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**LEAGUE OF NATIONS**

**REPORT**

ON THE

**WORK OF THE LEAGUE**

**1943-1944**

submitted by the Acting Secretary-General

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## INTRODUCTION

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The active organs of the League of Nations have pursued and, in some cases, developed their activity in accordance with the programme outlined in my previous report.

The Economic Committee and the Financial Committee held a second joint session in December 1943. A further meeting is in prospect. The Delegation on Economic Depressions is at present engaged in drafting Part II of its report, which will follow on the volume published under the title: *The Transition from War to Peace Economy*.

The organs responsible under the International Conventions for the control of the trade in narcotic drugs—the Supervisory Body and the Permanent Central Board—met in 1943 and 1944.

In continuation of the work undertaken by the Health Organisation in regard to the international standardisation of certain medicaments, a Conference, held under the auspices of the Permanent Commission on Biological Standardisation, solved the question of the standardisation of penicillin.

The Supervisory Commission and the Special Committee on Contributions have devoted several meetings to the general affairs of the League of Nations. Without the constant support, direction, and encouragement received from the Chairman and members of the Supervisory Commission, the Principal Officers of the various organisations of the League of Nations would not have been able to accomplish their task. The resolution adopted by the Assembly at its last session greatly extended the powers of control and supervision exercised on behalf of Governments by the Commission. Its periodical reports have furnished Members with full information concerning the general situation of the League of Nations.

The Secretariat has continued to discharge an important part of its technical duties, in particular the preparation of studies relating to economic and financial subjects, communications and transit, health questions and the control of narcotic

drugs. In some of these fields, the activity which has been maintained is not appreciably less than in 1939 and has increased in comparison with the years 1941 and 1942.

The war has, however, more deeply affected international activity in other non-political spheres, such as child welfare and measures to combat the traffic in women. It has, on the other hand, increased the responsibilities of the League High Commissioner for Refugees. When hostilities cease, the international Organisation will have to take up again the consideration of many such social and humanitarian problems, which co-operation between the nations can help to solve.

\* \* \*

It is, in general, with a view to preparing for the resumption of far-reaching international co-operation, as soon as circumstances permit, that the League of Nations has worked during these recent years. The continuance, to the greatest extent possible, of activity in non-political spheres, the making of analyses of the experience of the past, and in particular of the period of reconstruction after 1918, as also, for example, the attempt at rational forecasting embodied in the study of population projections for the period 1940-1970—all this and other work has but one object : viz., to make available for States at the present time, and for the international organisation in the early future, such studies, information, statistics and instruments of work as may help them to develop effective action. Until a final decision is taken concerning the future Organisation, the League of Nations will continue its activity, within the limits imposed by circumstances. From the moral standpoint, the maintenance of the League of Nations, especially in the darkest hours of the war, has constituted also an act of faith in the re-establishment, with more or less profound modifications, of the world Organisation, after the failure of attempts to impose by force an order founded on doctrines of " vital space " and the " sphere of co-prosperity ".

The League of Nations itself, with its forty-four Member States, must soon face the problems connected with the new era. Governments will shortly be called upon to take decisions on the political, legal and administrative questions which arise

and to give the authority necessary to deal with them. A transition period is generally foreseen when the heritage of past experience and present activities will be made available for the future, and it may not be without complexities.

Whatever is done in this matter, as in all previous acts of the institution, must obviously rest on the decisions of the Governments which constitute the Organisation.

\* \* \*

What is essential is that international collaboration should be rapidly resumed in all spheres, and with new vigour. In the introduction to my last report, issued in September 1943, I pointed out that it might be dangerous to postpone too long dealing with the problem of the future world Organisation and I expressed the view, *inter alia*, that the rapid solution of this problem might facilitate the settlement of certain questions arising out of the war. "Perhaps", I added, "the situation will soon be sufficiently mature, if it is not so already, to enable Governments to give concrete form to the ideas already so widely examined".

It is this task—a difficult task but one of supreme importance—that the United Nations propose to accomplish at the San Francisco Conference.

\* \* \*

In place of the League of Nations, the Powers which took part in the Dumbarton Oaks conversations are now laying before the United Nations a scheme for an Organisation which in their opinion is better, and in which they consider that they have taken account both of the lessons of the past and of the political realities of to-day and of to-morrow. It is not necessary here to compare the proposals for a Charter of the United Nations with the Covenant of the League of Nations. There is probably not a single Foreign Office in which this work has not already been carefully done, and the peoples of the world now await the great decisions which will be fateful for their future.

What the organs of the League of Nations can do is to place at the disposal of Governments the documentary material



which they possess and which may help them in their task. The delegates of the United Nations—who, nearly all, whether as Members or as non-members of the League of Nations, have taken part in its work—will be well aware of the fact that, since 1920, the League has been the chief centre of international collaboration and has been woven closely into the texture of international life. They will, for instance, realise that, in the event of a cessation of League activities, the application of a number of international instruments in force may—if the systems of co-operation or of supervision instituted by those instruments are, in the general interest, to continue without interruption—require the adoption of various measures, notably for the transfer of certain responsibilities to the proposed new organs. The situation in this respect has been examined in a memorandum on the *Powers and Duties attributed to the League of Nations by International Treaties*. Further, a new and up-to-date list of signatures, ratifications and accessions in respect of agreements and conventions concluded under the auspices of the League of Nations was published in 1944.

It will be for the Governments to take due account of the situation as shown by such documents and to deal with it by whatever procedure they may deem expedient.

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There is hardly any international problem which, during the past twenty-five years, has not been considered at meetings of the League of Nations, occasionally in a theoretical manner, but generally under the test of hard practical realities which, more especially in international life, often impose the necessity for concessions and compromises.

At the San Francisco Conference, too, there will be moments when compromises will have to be found, and no country will expect its own conceptions regarding the international Organisation to be adopted in their entirety. The essential thing is that compromises should not be made at the expense of the legitimate possibilities of action of the new Organisation, and those possibilities will depend not only on the means with which the new League is provided, but even more on the sincere acceptance of its aims and principles. If these receive the support

of peace-loving nations, great and small, all equally interested in the perpetuation in security of good neighbourly relations between them—for nearly all nations have now become neighbours in a world that has grown smaller and they have to choose between general collective security and general insecurity—the constitution of the international Organisation will be a lasting creation.

