When it met, a few days later, at its twenty-fifth session, the Advisory Committee had before it a study prepared by the Secretariat on the consequences of the international situation on the Committee’s work, and the lines along which that work might be conducted. After due consideration of these problems, the Committee reported to the Council \(^1\) that it was convinced that only by maintaining both the national and international systems of control would it be possible to prevent a return to the conditions prevailing during and after the first world war which led to a marked recrudescence of drug addiction and an immense extension of the illicit traffic due to the lack of national and international legislative measures and of adequate systems of supervision and suppression. For that reason, the Committee drew the attention of Governments to the essential measures which it felt bound to recommend in order, as far as possible, to cope with war conditions and to safeguard the achievements of the past. The Committee emphasised the importance of the continued application of the Conventions and the supplying of the Secretariat with essential information required by the Conventions.

The difficulty of maintaining close contact with Governments, however, soon became acute, and there was every risk that the headquarters of the League of Nations at Geneva might become permanently or temporarily isolated. To ensure the continuation of international drug control, it was thus necessary to consider the possibility of creating centres outside Switzerland from which the work could be carried on in case of need. Thanks to the courtesy and interest of the Government of the United States of America, it was possible to establish branch offices of the Secretariats of the Supervisory Body and of the Central Board at Washington, D.C. These were opened in February 1941, and the greater part of the personnel transferred to the United States of America, leaving a nucleus at headquarters in Geneva. Having regard to the possibilities of communication, certain Governments were then requested to send the information required by the Conventions to the branch offices at Washington, D.C., whereas others continued to send the information to headquarters at Geneva. It was thus possible, throughout the war period, to remain in communication with all Governments willing to continue co-operation with the League

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\(^1\) Document C.125.M.114.1940.XI.
of Nations in matters relating to narcotic drugs. Towards the end of 1943, the head of the Drug Control Service who, as Secretary of the Supervisory Body, had been in charge of its branch office at Washington, was transferred to London, where he had the advantage of personal contact with the Chairmen of the Advisory Committee, the Supervisory Body and the Permanent Central Board, and with the competent authorities of a number of Governments Members of the League.

The experience gained and the results obtained during the last five years have fully justified the dispersal of work in different places as a special war measure. This necessary arrangement was, however, bound to cause difficulties in the co-ordination of activities and the effective use of staff and funds. It was desirable that, as soon as circumstances permitted, the work should again be concentrated at the headquarters of the League and steps were taken to this effect in the summer of 1945.

III. SUMMARY OF WORK DURING THE WAR PERIOD

A. Normal and Current Activities.

1. Opium Advisory Committee and Drug Control Service of the Secretariat.

As mentioned above, the Opium Advisory Committee held its last session (twenty-fifth session) in May 1940. Owing to war conditions, it has not been possible for the Committee to meet in session since that date. In 1944, and again in 1945, there were consultations on the desirability of holding a meeting of the Committee to review events since the last session, to make plans for the resumption of activities and to survey the post-war situation, including the organisation of international drug control. It was decided, however, to wait for the results of the United Nations Conference at San Francisco.

Ever since 1921, the Advisory Committee has been the main instrument in planning and effecting drug control. It may be considered as the “general staff” in the campaign against the drug evil, and its experience is unrivalled. It may be thought undesirable that one of the elements in the system of international supervision should cease to function in present circumstances and that consider-
ation of urgent problems should be delayed if the new international organisation is not in a position to take over control of the drug traffic in the near future.

Although, since 1940, the Committee has been unable to carry on its ordinary activities, the system of exchange of information—forming the essential basis of its work—has continued. Annual reports on the drug traffic, texts of laws and regulations promulgated in application of the conventions and reports on cases of illicit traffic, have been received from Governments and communicated by the Secretariat to Governments and to members of the Committee. In this way, the competent national authorities as well as members of the Committee have been able to follow developments in the various countries which have furnished information. During the war this information has naturally decreased in volume, certain Governments having ceased their collaboration with the League, whilst others were not in a position to transmit the various reports or failed to do so.

Though since its sessions were discontinued, the Committee has been unable to contribute to the solution of certain of the questions which were engaging its attention at the beginning of the war, some work has been done on all of them, and, as will be seen in a later chapter, in regard to some of them, important developments have taken place. In so far as its war-time resources and the dispersal of its staff permitted, the Secretariat has carried out certain studies and outlined plans, in regard both to the limitation of raw-opium production and the abolition of opium-smoking. In addition, valuable contributions to the Indian hemp question have been made by scientists in the United States of America and by the Committee’s experts, while, in the matter of drug addiction, an expert appointed by the Health Committee is engaged on a comprehensive report on the methods of treatment at present in use.

2. Work of the Supervisory Body.

The functioning of international drug control in general, and of the limitation of manufacture and supplies in particular, depends on the execution of the duties of the Supervisory Body in connection with estimates.

When war broke out in Europe in 1939, the first preoccupation of the Supervisory Body was to take measures to safeguard the continuation of its work. It was foreseen that there might be diffi-
culties in the holding of meetings and even in communicating with the members. In September 1939, an emergency procedure was adopted for the duration of the war under which one of the members was appointed Acting Chairman with powers to take decisions (with the Secretary) for the Supervisory Body, subject to all decisions being submitted to and approved by the Chairman and the other members as far as possible. At the beginning, the office of Acting Chairman was assumed by Dr. Henri Carrière. With the opening of the branch office in Washington, D.C., in February 1941, Mr. Herbert L. May became Acting Chairman, with authority to apply the emergency procedure.

During the war, the Supervisory Body suffered a great loss in the death of two of its members, Dr. Henri Carrière, former Director of the Swiss Federal Public Health Service, in December 1941, and Professor Marc Tiffeneau, Professor at the Faculty of Medicine, Paris, in May 1945. Both had been members of the Supervisory Body from its inception in 1933.

The Statement of Estimated World Requirements of Dangerous Drugs and a number of supplements to the Statement were prepared and communicated to Governments each year as in time of peace. The examination of the annual estimates for 1941 and 1942 took place in Geneva and Washington respectively under the emergency procedure, but in 1942, 1943 and 1944, the examination of the annual estimates were made at meetings in London under the chairmanship of Sir Malcolm Delevingne, K.C.B., K.C.V.O. Frequent meetings were also held in Washington under the emergency procedure to deal with Supplementary Estimates and other questions.

The extent to which Governments furnished their estimates during the war period must be considered as very satisfactory, account being taken of the fact that many countries which were, for several years, under enemy occupation or domination were unable to maintain their normal collaboration with the Supervisory Body, but some of them succeeded in continuing their collaboration. Estimates were furnished regularly each year, with few exceptions, by States belonging to the United Nations, by neutral States, by a number of countries in Western Europe which were under German occupation, and by Albania and Hungary. It is particularly interesting to note that, for the years 1942 up to and including 1945, all sovereign States in the Western Hemisphere furnished each year their annual estimates.
The universal application of the estimates system is facilitated by the provisions of the 1931 Convention, which places upon the Supervisory Body the duty of establishing estimates for those countries and territories which fail to furnish them. The Supervisory Body had to establish estimates for 18 sovereign countries in 1941, 22 in 1942, 23 in 1943, 18 in 1944 and 20 in 1945. Most of these States were former Axis States or States at the time under Axis occupation or domination. During the war, the Supervisory Body carried out these duties, although it became increasingly difficult in respect of countries whose Governments for several years did not themselves furnish estimates and statistics. Drug requirements are subject to change, and this is particularly true in war-time. In the absence of necessary information, it was not possible for the Supervisory Body to appreciate exactly present requirements, and it therefore adopted the practice of establishing the estimates on the basis of the last estimates furnished by the competent authorities. The Supervisory Body stressed that estimates established by it might be far from corresponding to actual requirements. It is of the greatest importance that, in the countries which did not furnish estimates during the war, the new national Governments should, at the earliest possible moment, ascertain their drug requirements and resume the furnishing of estimates.

3. Work of the Permanent Central Board.

(a) Preservation of the International System and Organisation of Control since 1939.

The problem confronting the Board at the outset of war was how to ensure the continuance of the control, secure that the Board itself should survive, and prevent its staff and records from being disorganised and dispersed. With this object various steps were taken then and later.

1. As mentioned above, a letter was at once sent to all Governments informing them that the Board proposed to continue its work and asking for the full collaboration of the national controls. This letter met with a remarkable response. With a few exceptions, all the Governments of the United Nations throughout the world and almost all neutral Governments have carried on their domestic control and have collaborated in varying degrees with the Board.
2. The war precluded some of the eight members of the Board from participating in its work, others found it impossible to travel to meetings in war conditions. There was danger that the necessary quorum would not be obtained at sessions of the Board. Two new members were therefore added to the Board.

