Before the war, investigations into the question of nutrition were carried on in close collaboration with the national commissions set up in a large number of countries in Europe and overseas. As contact with the majority of these was lost after 1939, the investigations had to be discontinued. The Health Section, however,

¹ Bull. Health Org., 1940/41, 9, No. 3.
² Ibid., No. 1.
could not abandon the question of nutrition at a time when it was beginning to give rise to serious uneasiness. Accordingly, it endeavoured to assemble all available information, on the one hand, concerning food restrictions and their effects on health, particularly of children and adolescents, in belligerent and occupied countries, and, on the other hand, concerning the deficiency diseases produced by under-nutrition. A comprehensive study on the first point was issued in 1944;\(^1\) a study on the second will be published shortly.

A clinical description of “famine disease”, as observed among the internees in the camps in the south of France, was also published in 1944.\(^1\)

Lastly, the rice problem, which had been raised in 1937 at the Inter-Governmental Conference of Far-Eastern Countries on Rural Hygiene, formed the subject of a series of publications.\(^2\) To prevent the grain from being deprived, by excessive husking or by unsuitable cooking methods, of some of its nutritive and protective qualities, the latter deriving from the presence of vitamins, local customs would have to be changed. It is from this standpoint that the rice problem in India, Thailand and the Netherlands East Indies is approached in the above-mentioned publications.

The studies on housing were likewise conducted through the agency of national commissions and these, too, have been interrupted. Mention should, however, be made of the magnificent illustrated volume “Enquête sur l’Habitation rurale en France”,\(^3\) contributed by the French National Commission to the documentation of the European Conference on Rural Life.

In the event of a general war, bringing epidemics in its train, it is more than ever necessary to have rapid, regular and reliable information on the movement of infectious diseases throughout the world; for when an epidemic zone is located in good time, defensive and preventive measures can be organised.

Before the outbreak of hostilities, the Epidemiological Intelligence Service fulfilled these conditions, since it received data regarding infectious diseases and demographic statistics from every country in the world, with the exception of the Soviet Union, and from most large towns. Its Singapore Bureau received weekly telegraphic

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1 *Bull. Health Org.*, 1943/44, 10, No. 4.
2 *Bull. Health Org.*, 1940/41, 9, No. 3.
reports regarding the health situation in some 180 ports lying between the Suez and Panama canals. Twelve wireless stations broadcast once a week—and some of them daily—the epidemiological reports which Geneva and Singapore issued for the benefit of health authorities and ships at sea.

From 1940 onwards, however, the censorship and the slowing-down of postal communications hampered the working of the Service and restricted its field of activity, since no information was forthcoming from zones of military operations. The same thing happened in Asia in 1941. From 1942 onwards, the only information received from Africa and America had already become out of date in transit. As these continents were efficiently served by the Pan-American Sanitary Bureau and the British technical services, the League Epidemiological Service concentrated its attention on Europe and succeeded in ensuring the continued receipt of data respecting epidemics and mortality from belligerent, occupied and neutral countries; the only regions from which it was unable to obtain statistics were the zone of the Eastern front and certain territories which were deprived of postal communications with the outside world, such as Albania, Serbia and, at some periods, Greece. The information published in Geneva in the *Weekly Epidemiological Record*—the issue of which was never suspended—was also transmitted to London and Washington by airmail or by telegram.

The official statistics, supplemented by information from other sources, made possible an objective study of the effects of the war on the health of the European peoples and of the spread of epidemics among them. Notes on these subjects were frequently included in the *Weekly Epidemiological Record* and a comprehensive study on health conditions in Europe was published at the end of 1944.¹ A knowledge of these data being essential to any rational relief work, the views of the Epidemiological Intelligence Service were sought by public health administrations, by national Red Cross Societies, and by the different organs of the International Red Cross which applied to the head of the Service as their technical consultant on questions of epidemics. When U.N.R.R.A. commenced work in this field, it requested that weekly telegrams should be sent to its centres in Washington and London concerning epidemic movements in Europe; this request was complied with. Among the

¹ *Bull. Health Org.*, 1943/44, 10, No. 4.
requests for information regarding new methods of combating contagious diseases, those respecting typhus fever were the most numerous. This led the Service to prepare a monograph, which was published at the end of 1942,\(^1\) on this disease and on the latest methods of vaccination against it.