The machinery to be provided and the texts prepared for future guidance will have a very real importance, but they must be moulded and interpreted as living instruments. Even more important will be the readiness to make sacrifices for peace, the progressive materialisation of the world's passionate desire for justice—social and political—the growth of confidence between nations, and the establishment of common moral standards of action. As these things find expression in the torment of post-war problems, the herculean task of rebuilding may be faced with hope and with confidence.

Peace can be none other than a continuous collective creation, and security in all spheres can result only from constant national and international effort.

Sean LESTER,  
*Acting Secretary-General.*

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## I. ECONOMIC, FINANCIAL AND TRANSIT QUESTIONS

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The high level of activity to which I referred in my last report has been continued throughout the past year. A most successful Tax Conference was held in Mexico City in July 1943 and the programme of work arising out of that Conference has since been carried forward. A session of the Economic and Financial Committees was held in Princeton, New Jersey, in December 1943, and informal consultations of experts on several of the matters which the Committees decided to pursue subsequently took place. The drafting of the second part of the Report of the Delegation on Economic Depressions<sup>1</sup> has reached an advanced stage. Under the programme of studies on post-war economic problems, the Economic, Financial and Transit Department has published the following volumes during the past year: *Europe's Overseas Needs, 1919-1920, and How They Were Met; Agricultural Production in Continental Europe during the 1914-1918 War and the Period of Reconstruction; The Future Population of Europe and the Soviet Union; and International Currency Experience*. It has issued a study on *Food Rationing and Supply, 1943-44*. It has continued to publish regularly two editions of the *Monthly Bulletin of Statistics*, one at Geneva, the other at Princeton. The *Statistical Year-Book, 1941/42*, first published at Geneva, was re-issued at Princeton with an Addendum covering the period 1942/43.

The Department was represented at the first meeting of the Council of the United Nations Relief and Rehabilitation

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<sup>1</sup> The first part was published under the title *The Transition from War to Peace Economy* in May 1943.

Administration held at Atlantic City in November 1943, at the Middle East Financial Conference held in Cairo in April 1944, and at other official international conferences. It has established close relationships with the Interim Commission on Food and Agriculture and other inter-governmental agencies operating in the Americas.

These various activities will be described below. But first a word must be said about the Princeton Mission, on which the bulk of those activities has fallen. The Mission consists of the Director of the Department and twelve officials, assisted by a staff of economists and statistical and secretarial assistants recruited since the Mission reached the United States. The total strength of the Princeton office is now between 35 and 40.

The Rockefeller Foundation has renewed for 1945 the grant that it has been good enough to make in the past several years towards the Department's programme of post-war studies. The Institute for Advanced Study, Princeton, still generously provides office accommodation for the Mission, and Princeton University library and other facilities.

As a branch of the League Library, an international library of documents and periodicals has been built up in the Princeton office and is being increasingly used as a source of reference and information by individuals and agencies, public and private, concerned with international problems. The office itself, moreover, is being continually called upon to provide information not only on matters coming directly within the purview of the Department but also on the League and League activities generally.

In view of the difficulty of communication between Geneva and overseas countries, I requested the Director of the Department at the beginning of 1944 to take over the work of liaison with the Secretariat's correspondents in Latin America and Asia. It should be mentioned that Dr. Alfonso Bandeira de Mello has been appointed correspondent in Brazil.

#### I. MEETING OF THE ECONOMIC AND FINANCIAL COMMITTEES

The Economic and Financial Committees were created in 1920 to assist in world reconstruction after the last war and throughout the whole inter-war period they were concerned

with the promotion of inter-governmental co-operation in their respective fields. It is consequently a matter of great satisfaction that they have been able to resume periodic meetings in the past two years and to offer their views on the economic problems of the future.

As a number of members and other persons who had recently collaborated with them were in the United States for the Atlantic City Conference, a short session of the Committees was arranged, immediately after the conclusion of that Conference, to review the work that had been carried out by the Department since the previous session in 1942 and to lay down plans for future activities. The Honorable Henry F. Grady (United States of America) was the chairman, Sir Frederick Leith-Ross, G.C.M.G., K.C.B. (United Kingdom), Deputy Chairman; members or experts from sixteen countries attended.

The Committees' Report begins by postulating four conditions of successful post-war economic policy :

(a) An orderly transition to peace-time conditions, the stages and the essential features of which were mapped out in the League report on the *Transition from War to Peace Economy* ;

(b) Adequate guarantees for political security ;

(c) A high degree of economic security and the avoidance of economic depressions ;

(d) International and national co-ordination of policies pursued in different interdependent spheres of economic life.

On this last point the Committees write :

“ While we welcome the steps which have been taken and are being taken to establish international machinery to deal with special aspects of economic life, such as food and agriculture, and with exceptional and urgent problems such as relief and rehabilitation, the success of these mechanisms, especially of those of a permanent character, will, in our opinion, necessarily be dependent on the existence of some over-all organisation, to co-ordinate policies. To assist in such co-ordination, there would seem to be need for a central investigating and fact-finding body which would watch the trend of events in every field of activity, throw them into their proper perspective, and

draw the appropriate conclusions from them. This is all the more important as the existence of such general co-ordination would greatly enhance the prospect of securing effective joint action to maintain full employment, which must be the first object of all economic policy."

Three aspects of post-war policy which are the subject of special study by the Princeton services are then considered :

First, monetary policy : including problems of exchange stabilisation and capital movements. The importance of co-ordinated international action for the maintenance of national incomes and employment in different countries was emphasised.

Secondly, foreign investment : while some of the more general factors—for example, the importance of steadiness in the flow of foreign investment—are briefly discussed, special attention is paid to a question raised at the Mexico Tax Conference relating to the conditions conducive at once to the acceptance of foreign capital and to capital export. (See 4 below.) It was proposed, moreover, that a record of the experience of the Financial Committee in the field of financial reconstruction should in due course be made available.

Thirdly, international trade policy : the Committees decided to prepare a comprehensive report on this subject, in the meantime issuing a warning against the development of vested interests in the maintenance of Government trade controls in the immediate post-war period while such controls remain in force. They proposed certain methods by which this danger—involving possibly either the perpetuation of controls or tariff increases to compensate for their removal—might be avoided.

As appendices to the Report, the principal conclusions drawn in nine of the studies on problems of relief and reconstruction, international trade and trade policy and economic security, recently published by the League are reproduced; the Committees, it should be mentioned, felt that these studies provide "a very valuable and authoritative body of evidence" and that their conclusions "deserve the attention of those responsible for formulating and carrying through the policies for dealing with the vast problems which will have to be faced after the present war".