At its session held in July 1945, the Board learned with profound regret of the deaths of Judge Michael Hansson (Norway), M. Dragan Milicevic (Yugoslavia) and Professor M. Tiffeneau (France), all of whom have been valuable members of the Board for many years.

The present position is that there are seven members of the Board instead of the eight members provided by the 1925 Convention. Five of the present members served before the war.

Difficulties in communications and financial stringency prevented the Board from holding four sessions a year as in normal times; but, sessions have taken place in every war year except one; and reports¹ and recommendations have been made.

3. In 1940 it became apparent that communications with the headquarters of the Board at Geneva would become increasingly slow and precarious. It was therefore decided to open a Branch Office in Washington with the consent of the Government of the United States of America. The staff, except one clerk, were moved to this Branch Office in Washington, and continued to conduct the Board's secretarial and statistical work there until June last, when it was decided to return them to Geneva.

4. The war produced at first a sharp decline in the statistical information sent by Governments, on which the Board's control is based. The Board used to receive in normal years about 1,500 returns from 65 metropolitan Governments and from the administrations of some 100 colonies and territories. This number fell to 965 for 1941 and has since begun to rise; and the returns received in 1945 should number well over 1,050. The missing returns relate mostly to Axis or Axis-occupied countries. Many countries, although actively engaged in the war, and among them countries

where control is most important—such as the United States of America, the United Kingdom, Canada, China and India—carried on their domestic control of narcotics and their collaboration with the Board. Some Governments partially or wholly suspended their returns, and informed the Board that the information, retained for reasons of military security, would be sent after the war.

The Board is taking active steps to obtain information from countries where it can and ought to be made available. There are several important gaps. Broadly speaking, however, the direct control set up by the International Conventions has withstood the shock of war; and most Governments have supported the international control to a remarkable degree. The end of the war finds the Treaties unimpaired. Most of the national controls, together with the Board and its secretariat, are in existence and able to discharge the essential duties under the Narcotics Conventions. The pre-war system of information on which the control is based has been impaired somewhat, but by no means irreparably.

(b) Action taken by the Board for the Re-establishment of Control in Liberated Countries and in Germany.

1. In May 1944, the Board formulated certain general suggestions for the use of civil authorities and the Civil Affairs Divisions of military authorities in countries that were being liberated. These suggestions were substantially embodied in directions issued by Supreme Headquarters in the European theatre.

2. In its report issued in July 1945, the Board pointed out that the present situation of Germany creates as regards control of narcotics a twofold problem. In so far as narcotics are required for civilian purposes, the Board would appreciate the assistance of the Military Government to the end that an adequate domestic control may be at once re-established and the information required under the Conventions sent to the Board.

Secondly, in so far as narcotics are used by the occupying armies, the Board draws attention to the fact that the drugs being used for Government purposes are outside the control of the Board and of the domestic controls of the importing and exporting countries.

2 Document C.84.M.84.1945.XI.
which supply these needs. This imposes a special responsibility for the Military Government, particularly having regard to the fact that, after the first world war, the sudden and alarming increase in illicit traffic and addiction was believed to have been partly due to leakages from military supplies.

(c) Summary of the Present Situation.

In its last report, the Board has summarised the situation as follows:

"(a) The Conventions under which the Board operates are, together with the Treaties establishing the Red Cross and the International Postal Union, the most widely ratified in the world. They have not been impaired by the war.

"(b) While some domestic controls have disappeared or been disorganised, the majority of the controls have survived the war, and continued their work, even in cases of enemy occupation. The areas in which controls perhaps most need to be re-established and reconstructed are the Balkans and the Far East. In Central and South America, they need to be gradually built up through advice, experience and increased financial provision.

"(c) The Board and its secretariat continue to function. The body of information on which the Board's control is based sank, at its lowest point, to a little below two-thirds of its pre-war volume; and it has been steadily increasing in the last two or three years.

"(d) The Board trusts that, in view of the situation described in this report and with the assistance of Governments and Military Occupying Authorities—in particular of the Governments of the Soviet Union and of the Military Authorities in Germany and the Far East—this whole piece of international work will be restored in the near future to its pre-war scope and level of efficiency.

"(e) The control of narcotics was instituted in order to master a widespread and insidious evil, recognised as such by Governments and the public. In the decade before the war, the international and national controls, working in close co-operation, fulfilled their purpose with remarkable success. For instance, in the United States, it was estimated that addiction was reduced by as much as 60%. It cannot be too often emphasised, however, that the danger will recur unless measures are taken at once to reinstate the controls where necessary."
(d) Future Organisation.

At the San Francisco Conference, the United States Delegation expressed the hope that existing agencies should be brought into relationship directly with the future Economic and Social Council of the United Nations. This statement was supported by several other Delegations. In this connection, the Board has in its last report expressed the view that, for the maintenance of the system of control, it is necessary that there should be no break or hiatus in the work of the Board and Supervisory Body which establishes the annual Statement of Estimates on which the Board’s control is based. If once the control is disorganised or discontinued even for a short time, the statistics used in the control become more or less valueless, and it would be difficult to resume the system except after considerable delay. No interval should be allowed to elapse and no alterations should take place in the work of these two bodies between the dates when the League of Nations ceases to work and the new Organisation set up at San Francisco begins to function.

The Board has also wished to recall that it is an independent body with certain quasi-judicial functions working under International Conventions which have the characteristics of treaties and that it is most important that its position in this respect should be maintained.

B. Special Work.

As a consequence of the war, the work of international drug control had, in certain respects, to be given a new orientation and new work had to be undertaken.

1. Preparations for the Post-war Period.

It became clear at an early stage that all necessary steps must be taken at the earliest possible moment to restore in full the system of control and international collaboration existing in the pre-war period. The peace settlements following the war would, moreover, offer opportunities both for the improvement of the existing control system and for further progress. But these could be achieved only if the necessary preparatory work was done in time. With this end in view, a consultation took place in London, in September 1942, between the Chairman of the Opium Advisory Committee, the Chairman of the Supervisory Body, the Vice-Chairman of the Permanent Central Board and the head of the Drug Control Service
of the Secretariat, and, as a result, a tentative programme was drawn up, the main points in which referred to both short-term and long-term planning. In the short-term field, it was recommended, attention should be devoted to the situation which might arise immediately after the cessation of hostilities, as regards both supplies of drugs for medical purposes and measures to re-establish an effective control in countries and territories where control might have been disorganised or might temporarily have ceased to operate. In the long-term field, it was considered that the opportunity might be taken to perfect the existing system of control and to undertake, for that purpose, a study of the national and international systems at present in being. This would make it possible to suggest any desirable improvements and, in particular, to remove the weaknesses, inconsistencies and gaps which had, inevitably, resulted from the empirical methods followed by both Governments and the League in gradually building up the existing control system. Further, it was emphasised that the possibility of the complete and immediate prohibition of opium-smoking everywhere should be studied with a view to full and final effect being given to the provisions of the Hague Convention, although it was recognised that prohibition could not, of itself, be expected to bring about the desired results unless it was combined with the limitation of raw-opium production. It was also considered that the Secretariat should proceed with such studies as might be necessary to enable the Advisory Committee to resume its consideration, at the earliest possible moment after the end of the war, of the preliminary draft Convention for the Limitation of Raw-opium Production which, as adopted by the Committee in 1939, had left certain important problems in abeyance.

Within the limits of its possibilities, the Secretariat has carried out certain studies and prepared preliminary memoranda relating to long-term planning. In the absence of a meeting of the Advisory Committee—within whose competence these matters fall—it has not, however, been possible to proceed further.

2. *Measures to re-establish Control in Certain Countries in Europe and Asia.*

The situation which might arise in countries and territories liberated from enemy domination or occupied by the United Nations engaged the attention of the international drug bodies and the
Secretariat at an early stage. It was realised that, unless effective steps were taken by the military and civil authorities who became responsible for the administration of such countries and territories, a dangerous situation might arise. On the one hand, it would be necessary to provide adequate supplies of narcotic drugs, but on the other hand, it would be equally necessary to prevent existing supplies from falling into the hands of illicit traffickers—a problem which might be especially acute in raw-opium-producing and manufacturing countries. It was decided to give every assistance which might be required to the military and civil authorities concerned.