In 1938, the staff of the Service, in collaboration with the International Institute of Statistics, carried out the preparatory work and supplied the technical secretariat for the Fifth International Conference for the Revision of the Nomenclature of Diseases. It was thus given responsibility for preparing the official volume entitled “Nomenclatures internationales des Causes de Décès, 1938” (*International Nomenclature of Causes of Death, 1938*) which the International Institute of Statistics had printed at The Hague in 1940, on the eve of the invasion. The war made it impossible to arrange meetings of the technical commissions that were to be set up to prepare international nomenclatures of diseases to meet the requirements of hospitals, army medical services and sickness-insurance organisations. The Service was, however, able to provide the Netherlands and Swiss Army Medical Services and a number of hospital and surgical associations with proposed nomenclatures of wounds and diseases.

At the request of the International Red Cross, it prepared a *Polyglot Glossary of Communicable Diseases* giving terms employed to designate them in twenty-four European languages.\(^2\)

The *Annual Epidemiological Report* for 1938, which contains figures revised by the health and statistical services of countries throughout the world, was published at the end of 1941.\(^3\)

In 1945, the head of the Service was invited to take part in the work of the International Commission organised by the Government of the United States of America to standardise the rules of classification of deaths resulting from several joint causes.

Since the liberation of Europe and the consequent restoration of postal communications, the Epidemiological Intelligence Service has gradually re-established contact with health and statistical authorities from which it had been cut off. It has also collaborated with the Inter-Allied military medical authorities (S.H.A.E.F.) in the distribution to the competent national services of information

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\(^1\) *Bull. Health Org.*, 1943/44, 10, No. 1.

\(^2\) *Ibid.*, No. 3.

\(^3\) Document E.I.23.
concerning typhus fever in the occupied areas of Germany and among liberated prisoners.

In addition to its immediate practical utility to health authorities, the information assembled during recent months will enable the Epidemiological Intelligence Service to complete its various sets of statistical data, the value of which depends on their continuity, and to prepare a comprehensive publication on communicable diseases and mortality during the war.

In regard to reference material, mention should also be made of the Technical Bibliography of the Work of the Health Organisation of the League of Nations, 1920–1945 which is now in the press; it covers several thousand reports of Committees and studies by experts and will be a valuable work of reference for specialists in public health and social medicine.

2. CONTROL OF THE DRUG TRAFFIC

PRESENT INTERNATIONAL ORGANISATION

During the last twenty-five years there has been developed, under the general supervision of the League of Nations, an international system of control over the manufacture of and trade in dangerous narcotic drugs, and it has been generally agreed that the system has proved to be extremely effective.

The system had its beginnings in the Hague International Convention of 1912 and the provision in Article 23 of the Covenant of the League, by which the Members of the League agreed, "subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon", to "entrust the League with the general supervision over... the traffic in opium and other dangerous drugs". The League's supervision has operated:

(a) Through an Advisory Committee consisting of official representatives of countries specially concerned in the question. The Committee was set up in pursuance of a Resolution adopted by the Assembly at its first session, in 1920, and has met each year to review the whole field, examine the reports received from Governments and other sources and report to the Council, with recommendations for improving the control where it seemed necessary. The Committee is advisory only and has no executive

1 Bull. Health Org., 1945, 11.
powers. The great progress that has been made has been largely due to the work of the Committee, and the publicity which has been given to its proceedings has had a powerful influence on the national administrations.

(b) Through the discussions at the periodical meetings of the Council and the Assembly when the reports of the Advisory Committee have come up for discussion or proposals have been brought forward by Members of the League.

(c) Through the Secretariat of the League, which contains a Section specially allotted to the subject, working under the direction of the Secretary-General.