## 2. DELEGATION ON ECONOMIC DEPRESSIONS

It is safe to say that no League document in recent years has met with such wide publicity or been received with such appreciation by statesmen and officials concerned with national economic policies as the report on *The Transition from War to Peace Economy* issued by the Delegation on Economic Depressions in 1943.

In several passages in their latest report, the Economic and Financial Committees emphasise the importance of the work that is being pursued by the Delegation on the long-term problem of promoting economic stability and the full use of productive resources. The preparation of a draft for this second part of the Delegation's report has in fact reached an advanced stage and numerous consultations on the subject have taken place between the Secretariat and members of the Delegation and other experts, jointly or severally.

## 3. FISCAL PROBLEMS

In my last report, I made a brief reference to the Regional Tax Conference held in Mexico City in July 1943, which had been preceded by a similar meeting in that city in 1940. These conferences were organised in accordance with a programme undertaken before the war as a result of a proposal made by the Mexican Government at the 1938 Assembly. For the first time in history, an opportunity was thus afforded to the national tax authorities of the Americas for establishing direct contacts and discussing together their common problems. The main object of these meetings has been to assist Latin-American countries in modernising their tax systems and to facilitate the removal of tax barriers to international trade and investment. The principles of income taxation which were formulated in Mexico have had a marked influence on the fiscal legislation and practice of several countries. The model conventions for the prevention of double taxation and fiscal evasion which resulted from the 1940 and 1943 Conferences now afford a common basis on which bilateral tax treaties may be negotiated between American countries, and their provisions can already be found in tax treaties that have been concluded or are pending.

The discussions of the 1943 Tax Conference were centred on the relations between capital-exporting and capital-importing countries and the confrontation of views which took place resulted in three co-ordinated model conventions covering the main aspects of international tax relations. These model conventions represent a synthesis of the results of various studies that have been carried out by the Fiscal Committee in the course of the fifteen years since the General Meeting of Government Experts on Double Taxation and Fiscal Evasion was held in 1928. One of their objectives is to provide practical formulas assuring reciprocity in the sacrifice of revenue implied for each contracting country by the suppression of double taxation. Consequently, the solutions proposed tend to strike a balance between, on the one hand, the taxing right of the country of domicile or residence of the owner of property situated abroad or of the recipient of income from abroad and, on the other hand, the rights of the country where the property or source of income is situated.

The Conference also made recommendations concerning mutual assistance between tax administrations for the suppression of fiscal evasion. These recommendations aim at making more acceptable to national treasuries the sacrifices involved in the elimination of double taxation and at discouraging certain unsound capital movements and business practices.

The Fiscal Committee has now on its agenda the study of post-war problems. It is also proposed, in addition to the work on the removal of tax obstacles to international intercourse, to examine the means of improving internal taxation in undeveloped countries. The main object of such investigations would be to afford technical principles and means which would facilitate a shift from indirect to direct taxation.

#### 4. FOREIGN INVESTMENT PROBLEMS

A discussion of the problem of foreign investment took place at the joint session of the Economic and Financial Committees in December 1943, when the work of the Mexico Conference was being reviewed. How the problem was



approached will be seen from the following quotation from the report of that session :

“ Important as these questions of double taxation and fiscal evasion are, it was felt at the Conference that it would be desirable to extend the field of study and discussion so as to cover other aspects of the whole question of foreign investment. On the one hand, while foreign capital is both desired and is necessary in order to promote economic progress throughout the world, to raise standards of living and to reduce the present wide differences in national well-being, borrowing countries are concerned about the risk of uneconomic exploitation of their natural resources, about the export of their mineral or other wealth in crude form and about the risk of foreign companies acquiring excessive control or influence over their economic and financial life. On the other hand, the flow of necessary and desired foreign capital may be checked by institutional and legal conditions in borrowing countries relating to property rights, company organisation and administration, export taxes, patent and concession regulations, or more generally by social conditions and business practices.

“ This question of the conditions conducive at once to the acceptance of foreign capital and to capital export was discussed on more than one occasion by the Economic and Financial Committees before this war, and we feel that it would be desirable to direct special attention to it to-day and to arrange for a sub-committee of members of these two Committees and of the Fiscal Committee together, if necessary, with certain outside experts, to consider it, if the necessary authority can be obtained.”

The Department has since initiated certain preliminary studies and has consulted an international group of experts who held a first meeting at Princeton in May 1944, with a view to drawing up the terms of reference for a report on this subject.

##### 5. RELATIONSHIPS WITH GOVERNMENTS AND INTER-GOVERNMENTAL AGENCIES

The Department is in regular correspondence with numerous national reconstruction committees or Government departments which are studying post-war economic and financial problems and preparing plans for the future. The Economic and Financial Committees expressed the hope that, as its work on more general problems advanced towards completion, the Department might be able to devote its attention to such regional problems

as might be suggested by Governments. In January 1944 the Department was requested by the French Committee of National Liberation, now the Provisional Government of the French Republic, to undertake a broad enquiry into the economic aspects of the problem of Customs Unions. I am glad to report that it felt able to accede to this request and that its work in this field has already made considerable progress.

Close working relations between the Department and the United Nations Interim Commission on Food and Agriculture have been established. In the late summer of 1943, the Director and another member of the Department were invited to serve on a panel of economic experts to advise the Commission on the scope, functions and methods of operation of the permanent Food and Agriculture Organisation of the United Nations. Subsequently, the Director was requested to take part in the deliberations of the Interim Commission and to nominate experts to assist in preparing a programme of preliminary statistical investigation and research into the problems with which the permanent organisation will deal.

The Department was invited by the Council of U.N.R.R.A. to send two observers to attend its first session at Atlantic City. At that meeting the following resolution was adopted :

*“ Resolved :*

“ 1. That the Council reaffirms the principle of co-operation between the Administration and other inter-governmental agencies.

“ 2. That the Council invite representatives of the League of Nations technical organisations, the International Labour Organisation, the Inter-Governmental Committee on Refugees, and the United Nations Interim Commission on Food and Agriculture . . . to attend as observers and to participate in the meetings of the Council, its committees, and sub-committees, and in the meetings of regional committees and technical standing committees, in accordance with appropriate provisions in the Permanent Rules of Procedure.