In November 1942, a special study was prepared at the request of the competent American authorities on the whole drug situation in the part of Continental Europe then under German and Italian domination or occupation. This study was also placed at the disposal of the competent British authorities. Similarly, in July 1943, a memorandum was prepared, and put at the disposal of interested authorities, on the Narcotic Drug Situation in countries and territories in the European theatre of war which might be liberated by the United Nations or occupied by them. As from the summer of 1943, lastly, the Drug Control Service undertook the preparation of monographs on the drug situation in various European and Far-Eastern countries and territories which at the time belonged to the Axis group or were under Axis occupation or domination. Such studies have been completed in respect of twenty-seven different countries and territories and communicated to the authorities concerned. Their object was to give the military or civil authorities of the United Nations as complete a picture as possible of the actual situation and system of control. In regard to Far-Eastern countries and territories, there was a special chapter dealing with opium-smoking in all its aspects.

In February 1944, the American Legation in Switzerland received from its Government the following communication which was transmitted to the Acting Secretary-General of the League:

"In view of the possibility that after the war there will be an increase in the illicit narcotics traffic and in drug addiction in Europe as there was after the last war, it would seem desirable that consideration be given to the question of effecting complete control of the narcotic drugs in the areas which come
under the jurisdiction of military or civil authorities of the United Nations. It is requested that you enquire of the Acting Secretary-General of the League of Nations and report what steps he is planning to take in the liberated areas in order to maintain control, to ascertain the quantities of narcotic drugs on hand, and to estimate the quantity needed during the first year of liberation.

In his reply dated March 1st, the Acting Secretary-General stated that the questions raised were the subject of very serious preoccupation on the part of the League bodies dealing with international drug control, and drew attention to the statement made on this subject by the Permanent Central Board in its report to the Council dated December 30th, 1943. In that document, the Board laid the greatest stress on the importance of instituting, at the earliest possible moment, complete control on the lines laid down in the International Conventions, over the manufacture of, trade in and distribution of narcotic drugs in enemy or enemy-occupied countries as they came under military or civil control of the United Nations. The Acting Secretary-General further pointed out that, whilst after the last war there was no central international machinery available to control and co-ordinate national efforts to suppress the narcotics drugs traffic, such a machinery now existed and he emphasised the need for close collaboration and reciprocal exchange of information between the military and civil authorities of the United Nations and the various existing international drug control organs. This whole problem, he said, had been under constant study by the representatives of the various international drug control bodies and he expressed the hope that it would be possible to arrange meetings of the Chairmen and Vice-Chairmen of these bodies with a view to co-ordinating detailed measures in consultation with the United Nations’ authorities.

Such meetings were in fact held in London during the spring of 1944. The results of the joint deliberations of representatives of the international drug bodies and of the Secretariat were embodied in the report which the Permanent Central Board issued on May 5th, 1944. This pointed out that further progress in the military operations had made the problem more urgent, and put forward

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1 Document C.37.M.37.1943.XI.
a number of recommendations regarding measures to be taken during the period of military control. In due course, these recommendations were embodied in directions to Allied civil authorities and to the Civil Affairs Division of the military authorities, issued by the Supreme Headquarters in the European theatre of war. There is reason to believe that the recommendations have also been applied in the Pacific theatre. It should be added that an American military official with practical experience of drug control was attached to Allied Supreme Headquarters in Europe to co-ordinate and supervise all measures for the re-establishment of control in Europe, and that the international drug bodies and the Secretariat remained in close contact with him.

In the introduction to his report for 1943, the Director of the Central Narcotics Intelligence Bureau, Cairo, refers to the post-war problem, and states that post-war depression, both mental and commercial, disorganisation of Governments and disregard of law and life will be rife in Central Europe, the Balkans and the Far East; drug addiction, one is told, is already spreading again in these countries and, before pre-war order can be re-established, the drug trade will have full opportunity to raise its evil head again. He continues: "Thanks, as I have said before, to the League organisation, the Central Narcotics Intelligence Bureau was able to defeat the common enemy in the past: this time, the attack will be heavier...".

Two recent events illustrate the necessity for special measures being taken in the liberated or occupied countries. In May 1944, a drug factory in Brussels was broken into and plundered of all its large stocks of narcotics. Fortunately, the greater part of these drugs was retrieved later. In December 1944 and January 1945, during the civil war in Greece, the warehouse of the State Drug Monopoly was pillaged. Only a small quantity of the drugs was recovered.

To sum up what has been done in this important matter, it may be said that the League of Nations early realised the dangerous situation which might arise and put the whole of its experience and accumulated material at the disposal of the competent authorities of the United Nations which, in the first place, must necessarily be responsible.
3. **Collaboration with the United Nations Relief and Rehabilitation Administration.**

The League was also called upon to collaborate with U.N.R.R.A. and assist it in connection with relief supplies of narcotic drugs. On February 16th, 1944, the Director-General of U.N.R.R.A. addressed a letter to the Acting Chairman of the Supervisory Body requesting the assistance of the Supervisory Body in assessing the needs of the populations of occupied countries for dangerous drugs. A note on medical consumption of narcotic drugs in European countries under German occupation or domination was prepared at the branch office in Washington and communicated to U.N.R.R.A.

**IV. Special Developments during the War**

As the Assembly has had no opportunity of considering the problems of drug control since 1938, and as the Opium Advisory Committee has not met since May 1940, it would appear useful to outline briefly the special developments which have occurred during the war and which have an important bearing on the future work in this sphere.

1. **Ratifications and Accessions to the Conventions.**

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

**The Hague Convention of 1912:**
- Paraguay, Afghanistan, Sa’udi Arabia and Egypt.
- Number of parties in September 1945: 63.

**The Geneva Convention of 1925:**
- Paraguay.
- Number of parties in September 1945: 54.

**The Limitation Convention of 1931:**
- Paraguay.
- Number of parties in September 1945: 64.

**The 1936 Convention for the Suppression of the Illicit Traffic:**
- France, Colombia, Egypt.
- Number of parties in September 1945: 13.
There were two countries in the world which were not parties to any of the four International Drug Conventions—namely, Argentine and Ethiopia. On August 3rd, 1945, the Government of the Argentine informed the Secretariat that it had, by Decree dated July 23rd, 1945, decided to ratify the International Drug Conventions of 1912, 1925 and 1931. The instruments of ratification have, however, not yet been received.

The war-time accessions to the Hague Convention were due to special circumstances directly related to the war. Some countries found great difficulty in obtaining the supplies of drugs required for domestic needs from their regular suppliers. They turned to the United States of America for these supplies, but were unable to get them from that source until they had become parties to the Hague Convention. The United States Narcotic Drugs Import and Export Act requires adherence to that Convention as a condition to the issuance of a permit to export narcotic drugs from the United States of America.

2. Lack of Information concerning Certain Areas.

The war caused a complete “black-out” in wide areas. The principal Axis countries ceased all collaboration with the League of Nations and almost throughout the war failed to furnish any of the information required by the Conventions to which they were parties. As the war spread, the “black-out” extended over the whole of Eastern Europe—with two notable exceptions in Albania and Hungary, which, as long as hostilities lasted, supplied all or most of the particulars required of them—all the Balkan countries involved and all those parts of the Far East which were Japanese territory or came under Japanese domination or occupation. In Western Europe, the situation was different, as almost all the German-occupied countries transmitted more or less regularly both estimates of drug requirements and all or part of the statistical information required by the Conventions, as well as, to a limited extent, other information.

The complete cessation of information from so many important territories has been a very serious matter, as information is the basis of international supervision, and it is of the greatest importance that measures should be taken by all Governments concerned and by the United Nations’ authorities responsible for the administra-
tion of occupied countries to ensure that the full flow of information concerning the drug situation is resumed with the least possible delay.

3. **Collaboration of Governments.**

The experience of the war-period shows that Governments appreciated the necessity not only for maintaining intact the internal control system, but also for keeping both international supervision and collaboration in working order. Details of the extent to which estimates and statistics were furnished have already been given in the sections dealing with the work of the Supervisory Body and the Central Board. In this connection, mention should be made of the fact that the presence of the branch offices at Washington was used to full advantage in establishing closer relations with the Governments of Latin-American countries. The effect was noticeable in a livelier interest in the drug problem and in an improvement in both the quality and quantity of the information furnished by a number of these countries. It is to be hoped that this closer collaboration will be maintained and developed.