As a result of the work done in this field by the League, it became apparent that the provisions of the original Convention of 1912 were inadequate to ensure the control that was necessary and three further conventions were subsequently agreed upon at the international Conferences of 1924/25, 1931 and 1936. The Conventions of 1925 and 1931 set up two specialised bodies:

(i) The Permanent Central Opium Board (Articles 19-27 of the 1925 Convention and Article 14 of the 1931 Convention);

(ii) The Supervisory Body (Articles 2 and 5 of the 1931 Convention).

The function of the Permanent Central Board, which is a body of independent experts not connected with Governments and is appointed by the Council of the League, is to watch continuously the course of the international trade in dangerous drugs, to investigate cases of excessive accumulations of the drugs or where there is a danger of a country becoming a centre of illicit traffic, and to recommend any necessary action to the Council and to Governments. It also supervises the compliance of Governments with the limits fixed by them in the annual estimates of their requirements which they submit in pursuance of the 1931 Convention.

The function of the Supervisory Body is different. The scheme of the 1931 Convention for limiting the manufacture of dangerous drugs to the quantities required for legitimate medical and scientific purposes is based on the agreement of the parties to furnish each year to the Permanent Central Board, for examination by the Super-

1 There are also two special Agreements of 1925 and 1931 concerning the suppression of opium-smoking in the Far East.
visory Body, estimates of their requirements for the following year. The totals of the estimates constitute in effect for each drug the limit of the world's manufacture for that year. The Supervisory Body, a body of four experts nominated respectively by the League's Advisory Committee, the Permanent Central Board, the League's Health Committee and the International Health Office, is charged with the duty of examining these estimates and, in cases where they seem excessive, to make recommendations to the Governments concerned with a view to their reduction. The Supervisory Body has no power of itself to reduce an estimate; and if a Government persists in its estimate, the Supervisory Body has to include it in the Statement which it issues annually of the estimates received, with any comments it may think necessary. An important feature of the scheme is that, if a country fails to furnish estimates, the Supervisory Body is required to frame estimates for it. The work is in a measure continuous as Governments may at any time send in supplementary estimates, modifying their original estimates. The annual Statement issued by the Supervisory Body is sent to all Governments and is the basis on which the whole machinery of international control of the manufacture of and 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.

Both the Permanent Central Opium Board and the Supervisory Body are autonomous in the execution of their respective functions, though financed by the League and closely associated in various ways with the League and its Secretariat.

The effectiveness of the international organisation, as in all fields of international co-operation, depends on the support of the national Governments which are parties to it. This means in the case of dangerous drugs control:

(a) The adoption of the necessary legislation or issue of the necessary orders embodying the requirements of the International Conventions and the establishment of the appropriate administrative services to ensure their observance;

(b) The full and regular compliance with the obligations undertaken by the parties in regard to co-operation with the international organisation and with other Governments.
In reviewing the work of the League of Nations in regard to narcotic drugs since the last meeting of the Assembly and reporting on the extent to which this work has been affected by the war, it is necessary at the outset to state that the effect of the war, as was to be expected, has been more serious in regard to work concerned with progress and future plans than with regard to current work. Apart from certain preparatory work done by the Secretariat, the activities connected with future plans had, on the whole, to be discontinued from 1941 onwards owing to the impossibility of holding meetings of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs and of the Council. In spite of this, considerable progress, as is shown below, has been achieved in regard to certain of the more important drug activities. The war gave rise to some special activities — war-time activities in the strict sense of the term — and these concerned the maintenance of drug control and international co-operation, and the re-establishment of control in places where it might have broken down or been disorganised as a result of the war.

I. SITUATION AT THE OUTBREAK OF WAR

In 1939, international co-operation for the control of narcotic drugs was firmly established. There was an international drug administration in constant touch with developments in the various countries and permanently engaged on plans for improved control and for further advances towards the ultimate goal—the suppression of drug addiction and illicit traffic throughout the world. During the twenty years of the League’s efforts in this field, the situation prevailing at the end of the first world war had undergone a far-reaching change. By 1939, order had been brought out of comparative chaos and in most countries there was up-to-date, efficient legislation, and an effective national control, exercised through specialised authorities.