“ 3. That the Director-General avail himself of the organisations mentioned in paragraph 2 above as the nature of the work and other circumstances make appropriate.

“ 4. That the Director-General, in pursuance of the principle set forth in paragraph 1 above, co-operate to such a degree and to such extent as he may deem desirable in the interests of the Administration with all other inter-governmental agencies whose

operations and specialised services may be of value to the Administration, including the sending of his representatives as observers to the meetings of other inter-governmental agencies as well as those mentioned in paragraph 2 above."

In welcoming this invitation, the Economic and Financial Committees proposed that representatives of U.N.R.R.A., the Interim Commission on Food and Agriculture and other international agencies that may be created should be invited to attend future meetings of the Committees when questions of interest to them come up for discussion.

Relations have also been established with inter-American organisations such as the Inter-American Statistical Institute and the Inter-American Development Organisation. Close working contacts have indeed been maintained with the first of these bodies almost since its creation in 1940. The Institute has sought the advice of the Department on a number of matters and, since the beginning of 1943, a member of the staff has represented the Department on certain of its technical committees and is in charge of liaison with its central organs.

In May 1944, the Department was invited by the Inter-American Development Organisation to be represented by an observer at a first Conference of Commissions of Inter-American Development. The Central Inter-American Development Commission subsequently accepted an invitation from the Department to designate a consultant to participate in the discussion preparatory to the enquiry into foreign private investment problems (see 4 above), a matter in which it is particularly interested.

At the invitation of the Mexican Government, the Department sent an observer to the Inter-American Demographic Congress in Mexico in October 1943. It was represented at the Middle East Statistical Conference (called by the British Minister of State and held under the auspices of the Middle East Supply Centre) in Cairo in November 1943, and a member of the Princeton staff was sent to attend the Middle East Financial Conference in April 1944, also in Cairo. The work of the Department on current economic developments and on the post-war reconstruction problem, as well as the League's contribution to the efforts to improve national and international statistics, proved, it is understood, of real value to the Cairo

Conference ; it is hoped that the direct contacts which have now been re-established with the Middle East will be maintained and developed. Another member attended the International Labour Conference in Philadelphia in April-May 1944. The Department was invited to be represented by an observer at the United Nations Monetary Conference held at Bretton Woods, N.H., in July 1944.

## 6. ECONOMIC INTELLIGENCE WORK

The Department built up in Geneva before the war a world centre of economic information, drawing from sources in every corner of the globe. The *Statistical Year-Book* was its central statistical publication, a unique reference book of world facts and figures. A very considerable volume of statistical material has continued to be received at League headquarters as well as at Princeton since the beginning of the war, and, as mentioned in my last report, a new edition of the *Year-Book* was published in Geneva in September 1943. It was re-issued from Princeton a few months later with an Addendum bringing a number of series up to the autumn of 1943.

Despite the war-time statistical blackout, this new *Year-Book* covers a remarkably wide field. It contains 106 tables giving statistics regarding areas and population, employment and unemployment, agricultural, mineral and industrial production, international trade, currency and banking, interest rates, prices and cost of living, and public finance ; and all countries of the world are included. Particular attention is naturally devoted to subjects of topical interest, such as territorial changes which have occurred at various stages of the war, Government receipts, expenditures and indebtedness (including war expenditure in the principal belligerent countries) and currency equivalents fixed by the military authorities in occupied territories of Europe, Africa and Asia.

The *Monthly Bulletin of Statistics* is the oldest of the regular publications of the Department, having been taken over from the Supreme Economic Council in 1920. It continues to appear regularly in Geneva, and also in Princeton, where a special edition has been issued since January 1943.

The study on *War-time Rationing and Consumption*, which appeared in 1942, has been brought up to date and expanded in *Food Rationing and Supply, 1943-44*, published in May 1944. This volume describes, first, the food rations in force in some thirty countries, secondly, the conditions of health and mortality existing among the civilian populations and, thirdly, the supplies of food available in various areas at the end of the fourth year of war.

It is shown that, although in many Continental-European countries there was still very serious malnutrition—especially in certain parts of Poland, Greece, Yugoslavia and occupied Russia—the calorie content of rations was, on the whole, higher than in the previous year. Rations were larger, and their quality had declined less noticeably in Germany than in the occupied countries. Everywhere the privation has fallen primarily upon the poorer people of the cities.

In some of the better-fed countries, death rates seem actually to have declined, but they increased in Germany, and in the worst-fed countries a great increase in deaths has undoubtedly occurred. The growth of certain deficiency diseases and the prevalence of loss of weight are also noted.

The improvement in food consumption in German-dominated Europe in 1943 is attributed to better grain harvests, estimated to have reached 90% of the pre-war average. The potato crop was poor, however, and the output of animal foodstuffs continued to decline.

The United Kingdom, thanks to increased mechanisation and intensive cultivation of an increased acreage under tillage, can now supply two-thirds of her own current food consumption. Similarly, in the Soviet Union, considerable areas of previously uncultivated land have been brought under cultivation and, as a large part of the grain area invaded by the enemy was recovered in time to be sown to winter crops in the autumn of 1943, and the additional areas recovered during the following winter were available for spring sowing, improved supplies were in prospect for 1944/45 consumption. In the Americas and Australia, the total wheat harvest of 1943 showed a substantial decline from the high levels of the preceding years, which had resulted in an unprecedented carry-over of nearly 1,700 million bushels. With the increased utilisation of wheat

for feed and for producing industrial alcohol, this carry-over has been greatly reduced, but, assuming unchanged net exports to the areas supplied in 1942/43, it was suggested that a surplus of nearly one billion bushels above normal working stocks would probably remain available as a reserve for relief purposes.

The preparation of the eleventh edition of the *World Economic Survey* was postponed in 1943 in view of the prior claims of the programme of studies on post-war problems. Work on the *Survey* has, however, now been resumed and it is hoped to publish this volume at an early date. A new edition of *Money and Banking*, a compendium of the world's commercial and central banking statistics, is also in active preparation.

#### 7. WORK IN CONNECTION WITH POST-WAR PROBLEMS

Two years ago, I set out the aim and principles underlying the programme of post-war studies upon which the Department had embarked. Broadly, the aim was to place at the disposal of those who would be directly concerned with post-war problems and policies the results of the experience acquired by the Economic and Financial Organisation of the League in certain fields. The principles were :

First, that the future must inevitably be built on the past ;

Secondly, that the relevant evidence as to the past must be supported by adequate bases of fact, and the causal relationships between those facts carefully analysed ;

Thirdly, that the core of the post-war social and economic issues is likely to be the problem of economic security and that the means by which such security may be achieved must therefore constitute the central thread of all constructive thinking for the future.