4. **Supplies of Raw Materials and Manufactured Drugs.**

Many countries had, before the outbreak of war, taken the precaution of providing themselves with larger stocks than usual of raw materials and drugs. As the war went on, there was evidence of an increasing shortage of both of these. At certain times, raw opium was reported to be unobtainable in such producing-countries from which it could still be shipped to the United Nations and the neutral countries. As to coca leaves, there was an acute shortage in almost all European countries, the principal source of supply having been the Netherlands Indies, which came under Japanese occupation in 1942. Thanks to the initial stocks and to special measures to economise available supplies, most of the countries outside Europe did not suffer from any real scarcity of drugs, but in Continental Europe the situation was different. There were acute shortages in many countries in both Western and Eastern Europe. German-occupied countries were cut off from all supplies except those obtainable from Germany itself, though in certain cases it was possible for the International Red Cross to bring relief by furnishing supplies of the drugs most urgently required. Many
countries outside Europe met with difficulties in obtaining drugs, partly because the increasing home needs of their usual suppliers left no quantities available for export and partly because of the interruption and disorganisation of international communications. In certain countries, the problem was so acute that it was found convenient to create a manufacturing industry or to make such industries possible by legislation.

To some extent, the shortage of raw opium, on the one hand, and of drugs, on the other, was offset by two new developments. It is known that the extraction of morphine from poppy straw already practised in certain European countries before the outbreak of the war has increased considerably since hostilities began, and has been started in other countries.

The increased use of a synthetic substitute for morphine seems to have been of help in alleviating the shortage of drugs of the morphine group. This drug, which is known as "Dolantin" in Continental Europe, as "Pethidine" in the United Kingdom, and as "Demerol" in the United States of America, was put on the market by a German firm not long before the outbreak of war, and manufacture has since begun in the United Kingdom and in the United States of America. According to scientific investigations and experience up to the present, it seems that the drug may be a useful substitute for morphine, but that it presents the same danger as the opium alkaloids inasmuch as it is habit-forming. In a number of countries, this drug has been subjected to control under the narcotic drugs legislation and steps have been taken to bring it under the 1925 Convention in application of Article 10.

5. The Abolition of Opium-smoking in the Far East.

It has been mentioned above that, at the consultations which took place in London in September 1942, it was decided to study the possibility of complete and immediate prohibition of opium-smoking throughout the world. On November 10th, 1943, the

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\[1\] The Annual Report of the United States of America for 1943 (document C.18.M.18.1944.XI) (O.C./A.R.1943/3) contains the following passage: "There is every reason to believe that, unless subjected to the same enforcement control as is morphine, the manufacture, distribution and use of this new synthetic drug will soon be productive of serious abuses with inevitable spread of drug addiction. While it has no chemical relation to morphine, it has definite morphine-like physiological characteristics and it is habit-forming."
British and Netherlands Governments respectively announced that it had been decided to adopt a policy of complete prohibition of opium-smoking in all their territories in the Far East then under Japanese occupation, and that, accordingly, the prepared-opium monopolies formerly existing in these territories would not be re-established after their liberation. On July 13th, 1945, the Government of the French Republic notified the Acting Secretary-General that the principle of the absolute prohibition of opium-smoking throughout all the territories in the Far East under French authority had been adopted a year earlier by the French Committee of National Liberation and that this decision had been notified to the British Government on January 3rd, 1944.

In this connection, it is interesting to note that the Annual Report of the United States of America for 1943 refers to a series of informal meetings which, beginning on January 13th, 1943, were held in the Treasury Department (Office of the Commissioner of Narcotics) at Washington, to discuss what should be done in regard to opium-smoking in the event of the occupation by forces of the United Nations of certain islands or territories in the Far East where opium-smoking monopolies were in existence. These meetings were attended by representatives of the United Kingdom, Canada, Australia, New Zealand, the Netherlands and China, as well as by representatives of the United States State Department and of the Foreign Policy Association in the United States. At the conclusion of the discussions, it was apparent that the representatives of the Governments present were in agreement as to the final object to be reached—namely, the total prohibition of opium-smoking—and that any differences of opinion expressed concerned only the method to be applied to attain this objective. Mention was made of the fact that it had been pointed out at Geneva that there was a huge excess production of raw opium in the world and that public opinion in America was crystallising against the opium-smoking monopolies because they fed the illicit traffic in the United States and elsewhere. As a result of these discussions, the United States Government, on September 21st, 1943, addressed an aide-mémoire on the subject to the British, Netherlands and other interested Governments.

2 Document C.77.M.77.1945.XI.
The above-mentioned declarations of the United Kingdom and Netherlands Governments were greeted with satisfaction in official statements issued by the Governments of China and the United States. The latter Government, in its annual report for 1943, described the announcements made on November 10th, 1943, as one of the most important developments of all times in international drug control. The three Governments concerned (United Kingdom, France, Netherlands) pointed out that the success of the abolition of opium-smoking would depend on the measures taken for the limitation and control of raw-opium production in other countries, and that they were prepared to collaborate with other Governments for that purpose. The Governments of China and the United States of America, in their official statements mentioned above, both reiterated their interest in this question and their willingness to continue their co-operation in international efforts to bring about a solution of the problem.

Authorised opium-smoking and Government Opium Monopolies also exist in Thailand, in two hitherto Japanese territories (Formosa and Kwantung Leased Territory) and in the Portuguese colony of Macao.

The success of the policy of abolition of opium-smoking will depend not only on the effective limitation and control of opium production but also on other measures.

In view of the large number of authorised smokers in some of the territories concerned, the problem of breaking them of their habit can be solved only by decided action according to carefully made plans. An effective policy will have to be adopted and put into operation for the treatment of smokers and this will involve both the development of satisfactory methods of breaking the smoking-habit as well as the provision of hospital facilities and medical attention. Steps must also be taken to prevent smokers from turning from licit to illicit supplies, a result which can be achieved only through an intensified campaign against the illicit traffic with close co-operation between the preventive services, in all countries, particularly in the Far East. Any delay in putting into operation practical measures in execution of the above-mentioned policy—in addition to the formal abolition of opium-smoking and Government Monopolies—may involve the risk that smokers, in large numbers, will turn from authorised to illegal smoking.

(a) Raw Opium and Other Raw Materials for the Extraction of Opium Alkaloids.

In 1939, the Opium Advisory Committee prepared for the consideration of Governments a report and a draft of the principal articles which might be embodied in a convention for limiting and controlling the cultivation of the opium poppy and the production of raw opium and for controlling other raw materials used in the manufacture of opium alkaloids. Since then, however, the general situation has been radically changed by events and everything points to a steady decline in the legitimate demand for raw opium. In pre-war times, roughly half of the raw opium required for licit purposes went to supply the Far-Eastern Opium Monopolies. The demand from this source will now disappear. It has, moreover, already been mentioned that, during the war, increasing quantities of morphine have been extracted from poppy straw. This again will materially reduce the demands for opium—namely, that intended for the manufacture of narcotic drugs—unless, as urged by certain raw-opium-producing countries, the extraction of morphine from poppy straw is prohibited by international agreement. The legitimate demand for opium will be still further reduced through the appearance and apparently extensive use of a synthetic substitute for morphine to which attention has been drawn above.

The statistical information collected by the League of Nations show beyond the slightest doubt that raw-opium production far exceeds the legitimate requirements. In addition, there were, before the outbreak of war, huge quantities of raw opium in stock in a number of producing countries. Surplus stocks and excess production always tend to get into the illicit traffic. The demand for raw opium in the legitimate market is constantly decreasing, and will be reduced by approximately 50% through the abolition of opium-smoking alone. Any unnecessary delay in the limitation of raw-opium production may result in a dangerous situation for the whole world.

In 1943 and 1944, the Government of the United States of America initiated diplomatic discussions with a view to an international agreement to prohibit the cultivation of the opium poppy

1 Document C.175.M.104.1939.XI.
except for medical and scientific needs. A joint resolution adopted by the seventy-eighth Congress and approved by the President on July 1st, 1944, requested the President "to approach the Governments of all opium-producing countries throughout the world, urging upon them, in the interests of protecting American citizens and those of our Allies and of freeing the world of an age-old evil, that they take immediate steps to limit and control the growth of the opium poppy and the production of opium and its derivatives to the amount actually required for strictly medicinal and scientific purposes". During the autumn of 1944, the American diplomatic missions to Governments of the principal opium-producing countries with which the United States of America had friendly relations—viz., those of Afghanistan, United Kingdom (for India and Burma), China, Iran, Mexico, Turkey, the Soviet Union and Yugoslavia—were instructed to transmit to these Governments the text of the joint resolution together with memoranda on the subject prepared by the Department of State. ¹ In the memoranda, the Government of the United States of America urged the Governments concerned to take steps to limit the production of opium to the amount required for medicinal and scientific purposes, adding that the United States Government believed it to be necessary to limit and control the cultivation of the opium poppy in order to suppress drug addiction and the illicit drug traffic, and was prepared to co-operate with all nations in efforts to solve the problem. It expressed the hope that all opium-producing countries would be willing to participate in a conference, which was expected to be held after the war, for the purpose of drafting a suitable poppy-limitation convention, the preparation of which had been undertaken several years ago by the Opium Advisory Committee. In the hope of expediting and promoting agreement, the United States Government suggested that the proposed convention should contain certain provisions specified in eighteen points. The majority of these eighteen points correspond to Articles in the Preliminary Draft Convention prepared by the Advisory Committee in 1939, or to other proposals made by the Committee in this connection.