The position was well summed up by the Opium Advisory Committee in its Report to the Council on the Work of its Twenty-fifth Session (May 1940). The Committee pointed out that the work done by it during the last twenty years had resulted in a number of vital achievements which ought not to be jeopardised in time of war and which it enumerated as follows: the application of

1 Document C.125.M.114.1940.XI.
an international system of legislation and administration; stabilisation of the legitimate manufacture of drugs at the level of the world’s medical and scientific requirements; introduction of a world system of estimates and statistics, forming the foundations of an international system of accounting covering the legitimate operations involved in the production of, trade in and consumption of drugs; control of national and international channels of distribution; and, lastly, supervision and co-ordination of the system of control based on Conventions by international organisations (the Advisory Committee, the Permanent Central Board, the Supervisory Body).

The results of these various measures were obvious. The world manufacture of drugs corresponded closely to the world’s medical and scientific requirements. International trade had been very considerably reduced and had for all practical purposes ceased to be a source of supply for the illicit traffic. The illicit traffic found it more and more difficult to obtain supplies and had to resort to raw opium available in producing countries and to illicit manufacture. A special instrument, the 1936 Convention for the Suppression of the Illicit Traffic, had been drawn up and came into force on October 26th, 1939, while, as regards future developments, preparations for an international convention for the limitation of raw-opium production were already far advanced.

In addition to their normal activities, the Opium Advisory Committee and the Secretariat were devoting special attention to the following more important questions: limitation of raw-opium production; the situation concerning opium-smoking in the Far East; the general situation in the Far East as regards raw-opium production, illicit manufacture, illicit traffic and drug addiction; the enquiry into drug addiction and more especially into the legal and practical standpoints taken in the various countries regarding drug addiction and the addict himself, and the situation regarding the supervision of cannabis (Indian hemp), and drugs with a cannabis base.

In general, it may be said that, by 1939, the work of the Advisory Committee had reached a stage at which many of the most important problems had been solved—namely, the internal control of distribution and consumption, the regulation of international trade, and the limitation of manufacture and supplies. For several years it had thus been confronted with the task of finding solutions for what seemed the last of the outstanding problems. These were:
the limitation of the production of raw materials, final and total
abolition of opium-smoking, and the eradication of drug addiction
which is at the root of the whole drug problem.

II. Measures to safeguard Drug Control in War-time
   and to adapt the Work to War Conditions

As soon as war broke out in Europe, it became clear that special
measures would have to be taken to safeguard the results already
achieved and thus to prevent a return to the chaotic conditions
prevailing at the end of the first world war. Every effort had to be
made to maintain both internal control and international supervi-
sion and co-operation, and for this purpose to impress upon
Governments the necessity for continuing to apply the Drug
Conventions and Agreements. It was equally important that the
international bodies and their secretariats should continue
their work, and that steps should be taken to make it materially
possible to maintain contact with the largest possible number of
Governments; for international drug control can only be main-
tained through continuous relations with Governments, which
are the indispensable source of the various classes of data on which
the control system is based.

As soon as they met in session, each of the international drug
bodies in turn fixed its responsibilities and appealed to Govern-
ments to maintain control and collaboration. Thus, in letters dated
September 29th, 1939, the Permanent Central Opium Board notified
Governments of its decision that its activities must be carried on
during the period of war, and requested them to continue to send
it the statistics and estimates which they had sent in the past, as
completely and regularly as circumstances would permit. Similarly,
in the Introduction to its Statement of Estimated World Require-
ments of Dangerous Drugs in 1940, 1 issued on December 30th, 1939,
the Supervisory Body stated that it was prepared to make every effort
to continue its work. In a joint letter dated May 10th, 1940, to the
Chairman of the Opium Committee, the Chairmen of the Supervisory
Body and the Central Board reported, after eight months of war,
that their work was being maintained, and that estimates and
statistics were being received from almost all Governments.

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1 Document C.379.M.292.1939.XI.