The appreciation expressed by the Economic and Financial Committees of the studies published by the Department up to the end of 1943 has already been referred to. Such appreciation has also been very widely manifested by Governments and Government agencies concerned with economic and social planning. And I am encouraged to believe that the undertaking conceived some years ago has been more than fully justified.

The following four volumes have been published under the programme in the past year<sup>1</sup> :

- (1) *Europe's Overseas Needs, 1919-1920, and How They Were Met* ;
- (2) *Agricultural Production in Continental Europe during the 1914-1918 War and the Reconstruction Period* ;
- (3) *The Future Population of Europe and the Soviet Union* ;
- (4) *International Currency Experience*.

### *Europe's Overseas Needs.*

After the last war, a system was organised for the provision of relief to the impoverished regions of Europe which was described in a companion study published in 1943 under the title *Relief Deliveries and Relief Loans, 1919-1923*. No parallel system to restore economic activity in these regions was organised. Indeed, reconstruction was never seriously considered as an international issue requiring concerted action until almost two years after the armistice.

The purpose of this pamphlet was to consider what were the effects of this lack of policy and how and to what an extent, in the absence of concerted action, Europe was able to provide itself with the raw materials and other essential goods that it needed.

In the first chapter, the post-armistice economic situation in Europe is very briefly described ; in the second, the value and the kind of the purchases effected, both by the continent of Europe as a whole and by various regions, are shown ; in the third, an estimate is made of Europe's balance of payments during the two years 1919 and 1920. The actual purchases effected by Europe and the means by which they were financed

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<sup>1</sup> Volumes previously issued include :

On Trade and Trade Policy : *Europe's Trade, The Network of World Trade, Commercial Policy in the Inter-War Period, Quantitative Trade Controls—Their Causes and Nature, Trade Relations between Free-market and Controlled Economies*.

On Relief and Reconstruction : *Relief Deliveries and Relief Loans, 1919-1923*.

On Economic Security : *Economic Fluctuations in the United States and the United Kingdom, 1918-1922*.

are thus recorded, and this record is of considerable interest when considering the prospects and problems of the future.

But what was actually required to avert a breakdown and disaster was never seriously considered at the time. As is shown in the fourth and fifth chapters, the breakdown and disaster took place.

The final chapter—which sets out a number of conclusions bearing on future policy—clearly shows the inescapable effects and inescapable tragedy of failure to face up courageously to the problem of reconstruction after a world war. This question of reconstruction must not be confused with that of relief—the necessary first step—on which the first conference was held in the autumn of 1943 at Atlantic City.

#### *Agricultural Production in Continental Europe.*

The major purpose of this volume is to consider what were the causes of the slow recovery of European agriculture after the last war and whether those causes are likely to repeat themselves after this war. It surveys the changes of production which took place during the war and reconstruction years by regions, countries, and provincial districts, and examines the various factors responsible for these changes. As a background, a broad summary is given of the trends of production and consumption during the whole inter-war period, the basic data being brought together in detailed tables and more than forty map-diagrams.

The slow pace of recovery after 1918 was due to a number of factors, the relative force of which varied from one region or country or another. The main initial cause was undoubtedly the marked deterioration of the whole productive apparatus, including land, equipment, live-stock and man-power, which had taken place in neutral as well as in belligerent countries under the strain of war. Actual devastation through military operations was not a major factor.

Under the economic and social conditions which prevailed on the Continent during the early post-war period a rapid restoration of normal production standards could hardly be expected. Agriculture, like industry, was suffering from the scarcity of capital and the general disorganisation brought



about by the inflation. War continued to be waged for some years after 1918 in Eastern Europe, and radical land reforms temporarily delayed recovery in some countries.

Cereal yield per acre regained its pre-war level by the middle of the 'twenties and continued later to rise slowly as a result of improved agricultural technique. But the recovery in cereal area lagged behind. It was only towards the middle of the 'thirties that it climbed back to the pre-war average, and this only as a result of the national protective policies which were widely adopted in the course of the great depression. Cereal production, however, was not and is not a measure of the food-producing capacity of Europe. There was still room at the end of the inter-war period, and there will be room after the present war, for further improvement in agriculture, particularly in the eastern and southern parts of the Continent. Increased industrialisation of backward agricultural areas would be a means to that end, for high yields are achieved by intensive cultivation, by live-stock farming and dairy production, which can be most remuneratively pursued in industrialised areas.

Industrialisation, where it leads to a rise in the standard of living, is generally accompanied by a change in consumer's demand in favour of animal and other non-cereal foodstuffs. Indeed, the production of these foodstuffs proved, on the whole, to be more remunerative, and therefore expanded more rapidly, than cereal production during the inter-war period.

Although *per capita* consumption of cereals never recovered the pre-war level in the cereal-importing western part of the Continent, the average consumer in Western Europe was undoubtedly better nourished before the present war than before the last war. The change in diet accompanying the rise in the standard of living in cereal-importing Western Europe would appear therefore to have been one of the underlying causes of the unwieldy surplus situation which confronted the cereal producers of the exporting areas overseas during the 'thirties. This long-term trend, it is suggested, should not be ignored in looking ahead to the world cereal situation that will have to be faced after the present war, once the urgent needs of relief have been satisfied.

In comparing the situation at the end of the fourth year of the two world wars, attention is drawn to the fact that,

in contrast to the last war, nearly the whole of the continent is now involved. Therefore, the need for initial relief from overseas and for assistance in reconstruction are the greater and the more urgent. Failing truly reconstructive assistance, the process of agricultural recovery may prove to be even slower and more painful than it was last time.

*The Future Population of Europe and the Soviet Union.*

This is the first volume to be published under the programme of demographic studies undertaken for the League by the Office of Population Research of Princeton University under the general editorship of the Director of the Economic and Financial Department of the Secretariat. It is the most detailed analysis and interpretation yet attempted of the growth potential of European populations. It indicates that the balance of population in Europe will shift rapidly eastward in the coming decades, with all countries in North-western and Central Europe passing the high-water mark by 1970. Eastern Europe and the Soviet Union will grow rapidly, on the other hand, despite huge war losses.