The reply from the Government of Afghanistan, dated November 11th, 1944, has been communicated to the Secretariat ² and states

¹ The memorandum transmitted to Afghanistan is included in document C.34.M.34.1945.XI (O.C.1809).
that the Council of Ministers had adopted a resolution to the effect that the cultivation of opium be prohibited in Afghanistan as from the beginning of the year 1324 (March 21st, 1945). Replies have also been received from the Governments of China, Mexico, Turkey and the Soviet Union.¹

(b) The Limitation and Control of the Cultivation and Harvesting of Coca Leaves.

Simultaneously with its preparatory work for the limitation of opium production, the Opium Advisory Committee began preparatory work with a view to the limitation of the production and harvesting of coca leaves, and a certain amount of information was obtained from Governments. In 1936, however, the Committee decided to adjourn this question to a later date, though it was of opinion that the preliminary enquiries should be continued. The reason for this decision was that, whereas in the case of the opium poppy the control of cultivation was regarded as an urgent necessity, control of the cultivation and harvesting of the coca leaf was unlikely to be applicable in the near future on account of the special circumstances attaching to its production.

The question was re-opened by the Government of Colombia, which stated, in its Annual Report for 1939, ² that, in its country, the problem of drug addiction was that of the eating of coca leaves. It had itself introduced measures of a general character to prevent the extension of this social evil, but it considered that, in addition, international action should be taken to facilitate its eradication. The Government therefore suggested an enquiry by the competent technical organ of the League of Nations into the desirability of preparing an international convention, similar to that which was proposed for opium, to limit the cultivation of the coca leaf to what was strictly necessary to meet the world's medical needs. If this suggestion were accepted, Colombia's collaboration was guaranteed in advance. In view, however, of international events, it was not possible for the Advisory Committee to resume the work on this question.

¹ These replies are incorporated in document C.34(a).M.34(a).1945.XI (O.C. 1809(a)).
7. *International Trade.*

The war-time interruption and dislocation of international communications necessarily affected the international trade to a considerable degree. While some exporting countries were unable to spare supplies for their regular customers, others were deprived of the possibility of exporting. Faced with an imperative need for drugs, countries had to endeavour to obtain them from new sources and through new channels.

This situation entailed certain risks for the effective application of the import authorisation and export certificate system, but, as far as is known at present, these risks did not materialise. At times it was uncertain whether the central authorities of countries then under Axis occupation or domination were still functioning and, in certain cases, communication with them was impossible. For urgent relief purposes, exports had sometimes to be allowed without the production of the regular import certificates from the competent authorities. It was essential that normal conditions should be restored as early as possible and, in a circular letter to Governments dated June 13th, 1945,1 in which he pointed out that it was more necessary than ever that the international trade in drugs should be subjected to rigorous control, the Acting Secretary-General drew the attention of Governments to the importance of strict compliance with the provisions of the Opium Convention of 1925 as regards the application of the system of import certificates and export authorisations.

8. *Illicit Traffic.*

The war has had important repercussions on the channels, trends and extent of both the international and internal illicit traffic. The information now at the disposal of the Secretariat is not sufficient for it to make a detailed study of the situation, but certain facts emerge from the available data. There is no doubt that international traffic in manufactured drugs has decreased materially, the obvious explanation being the absence or scarcity of sea and international railway communications and the much stricter control at frontiers and ports during the war.

During the years immediately preceding the war, the regions in which the international illicit traffic found its principal sources

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1 C.L.5.1945.XI.
were situated in the Balkan countries and the Near, Middle and Far East. The Balkan countries were soon engulfed in war, and became parts of the so-called Axis New Order, with the result that traffickers elsewhere were unable to draw upon them as sources of supplies. The extent to which illicit traffic in Continental Europe was carried on from the Balkans is unknown. In the Far East, Japanese occupation included a great part of China and extended to other countries, and no information is available except from China. Here the National Government at Chungking continued its campaign against the drug evil. In a public statement on June 3rd, 1940, Generalissimo Chiang Kai-Shek remarked that some people had feared that the war with Japan would postpone the execution of the six-year programme of opium suppression. "The Government"—he went on—"had never such a mind as to change its outstanding policy. To fight against Japan is to struggle for the existence of the nation: to fight against opium is to rehabilitate the health of the people. Both of them are so important and so urgent that it is impossible for the Government to cope with the one and put the other aside." In the regions under the National Government's control, poppy cultivation and raw-opium production were prohibited, and effective measures taken against illicit cultivation, opium-smoking and drug addiction. In regions under Japanese occupation, poppy cultivation was, according to reports transmitted by the Chinese Government, not only encouraged, but forced on the people; opium-smoking and drug addiction were also encouraged and drugs manufactured to supply addicts.

The principal sources of illicit traffic seem to have been in the Near and Middle East and in Central America. Seizure reports received point to a continuing traffic into the United States of America and the United Kingdom in Iranian raw opium, partly in "sticks" bearing revenue labels of the Iranian Opium Monopoly. This stick opium was also found in the illicit traffic in India and Egypt. In the latter country, the incoming illicit traffic in manufactured drugs almost ceased, but the danger from opium and hashish coming from other Near-Eastern countries increased. With the cessation of maritime traffic from Japan, the main problems in the United States of America were caused by Iranian opium coming in by ship, and by raw and prepared opium and marihuana (Indian hemp) from Mexico.
The following are extracts from the Annual Report of the United States of America for 1943: 1

"The ease with which raw opium may be obtained in Iran for smuggling to the United States has been causing so much concern that this Government, on April 7th, 1943, made representations to the Iranian Government urging that it devise means to protect, collect and control the 1943 opium crop and to combat effectively the illicit traffic in opium.

"With the cutting off of Southern Europe and the Far East as sources of supply of raw opium, Iran, Mexico and India, in the order named, where opium is cheap and freely available to illicit traffickers, have displaced China, Yugoslavia and Italy as the major bases for opium-smuggling operations to the United States."

The situation in Egypt was described as follows by the Director of the Central Narcotics Intelligence Bureau, Cairo, in his Report for 1941: 2

"War restriction of shipping has again reduced to very small quantities the smuggling of foreign-made white drugs such as heroin. The principal drugs imported are now hashish and opium, all of which come to us from or through Syria."

In the Introduction to his Report for 1943, the Director of the Central Narcotics Intelligence Bureau, Cairo, 3 stated that its outstanding feature was undoubtedly the account it gave of the second hashish destruction campaign in Syria and the Lebanon. This had resulted in the destruction of hashish cultivation which would have produced 125 tons of drugs destined to be smuggled into Egypt. The Egyptian authorities throughout the year had kept up a lively fight against drug traffickers, and 2,049 kg. of hashish and 687 kg. of opium were seized, but, in all probability, large quantities got through often under cover of military uniforms and military transport. It is clear from the high prices ruling at the date of the report

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2 Document C.3(a).M.3(a).1943.XI (O.C./A.R.1941/44(a)).
3 The Report for 1942 has not yet been received in the Secretariat. As one copy only of the 1943 Report has been received, it has not yet been possible to communicate it to Governments.
—namely, £E100 per kilogramme for hashish and £E120 per kilogramme for opium—that the combined efforts of the Egyptian Government, the Palestine police and the French authorities in Syria and the Lebanon, had so raised the cost of these noxious drugs as to put them beyond the reach of the majority of Egypt’s peasantry. It is therefore of the utmost importance that Government forces should be ready, when the time comes, to repel the new attack by dealers in heroin and other white drugs which will undoubtedly follow the end of the war.

Turning from the international to the internal traffic, it should be pointed out that smugglers, seeing their supplies from former sources dwindling, had recourse to various stratagems to divert drugs from the licit to the illicit market. The means employed were robberies, thefts, falsifications of prescriptions and corruption of persons authorised to prescribe or handle drugs. In the United States of America, the authorities issued instructions to all those legally in possession of drugs urging special measures to protect their supplies.

The above is no more than an indication of certain developments brought to light by the limited information available to the Secretariat. The international illicit traffic, as is shown above, has undergone certain important changes due to war conditions, and the traffickers have been seriously hampered in their activities by military control and by difficulties connected with international transportation. There is no reason to believe that traffickers have abandoned their nefarious trade. They are only waiting for more favourable opportunities which may come with the return to less abnormal conditions. There are no grounds for complacency. On the contrary, it is in every way essential that the campaign against illicit traffic should be continued and that a careful watch should be kept for every sign of the resumption of illicit traffic.

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The international drug administration has now functioned since 1921. It has proved capable of regulating a small, but not unimportant, economic activity throughout the world in the interests of humanity as a whole. Its most essential activities have continued during the war and the organisation and its machinery remain intact.
3. SOCIAL QUESTIONS

At the end of 1939, a number of activities were in progress in accordance with the programme drawn up by the organs of the League and, in particular, by the Advisory Committee on Social Questions. This work related, more especially, to problems concerning the legal and moral protection of women and children and other cognate matters.

In addition to studies and enquiries, the work in these domains consisted, in the first place, in the examination of the situation with regard to the application of existing international conventions (several of which had been concluded under the League's auspices) relating to the traffic in women and children and the suppression of the circulation of and traffic in obscene publications.

The Secretariat, moreover, collected and distributed information regarding child and family welfare measures in different countries, whilst the Child Welfare Information Centre, attached to the Social Questions Section, published the texts of the more important laws and administrative measures.

Certain of these studies, enquiries and publications related to problems which cannot be satisfactorily solved except by international co-operation; others concerned problems which each country must settle for itself, but the solution of which is facilitated by the exchange of ideas and the pooling of experience and results.

At its last session, held in 1939 shortly before the outbreak of the war in Europe, there were a number of questions on the Advisory Committee's agenda.

With regard to the traffic in women and children, these included consideration of the enquiry into measures for the prevention of prostitution. The drafting of the study on this subject was almost complete and the Committee was to give instructions for its publication.

The Committee also considered at this session the question of the establishment in the Far East of a League of Nations Bureau with a view to assisting Far-Eastern countries in their efforts to put down the traffic. In view, however, of the situation then prevailing in the Far East, the Committee considered it inadvisable to proceed with its examination of the question for the time being, though it hoped to be able to work out a practical solution later.
Though the question was not on the agenda at that session, it may be recalled that the Committee had framed a draft convention for suppressing the exploitation of the prostitution of others and that the question of the summoning of an international conference on the subject has remained in abeyance.

The Advisory Committee's programme also included the examination of questions relating to child welfare.

Following the publication of a report on the legal position of the unmarried mother and the illegitimate child,¹ the Committee turned its attention to the social aspect of the problem. By 1939, the preparation of a second study, dealing with this side of the question, had reached an advanced stage and its publication might have been expected shortly.

On the other hand, the collection of documentary material regarding the principles adopted in the organisation and administration of welfare work among the young, including social assistance, had only just begun.

The position was the same with regard to the gathering of material on the training of persons engaged in social work, which the Advisory Committee wished to be in a position to place at the disposal of Governments and private associations.

The various problems arising out of family desertion had occupied the Advisory Committee's attention for a number of years. In 1939, a sub-committee was set up to consider the salient points of the problem and make proposals for its further investigation.

Finally, the Committee decided to include in its agenda consideration of the question of "Mui Tsai".

During the war, the restrictions on means of communication rendered personal contacts and even correspondence very difficult, if not impossible; the Advisory Committee and the committees of enquiry were unable to meet; and the Secretariat was reduced by resignations and cuts in staff. All work in connection with studies and investigations had therefore to be suspended.

Nevertheless, with the approval of the members of the Advisory Committee whom it had been possible to consult, publication of the Report on the Prevention of Prostitution² was proceeded with. The greater part of the report had been approved by the

¹ Document C.70.M.24.1939.IV.
Committee at its 1939 session. It supplements the studies published in 1938 and 1939 on the rehabilitation of prostitutes.¹

The documentary material concerning the traffic in women and children and child welfare has, as far as possible, been kept up to date. Several Governments have continued to transmit their annual reports on these questions and on the circulation of and traffic in obscene publications, and summaries of their reports have been published regularly.²

General supervision over the execution of agreements with regard to the traffic in women and children was entrusted to the League of Nations under Article 23 (c) of the Covenant. The League’s disappearance, it would seem, must not interrupt such supervision or put an end to the work of developing international co-operation in child welfare matters.

4. SLAVERY

The Advisory Committee of Experts on Slavery was set up under an Assembly Resolution dated October 12th, 1932, to examine the documents transmitted by Governments regarding measures taken with a view to the total abolition of the slave trade and of slavery in its different forms. The Committee was to study the facts and institutions mentioned in Article 1 of the 1926 Slavery Convention,³ to examine their role in the social system and, lastly, to study the means of gradually abolishing them or of causing them to develop in such a way as to deprive them of any objectionable features.

³For the purpose of the Convention, the following definitions are agreed upon:
(1) Slavery is the status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised.
(2) The slave trade includes all acts involved in the capture, acquisition or disposal of a person with intent to reduce him to slavery; all acts involved in the acquisition of a slave with a view to selling or exchanging him; all acts of disposal by sale or exchange of a slave acquired with a view to being sold or exchanged, and, in general, every act of trade or transport in slaves.“
Since 1933, the Committee has held five sessions, the last in April 1938. According to the report\(^1\) which it then presented to the Council and which the latter examined on May 11th, 1938,\(^2\) slavery and the slave trade were on the point of disappearing completely and continuous progress was being made regarding the solution of the problems which presented themselves in certain countries in connection with other institutions or customs resembling slavery to a greater or lesser degree.

In the same report, the Committee made a number of suggestions with a view to obtaining further light on points arising in the documents supplied by Governments and expressed the hope — in which the Council concurred — that the Governments would continue to supply information as full and as accurate as possible, in accordance with Article 7 of the 1926 Convention\(^3\) and the various Assembly resolutions.\(^4\) A number of Governments responded to the desire thus expressed and communications from them were received subsequent to the Committee’s session in 1938 and even during the war.

5. INTERNATIONAL ASSISTANCE TO REFUGEES

1. The resolution adopted at the nineteenth session of the Assembly (September 1938)\(^5\) gave fresh impetus to international assistance to refugees. The organs which had hitherto been responsible for the legal protection of the various categories of refugees were unified and, in place of the Nansen International Office and the Office of the High Commissioner for Refugees coming from Germany, there was henceforth a High Commissioner of the League of Nations. Among the functions assigned to the High Commissioner were the provision for political and legal protection of refugees; the superintendence of the entry into force and of the application

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\(^1\) Document C.112.M.98.1938.VI.
\(^3\) The Slavery Convention of September 25th, 1926, Article 7:

“The High Contracting Parties undertake to communicate to each other and to the Secretary-General of the League of Nations any laws and regulations which they may enact with a view to the application of the provisions of the present Convention.”

\(^4\) See in particular the resolution of October 12th, 1932, in which the Assembly expresses the hope that “the organs of the League will be kept informed of the measures which the Governments continue to take for the total abolition of the slave trade and of slavery in its different forms”.

of the legal status of refugees; the co-ordination of humanitarian assistance and assistance to the Governments and private organisations in their efforts to promote immigration and permanent settlement. Sir Herbert Emerson was appointed High Commissioner. He was instructed to keep in close touch with the Governments concerned and with the competent official bodies and to maintain relations with the Intergovernmental Committee on Refugees in London. He was further instructed to establish contact with private organisations dealing with refugee questions.