The causes and meaning of these changes are carefully analysed on the basis of factors implicit in the vital trends and age structures of the inter-war population. The political, economic, and social significance of probable efforts to forestall the projected developments is considered and the need for prompt action to relieve the growing pressures in the east is emphasised.

The book is illustrated by more than fifty charts and maps and a wealth of detailed statistical and methodological notes. In recording the publication of this masterly work, I wish once again to express my appreciation of the generous assistance afforded to the League by the authorities of Princeton University in carrying out the programme of study laid down by the League Demographic Committee in 1939.

*International Currency Experience.*

A survey of international monetary relations between the two wars, designed particularly to bring out conclusions of value for the task of reconstruction after the present war. The period covered—one of the most eventful in monetary history—furnishes evidence concerning almost every conceivable

type of international currency mechanism. This study examines, accordingly, the operation and breakdown of the gold and gold-exchange standard ; the use of gold reserves and foreign balances for international settlements ; devaluations and fluctuating exchanges ; the emergence of currency groups such as the sterling area, the gold block, etc. ; the trend of central banking practices and domestic credit policies generally ; the rise of exchange stabilisation funds ; exchange control and bilateral clearing arrangements, etc. Special attention is paid to the capital needs of the poorer countries ; the disturbances caused by " hot money " transfers ; the impact of booms and depressions on the balance of international payments. The conclusions of the survey point the way to a system in which exchange stability and increased trade are promoted through international co-ordination of domestic policies for the maintenance of economic activity.

It should be mentioned, further, that an annotated *Catalogue of Selected Publications on Economic and Financial Subjects* published by the League since its creation was issued from Princeton in the autumn of 1943. This booklet of 70 pages is a guide to the League documents of special interest in connection with the formulation of post-war economic policies and should prove of real value to Governments and to students of post-war problems.

Other work in connection with post-war problems and policies which is at the moment in progress includes studies on international raw materials problems in the inter-war period, on industrialisation and international trade and on international cartels, each of which is designed to bring out the major conclusions from past experience bearing upon the problems of the future. The work of the Office of Population Research on other sections of the demographic programme has reached an advanced stage. In particular, a volume on the demography of Europe in the inter-war period is nearly completed. This will take the form of an atlas with brief accompanying text showing the demographic, social, and economic characteristics of some 600 areas in Europe. It is designed to illustrate the intimate connection between demographic, cultural and economic characteristics and trends.

Finally, data have been assembled and drafting has begun on an analysis of the levels of living and agricultural production in Europe and on the economic problems of agrarian regions of rapid population growth.

As mentioned under 5 above, a study of the economic aspects of the problem of Customs Unions has been undertaken at the request of the Provisional Government of the French Republic and several preliminary memoranda on the subject have already been prepared and circulated to Governments. These documents will be submitted to the Economic and Financial Committees for consideration at their next session.

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Besides the work carried out at Princeton by the Director and most of the members of the Department, some twelve officials of the Economic Intelligence Service are pursuing, in Geneva, the activities to which I referred in my previous reports. Their work is concerned mainly with the preparation of the *Statistical Year-Book* and of the *Monthly Bulletin of Statistics*—of which, I would recall, a parallel edition is produced at Princeton, for distribution in the countries accessible from that centre. These two publications, and the work connected with them, are, moreover, closely related and, in practice, inseparable.

The preparation of the Geneva edition of the *Monthly Bulletin of Statistics* has proved to be no less difficult than in the preceding years, notwithstanding some improvement in the situation. Several countries, indeed, have resumed the practice of regularly transmitting to Geneva information concerning their economic conditions. Nevertheless, the basic documents received are, in many cases, fragmentary and uncertain. Efforts have, however, been made to maintain the customary interest of this publication. In addition to continuing the tables which are a traditional feature of this periodical, special subjects are dealt with month by month. From Geneva, about 550 copies of the *Bulletin* are distributed each month.

The statistical information thus assembled in Geneva, relating mostly to European countries, is transmitted each

month to Princeton, for the purposes of the edition issued there. Information is also exchanged each month with the International Labour Office at Montreal.

The *Statistical Year-Book 1943/44*, in the preparation of which the same difficulties are encountered as have just been mentioned in regard to the *Bulletin*, will, I hope, be published shortly. It has seemed, for many reasons, to be desirable to continue the series of this publication, the importance of which as a source of statistical information has long been recognised. The data brought together in the *Statistical Year-Book* are inevitably less comprehensive than formerly and gaps have become more numerous year by year. None the less, as proved to be the case with the 1941/42 issue, the forthcoming volume, when it appears—perhaps at a particularly opportune moment—will be a valuable instrument of work and of reference for a large number of persons.

The work of assembling documentary material which is being pursued in Geneva, chiefly with a view to the two publications mentioned above, has served also for the purpose of replying to various requests for information received, more particularly, from the organs of U.N.R.R.A.

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It remains for me to record with deep regret the death of several members of the Committees of the Economic and Financial Organisation : Sir Frederick PHILLIPS, G.C.M.G., C.B., Chairman of the Delegation on Economic Depressions and member of the Financial Committee since 1937 ; Dr. V. POSPISIL, member of the Financial Committee since its creation ; and Dr. G. H. C. HART, who was appointed to the Delegation on Economic Depressions in 1943.

## 8. COMMUNICATIONS AND TRANSIT

In my previous reports I mentioned the far-reaching modifications which have been progressively taking place, since the beginning of the war, in the field of communications, in regard to structure and organisation as well as methods of

operation. The same tendencies prevailed throughout 1944. On the one hand, the special importance assumed by transport during the present war has continued to increase in all countries, both in connection with the hostilities themselves and in the field of economic necessities. On the other hand, the efficiency of the transport system has, in many cases, been greatly reduced owing to various war-time factors. Thus, the transport facilities still available, after deduction of those essential to the war effort, determine more and more the extent of the economic interchange of commodities, both within the various countries and between one country and another, with the result that these interchanges are often reduced to a minimum that is intended only to cover, as far as possible, indispensable needs.

This unsatisfactory situation of the transport system—in the first place, in countries directly affected by hostilities, but also, although to a lesser degree, in regions comparatively distant from military operations—must be closely followed in view of the influence it will exert in the post-war period, when the part to be played by communications, both national and international, will be of primordial importance in connection with relief and reconstruction action. Hence the necessity for a rapid restoration, after the cessation of hostilities, of the essential means of communication and of their working.

In order to be informed of these developments and the consequences that may be expected to follow from them, the Secretariat continues to collect and to record regularly all available relevant information, with particular reference to Continental Europe, where the transport situation calls for special attention. In fact, the deterioration of European means of communication is constantly becoming more serious, as a consequence of over-use with resulting abnormal wear and tear, the dispersion of transport material, the dearth of suitable fuel and lubricants and, finally, as a result of inadequate upkeep owing to lack of qualified workmanship and of the materials necessary for the purpose—in addition, of course, to the progressive destruction wrought by fighting, air-raids, sabotage action, etc.

In regard to two means of communication, however, there will probably be no great difficulty on the cessation of hostilities and the removal of the restrictive measures applied in war-time.

So far as maritime shipping is concerned, this anticipation would seem to be justified in view of the continuous and intensive construction of merchant tonnage—to the most marked degree in the United States of America and, to a lesser extent, also in the United Kingdom and in certain other countries, Canada amongst others. The condition of the principal harbours at the time will, however, be a determining factor in this connection.

In the matter of air transport, the immediate post-war period will certainly be marked by considerable progress as a result of the great technical experience gained during the war and also owing to the large number of military transport aircraft and trained crews that will become available after the cessation of hostilities and the numerous aerodromes that have been built for military purposes in most countries.

The special importance that will be assumed by international air transport after the war is demonstrated, *inter alia*, by the fact that, of the whole sphere of transport questions, it was in this particular field that the first negotiations of a preliminary character took place—first between the countries members of the British Commonwealth and then between the principal Allied Powers—as a preparatory step towards the International Conference on Civil Aviation, which met in Chicago in November 1944, with the object of laying the foundations for the status of air navigation after the war.

Finally, with regard to the present transport situation of the world as a whole, it may be pointed out that, in certain regions, where transport systems were previously not very highly developed—as for instance in the Near and Middle East, in Africa, in Central and South America, and in certain parts of the Soviet Union—new and improved means of communication have been established since the beginning of the present war, and this will certainly be an important factor in the general transport situation in the post-war period.

In following these various problems, moreover, the competent branch of the Secretariat—as the League's work in the sphere of the Organisation for Communications and Transit could not yet, owing to circumstances, be resumed by its various committees—has devoted particular attention to the action envisaged in the transport field by the United Nations Relief and Rehabilitation Administration (U.N.R.R.A.). In fact,

both the Agreement itself establishing U.N.R.R.A. and the resolutions adopted at the first session of its Council at Atlantic City contain numerous provisions concerning the restoration to satisfactory working conditions of means of communication in liberated areas and the organisation and co-ordination of the transportation of relief and rehabilitation supplies, as well as displaced populations. Further, the U.N.R.R.A. Committee for Europe took over the work of the Inter-Allied Committee on European Post-war Relief, established in London in September 1941, whose Sub-Committee for Inland Transport had already been engaged in considerable preliminary work concerning the restoration of transport in Continental Europe.

In this connection and with a view to contributing to the examination of questions relating to the preparation and application of the various measures thus envisaged, and in order, at the same time, to facilitate a possible subsequent collaboration of the Organisation for Communications and Transit in this work, the Secretariat undertook, *inter alia*, investigations concerning the experience gained at the end of the first world war in approaching problems that were similar though probably of much lesser magnitude. It directed its attention more particularly to the various actions undertaken at that time, under the League's auspices, with the aim of restoring and reorganising communications. The actions in question related to general measures to facilitate communications and to technical assistance given by the League to Governments in some particular cases. These past experiences, as set forth in the relevant study prepared by the Secretariat<sup>1</sup>, and the suggestions to be derived from them, may be of considerable value in the effort for recovery that will have to be made.

In carrying out these investigations in connection with immediate post-war problems, the Secretariat is also taking account of a more permanent object—namely, the long-term reconstruction of means of communication which will follow the relief period, and the establishment of a more fully co-ordinated peace-time transport system, the necessity for which is nowadays generally recognised in view, among other reasons,

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<sup>1</sup> *Transport Problems which arose from the War of 1914-1918 and the Work of Restoration undertaken in This Field by the League of Nations* (document C.29.M.29.1944.VIII).



of the important part played by transport in the improvement of the standard of living. Finally, as regards the constitutional aspect itself, consideration is given to the question of providing a basis for organised collaboration in the future between countries in the field of communications, within the general framework of the international organisation.

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## II. QUESTIONS OF A SOCIAL AND HUMANITARIAN CHARACTER

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### I. HEALTH QUESTIONS

In normal times, the activity of the Health Organisation centred chiefly round the work of its Health Committee, its technical Commissions and Sub-Commissions, and the large number of experts who were members of those bodies and who, in the scientific institutes of all continents, carried out, each for his part, the research entailed by the requests for technical advice received from Governments. The members of the Health Section, who acted as the secretaries of these Commissions and Sub-Commissions, were concerned mainly with preparing and facilitating their work and with co-ordinating the results achieved. The functioning of certain permanent services—the receipt and transmission of epidemiological information conducted in Geneva and at Singapore, the preparation and regular distribution of standards of biological products carried out at Copenhagen and in London—represented only a small part of the work performed by the Health Organisation, a part, moreover, which attracted little attention and little comment because of its continuity and relative uniformity.

The fact that frontiers have been more or less hermetically closed as a result of the war has profoundly modified this situation. It became difficult—and, later, practically impossible—to arrange meetings of international committees.

In consequence, the work of the permanent services became the very core of the activity of the Health Organisation.

It should be recalled, however, that though, formerly, the members of the Health Section devoted themselves chiefly to facilitating the research work of the Commissions of which they were the secretaries, they nevertheless gave a considerable

part of their time to the duty of replying to the requests for technical information which reached them from all quarters.

This part of the work assumed such large proportions that, early in 1940, a decision was taken to set up a documentation service for the purpose of helping the members of the Section in this task and supplementing their resources in regard to questions that did not come within the field in which they were specialists.

The requests for documentary material, information and technical advice received by the Health Section have increased in number during recent years and the furnishing of such advice has become one of the major functions of the Section during the war.

(a) *Biological Standardisation.*

There is general recognition of the importance attaching to the exact measurement of the effects of medicaments, sera, glandular extracts, vitamins, etc., whose activity is not in direct relation to their weight and can be determined only by tests on animals.