An account of the activities of the High Commissioner previous to the war was given in the report which he submitted to the Assembly in August 1939,¹ and he has since regularly transmitted to the Secretariat annual reports which were distributed from Geneva to States Members of the League.² A prominent feature of the work of the High Commissioner has been his close collaboration with intergovernmental organisations and with voluntary agencies engaged in work for refugees. The association with the Intergovernmental Committee on Refugees, which was established at the Conference held at Evian in July 1938, has been particularly intimate as, early in 1939, Sir Herbert Emerson was invited to become Honorary Director of the Committee and has since continuously held the chief executive office of that organisation. With the spread of the area affected by the war, there has been a large increase both in the number and in the categories of refugees, and the High Commissioner, believing that it would not be the wish of the Assembly that he should rigidly limit his activities to the terms of the mandate, concerned himself with various aspects of the problem. This became part of his regular functions in his other capacity when, in August 1943, the Intergovernmental Committee on Refugees was reorganised and its mandate, which until then had only included refugees from “Greater Germany”, was greatly extended.³

2. Following the occupation of the greater part of Europe by the Axis Powers, and the severance of communications, direct contact between the High Commissioner and the countries giving asylum to the largest colonies of Nansen refugees was inter-

¹ See document A.18(a).1939.XII.
³ Document C.23.M.23.1944.XII.
rupted for nearly four years. His assistance was limited to the few who were in Switzerland and Turkey. Soon after the liberation of France and Belgium, the High Commissioner, with Dr. Kullmann, Deputy High Commissioner, visited those countries and, at the request of the Governments, the system of protection in force before the war was restored. In France, the Franco-Belgian Agreement of 1928 ¹ was again put into force, so that quasi-consular powers could be given by decree to the newly-appointed representative of the High Commission. The Nansen stamp was maintained, and the receipts from it will again be credited to the High Commissioner’s Humanitarian Account. The so-called “Central Offices” for Russian and Armenian refugees were also reconstituted, and placed under the joint control of the French Foreign Office and the High Commission. In Belgium, too, a representative was again appointed at the request of the Government and was given quasi-consular functions. As might be expected, the war has created new difficulties for these refugees, and there are many directions in which they require assistance and legal protection, and these are being given efficiently by the High Commissioner through his representatives. While, on the whole, the repatriation of workers and deportees of French or Belgian Nansen status has gone smoothly, there are numerous persons who will need fresh documents before being able to regain their status under the regime of the 1933 Convention.² There is also an influx of Nansen refugees from Central-European countries to be dealt with. Others who were displaced within the country at the time of occupation and were living either in hiding or with the Resistance also need fresh papers. In brief, the High Commissioner thinks that the disturbances brought about by the war make the continuation of the functioning of legal and political protection by an International Refugee Authority more necessary than ever. It must also, in his view, be borne in mind that, with the suspension of the ordinary naturalisation procedure in most of the countries, owing to unstable economic conditions, the normal process of absorption has practically come to a standstill.

3. The severance of communications with most countries on the Continent seriously affected the work of the High Commissioner

in regard also to refugees from “Greater Germany”, but not to the same extent as in the case of the Nansen refugees. There were many German and Austrian refugees outside Europe who had not been permanently settled and who were in need of immediate help. During the early years of the war, it was still sometimes possible to give indirect assistance to those inside Europe. Thus, every effort was made to keep the Western-European exit door open as long as possible, notably via Spain and Portugal, and the Deputy High Commissioner undertook a mission to Lisbon for that purpose in 1941. As soon as the wave of racial persecution was extended to the Low Countries and France, efforts were made to encourage the neighbouring escape countries—Switzerland and Spain—to admit liberally refugees crossing the border without exit and entry permits. As regards Spain, which remained open towards the west, evacuation was encouraged in every way, so as to avoid a bottleneck which might have led to the closing of the Pyrenees border. In the South-East of Europe, the High Commission, in collaboration with Governmental agencies and voluntary bodies, made every effort to facilitate evacuation from the south-eastern subjugated countries via Turkey to Palestine.

At the beginning of the war, there were approximately 60,000 German and Austrian refugees in the United Kingdom. Many of them had been admitted on the guarantee of voluntary organisations that their maintenance would not be a charge on public funds; but, with the outbreak of war, their entire maintenance from private sources became impracticable, and the Government of the United Kingdom agreed to assist through a system of grants made to private committees. A Committee was established for the purpose of administering these grants, and the High Commissioner was invited to become its Chairman, an office which he still holds. This work brought him into very close and friendly relations with a number of voluntary organisations, and gave him first-hand knowledge of many refugee problems. Again, following the German victories in 1940, it was necessary for the British Government to intern, as a precautionary measure, many thousands of German and Austrian refugees. The High Commissioner was consulted regarding the principles that should govern their release and he took an active part in securing the freedom of a large number of individuals. Similar measures of internment were taken in other countries outside Europe, and they involved interventions by the High
Commissioner on behalf of individuals. Many other questions arose throughout the war, so that, although the amount of work varied from time to time, there was continuous need and opportunity for the High Commissioner to provide for the political and legal protection of this category of refugees. A civil documents service was set up by the High Commission to enable refugees to secure, through neutral channels, civil documents required either for their re-emigration overseas or for acts of civil life (birth certificates, Court decisions regarding guardianship, death certificates, so-called “Lebensbescheinigungen”, divorce decrees, etc.). Persons denationalised by individual decision of the German Government were provided with denationalisation certificates. In respect of persons living in the United Kingdom who were close relatives of refugees stranded in Switzerland, a transfer scheme was negotiated between the British Treasury and the Federal Government for the purposes of remittances, and is operated under the High Commissioner’s auspices. Similar arrangements, though less elaborate, were made in regard to refugees in unoccupied France, the Iberian Peninsula and Sweden.

The scope of the work increased as European countries were liberated and, with the end of the war, there is a very large volume of work relating both to immediate problems and to future plans. Some of these involve expenditure on measures of relief and come within the scope of the Intergovernmental Committee on Refugees; others are best dealt with by the High Commission, whilst some are of common interest to both agencies. Indeed, in regard to refugees from “Greater Germany”, it would be difficult, even if it were profitable, to attempt to make a hard-and-fast division of functions. Fortunately, this is unnecessary. The important point is that machinery exists for dealing with this particular group of refugees.

4. In the High Commissioner’s opinion, experience during the war has shown that the legal and administrative protection of refugees, which is a creation of the League of Nations and constitutes one of the main functions of the High Commission, is vital to their interests, and that, quite apart from the question of expenditure on physical relief, it must remain a fundamental responsibility of any intergovernmental refugee authority. In his view, the short period that has elapsed since the end of the European war has already shown that both the need and the scope for protection will be greater than ever. Whatever form the Refugee Authority
may take, the High Commissioner deems it essential that it should assume responsibility for legal and administrative protection, and that there should be no interruption, even temporarily, in the assistance that is now available to refugees.

6. SETTLEMENT OF THE ASSYRIANS OF IRAQ

Work in connection with the settlement in Syria of the Assyrians of Iraq, which had been in progress over a period of years, was completed in December 1941.

The history of this settlement provides an example of the difficulties inherent in every attempt, even on a small scale, to establish a permanent settlement of refugees.

These Assyrians, nearly all of them Christians, formed part of the Assyrian population which had taken refuge in Iraq during the upheavals occasioned in the Middle East by the first world war. They began to make efforts to leave Iraq in 1933, when the United Kingdom relinquished its mandate over that country. Their first attempt at emigration gave rise to incidents on the frontier between Iraq and Syria. Finally, the French authorities allowed the Assyrian refugees to enter the territory of Syria, but they admitted them only temporarily and quartered them in encampments in the Valley of the Khabur, whilst the Council of the League of Nations was endeavouring to find a State or a colony where they could settle in a permanent manner. The efforts of the Council having failed, the French Government agreed, in 1935, to create a permanent settlement for the Assyrian refugees in the Plain of the Ghab, with the financial participation of the States of the Levant under French mandate, the United Kingdom and Iraq. The Assembly of the League of Nations then voted a special contribution for the purpose of assisting in carrying out this plan, a step which it had never before taken in connection with any specific work of settlement. In 1936, the plan was abandoned, as the French Government pointed out that it was preparing to emancipate the States of the Levant from the mandate and that, in consequence, there were difficulties of a political nature which stood in the way of the settlement of the refugees in the Plain of the Ghab. Finally, in 1937, it was decided to convert the temporary settlement in the Valley of the Khabur into a permanent colony, with the financial participation of the United Kingdom, Iraq and the League of Nations. The execution
of the plan was placed in the hands of the Trustee Board, an autonomous organisation which had been given legal status and was co-operating with the French mandatory authorities at Beirut. The functions of this Board ceased finally in January 1942, the settlement plan having, at that date, been completely carried out.

This gives some idea of the difficulties that had to be overcome in order to bring about the settlement of a few thousand refugees belonging, it is true, to a population group which had practically no connection and no affinity with any other people. In their favour there was, however, the fact that the United Kingdom felt a certain responsibility towards a minority of which it had assumed the charge when exercising its mandate in Iraq. The latter country also desired to help to find a permanent settlement elsewhere for those members of this minority who wished to leave its territory. France, the mandatory Power in Syria — notwithstanding the difficulties that were entailed for her by an immigration she did not desire — and the other Members of the League of Nations, also prompted by feelings of humanity, associated their efforts with those of the United Kingdom and of Iraq in order to find a satisfactory solution.

At the present time, whilst some 20,000 Assyrians have remained in the north of Iraq, where they form a Christian minority, the 9,000 or so who emigrated to Syria have acquired Syrian nationality.

Before that nationality was granted to them, they were settled on a permanent basis, thanks to the financial aid provided for in the settlement plan. They have been given land, agricultural equipment, and live-stock in so far as what they had brought with them from Iraq was insufficient. They have been settled in thirty-three villages, which form an administrative unit, and nearly every one of which has its own church (twenty-seven Nestorian churches and four Catholic churches). The settlement has, in addition, been provided with sixteen schools and also, from the outset, with a hospital, in order to improve the health situation and, in particular, to combat malaria.

In accordance with the undertakings which they had given with regard to the sharing of the cost, the Governments of the United Kingdom and of Iraq each contributed 1,514,885.90 Swiss francs and the League of Nations 525,465.85 Swiss francs, the total expenditure in the work of settlement having amounted to 3,555,235.65 Swiss francs.
7. TECHNICAL COLLABORATION BETWEEN THE LEAGUE OF NATIONS AND CHINA

Technical collaboration with China was continued until the end of 1940. It was then discontinued, with the agreement of the Chinese Government, owing to the financial situation of the League.

(a) Anti-epidemic Work.

According to the plan drawn up by the Epidemic Commission in 1939, the League experts were regarded as advisers placed at the disposal of the Chinese Government, which henceforth assumed entire responsibility for all anti-epidemic measures. Whilst continuing to serve in their advisory capacity, these experts, whose number had been reduced to four in the course of 1939, undertook, at the request of the Chinese Government, the investigation of a number of subjects such as malaria in Chungking, the organisation of health services in Kweichow, the epidemiological situation along the road from Kunming to Chengtu and the Burma road, the danger to China resulting from the appearance of plague in Burma and the north of Thailand, the health situation in Szechwan, and cholera in Central China.

In the course of 1939, the Secretariat arranged for medicaments and laboratory equipment to a value of more than 300,000 Swiss francs to be sent from Europe to China, and purchases of medicaments, to an amount exceeding 160,000 Chinese dollars, were made in China itself. Finally, more than 60,000 Swiss francs were expended on the transport of experts and material to the interior of the country.

Thanks to the credit voted by the Assembly at its twentieth session (December 1939), the anti-epidemic activities could be continued throughout 1940. Their scope was, however, considerably reduced as compared with previous years in consequence of the Chinese Government’s desire for the extension of technical collaboration in the field of communications, and of the turn taken by international events.

Thus, under the plan worked out in conjunction with the Chinese Government, the Epidemic Commission was abolished as from the end of 1939, and only the contracts of two medical experts were extended into 1940.

1 This Commission consisted of experts who had directed the work of the medical units in 1938, and a representative of the Chinese health authorities.
Of the two experts mentioned above—who were assisted by auxiliary staff locally recruited but paid by the League of Nations—one worked in close collaboration with the National Health Administration in Chungking and made tours of inspection in various parts of China. His responsibilities included the organisation of laboratories, supervision of the Chungking water supply, anti-cholera work in Szechwan and the combating of plague in Yunnan. The other expert, who was stationed at Kweiyang, devoted himself to bacteriological and serological research.

The first of these experts was further responsible for the local administration and control of the League funds made available for technical collaboration as well as for the League's stores in China and in particular for its vehicles.

For the purpose of taking over material for technical collaboration despatched from Europe and forwarding it into the interior of China, an office was established at Hanoi and continued in operation until March 1940, when the despatch of consignments was discontinued and activities in China were generally reduced. Even after the office was closed, however, its manager was retained as correspondent of the League of Nations to wind up certain activities, and he continued to act in that capacity until the beginning of 1941.

(b) Other Aspects of Technical Collaboration in 1939 and 1940.

In its suggestions regarding technical collaboration in 1940, the Chinese Government, as has been mentioned above, expressed a desire that the main development should be in the field of communications. With this end in view, it asked for the appointment of a number of engineers, including experts in hydraulics and road construction.

A variety of circumstances, and more especially political and military events in Europe, prevented more than a partial fulfilment of the plans which had been prepared for the despatch of engineers to China. It was not until May 1940 that it was found possible to appoint an engineer specialising in the improvement of waterways. During his stay in China, this expert, at the request of the national authorities, worked out schemes for increasing the navigability of waterways and improving irrigation in the Yang-Tze-Kiang Basin, particularly in the province of Szechwan. For the reasons above mentioned, efforts to secure the services of a road-building expert came to nothing.
Furthermore, the expert on agricultural co-operative societies, who had worked in close collaboration with the competent Chinese authorities until the end of 1939, was then obliged to return to Europe.

(c) Liquidation.

Towards the end of 1940, it became increasingly clear that the development of the international situation would soon make the continuance of technical collaboration with China very difficult, if not impossible. Regular contact with the experts had become almost impossible to maintain; letters and telegrams were no longer arriving or were considerably delayed. Almost insuperable difficulties also began to arise with regard to the administration of funds. Moreover, an increasingly drastic policy of budgetary retrenchment became unavoidable.

In these circumstances, the Acting Secretary-General, after an interview with the Chinese Minister in Berne, found himself obliged to decide that the work of technical collaboration with China should be discontinued as from January 1st, 1941. He conveyed this decision to the Chinese Government and also informed the experts in China and the correspondent at Hanoi, while at the same time notifying them of the termination of their appointments as from December 31st, 1940. ¹

On December 9th, 1940, the Chinese Minister for Foreign Affairs telegraphed to the Acting Secretary-General that the Chinese Government, being fully aware of the League’s financial difficulties, agreed as a temporary measure to accept the termination of the experts’ appointments. In the hope, however, that the “stormy season” would soon be over, it reserved its right to make proposals for the revival of the collaboration scheme at the appropriate time.²

¹ These appointments were, however, extended until January 31st, 1941, so as to give the Chinese authorities time to adapt their activities to the new situation and to enable the experts to complete the winding-up process satisfactorily.

² As decided, the experts duly proceeded with the winding-up of their activities and the disposal of supplies. When the plans for collaboration in anti-epidemic work were framed, it had been agreed that the supplies placed by the League of Nations at its experts’ disposal were, on the completion of their work, to become the property of the Chinese Government. Supplies of all kinds, therefore, had already been handed over to the Chinese authorities when the anti-epidemic units were dissolved and, when the work of collaboration was finally wound up, the expert responsible for the despatch of current business in that connection transferred a further considerable quantity of equipment and supplies of all kinds, more particularly to the Chinese National Health Administration. This comprised medicaments, laboratory equipment, office supplies, etc., as well as dozen motorcars and lorries with all accessories and a stock of spare parts.
III. MANDATES

The Permanent Mandates Commission has not met since 1940 and the Council has not examined the Commission's reports on the work done at its sessions in June and December 1939 (thirty-sixth and thirty-seventh sessions).

At its thirty-sixth session, the Commission examined the annual reports of the mandatory Powers on the administration of the following territories: Palestine and Transjordan (1938), Syria and Lebanon (1938), Togoland under French Mandate (1938), South West Africa (1938), New Guinea (1937/38), Nauru (1938). It also considered a number of petitions relating to Palestine, Syria and Lebanon. In addition, following the discussions in the Council on January 17th and May 22nd, 1939, the Commission, with the assistance of the British Secretary of State for the Colonies, considered the policy laid down by the mandatory Power in the document entitled: "Palestine: Statement of Policy", issued in May 1939.

The Commission held its thirty-seventh session at Geneva in December 1939. The Minutes of this session, including the Commission's report to the Council, together with the annual reports of the mandatory Powers examined during that session, were communicated to the Council and the Members of the League of Nations on April 5th, 1940.

In its report to the Council, the Commission made a number of observations regarding the administration of the following territories: the Cameroons under British Mandate (1938), the Cameroons

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1 The Minutes of the thirty-sixth session of the Permanent Mandates Commission, including the Commission's report to the Council (document C.170.M.100.1939.VI), together with the annual reports of the mandatory Powers examined at that session, were communicated to the Council on August 17th and to the States Members of the League of Nations on August 19th, 1939 (document C.232.M.158.1939.VI). A summary of the work of the session was published in the Report on the Work of the League of Nations, July-November 1939, submitted to the Assembly in 1939 (document A.6(a).1939, pages 12-16).
2 Document C.163.M.96.1939.VI.
3 Document C.7.M.5.1940.VI.
4 Document C.49.M.45.1940.VI.