Over a period of twenty-two years, the Permanent Commission on Biological Standardisation and its Sub-Commissions have worked out, for more than 30 therapeutic substances, the most accurate methods for assaying their activity in animals. They have also established standards for these substances and have devised methods by which the scientific institutes, whose duty it is to test medicaments in the various countries, are enabled to ensure their uniformity and constancy of action by comparison with the standards. These standards are not merely theoretical values, but definite substances, prepared and measured with extreme precision by the specialised services of the two great institutes which, in this matter, act as central laboratories for the Health Organisation—viz., the Danish State Serological Institute (Statens Serum Institut), at Copenhagen, for therapeutic sera, and the National Institute for Medical Research, Hampstead, London, for vitamins, hormones and other medicaments. The standards are distributed every six months by these central laboratories to the national institutes. This distribution has

been maintained during the war and the Health Section in Geneva served as a relay station and deposit when direct postal transmission became impossible as a result of the hostilities. The way in which the belligerents have respected these consignments of humanitarian and scientific value deserves mention.

The scientific staff of the Biological Standardisation Service of the National Institute for Medical Research at Hampstead found it necessary, during the war, to renew the standard substances—stocks of which were approaching exhaustion—in respect of a whole series of international standards.

In the replacement of each substance, every care was taken and all practicable tests and examinations were carried out at the Hampstead Institute—whenever possible in collaboration with experts in other countries—to ensure that these replacement international standards should conform fully to the requirements of the original standards as defined and recommended for adoption by the Permanent Commission on Biological Standardisation.

A description of the work entailed was published, at the end of 1943, in a special number of the *Bulletin of the Health Organisation* (Vol. X, No. 2). This number also contains a description of a new international preparation of the anterior lobe of the pituitary gland of the ox, made up in accordance with the recommendations passed by the Third International Conference on the Standardisation of Hormones (1938). The material is now available for distribution by the Hampstead Institute in order to facilitate the comparative assay of certain active principles contained in the anterior lobe of the gland, for which the establishment of separate standards was not considered practicable.

The same number of the *Bulletin* contains also observations concerning tetanus toxins and antitoxins, and a description of the provisional international standard for heparin (an anti-coagulant substance employed in surgery). It describes also the measures taken by the Hampstead Institute to ensure the continuance of regular supplies of serum standards to countries which can no longer be reached from Copenhagen, where the State Serum Institute has so far acted as world distributing centre for these standards.

The Copenhagen Institute, which in June 1944 was still in a position to distribute serum standards to 49 of the 75 institutions it formerly supplied regularly, had also to replenish the stock of standard preparations for gas-gangrene antitoxins of two different types. For this purpose, suitable sera were selected and desiccated and their potency was determined as accurately as possible in terms of the international standards previously adopted. Thus, notwithstanding the war, the regular distribution of the 35 international biological standards so far adopted by the Commission proceeds throughout the world without interruption.

At the request of the British member of the Health Committee, the secretary of the Permanent Commission on Biological Standardisation carried out a preliminary investigation of the potency of existing yellow-fever vaccines and the duration of the protection they confer.

Consultation of the institutions concerned with the preparation of such vaccines in the United States showed that the protection given by these vaccines could be expected to last for four years when the vaccines possess a specified toxicity for laboratory animals.

This opinion was conveyed to, and accepted by, the Committee of experts set up in London by the United Nations Relief and Rehabilitation Administration (U.N.R.R.A.) to consider various quarantine questions bearing on the repatriation of persons who have had to leave their country as a result of the war.

This is of very definite practical value, as it will enable the present two years' validity of the vaccination certificate required for travellers passing through yellow-fever-infected areas to be extended to four years.

The standardisation of typhus-fever vaccines—the importance of which cannot be over-estimated in present circumstances—is also under consideration by the Permanent Commission on Biological Standardisation.

Most people are aware of the great progress in the treatment of infections made possible by the discovery of *penicillin*, a product of extraordinary anti-microbial potency extracted from certain moulds. Following this discovery, a great deal of research work was undertaken with a view to finding means

of producing appreciable quantities of penicillin and similar substances. It therefore became urgent to adopt uniform criteria of the efficacy of these various substances and to standardise penicillin. A Conference of experts from Great Britain, the United States, Canada, Australia, France, South Africa and India was accordingly organised by the Permanent Commission on Biological Standardisation and was held in London in October 1944, under the chairmanship of Sir Henry H. Dale, President of the Royal Society. The Conference had the advantage of the participation of Sir Alexander Fleming, the discoverer of the drug. It was able to reach agreement and define a provisional international unit of penicillin.

(b) *Epidemiological Intelligence.*

It is not necessary to refer again to the way in which the Epidemiological Intelligence Service has been adapted to the new and changing conditions created by the war. It will suffice, on the present occasion, to mention merely the modifications in the functioning of this Service which have been introduced in 1943/44. During that year, the policy followed by the Soviet, British and American censorship authorities, in practice, restricted its field of information to Europe and certain countries in Africa and the Near East, data relating to America being represented mainly by the cabled information received from the Pan-American Sanitary Bureau concerning pestilential diseases in the Western Hemisphere.

Though the geographical field of the effective activity of the Service has been confined to Europe, the interest attaching to the health situation of that continent has been greater than ever. The Service has accordingly concentrated all its efforts on that area.

In addition to recent episodic information concerning pestilential diseases—typhus fever and smallpox—tables have been introduced into the *Weekly Epidemiological Record* relating to each of the contagious diseases of importance in Europe : e.g., diphtheria, scarlet fever, typhoid, dysentery, poliomyelitis, cerebro-spinal meningitis, etc. These tables give, for each country, not only the most recent figures, but also those recorded

during each month of the previous six years, together with comparative data extending over the eleven years preceding the war. A special typographical arrangement brings out clearly those figures which exceed the computed "normal" for each month of that period. By this means, it is possible for readers to gain an idea of the situation even if they are unacquainted with the usual range of variation of contagious diseases in the different countries.

Notes have been published embodying comments on these tables. Other notes have dealt with epidemic diseases which are temporarily of special interest—*e.g.*, influenza (which prevailed in an epidemic though mild form in North America and in Western Europe from November 1943 to February 1944), epidemic hepatitis (the recent wide extension of which was a subject of concern to health authorities), dysentery, relapsing fever, etc.

Concurrently, studies were conducted on the recent trend, in the countries and large towns of Europe, of general mortality, infant mortality and mortality from tuberculosis, the rates for which make it possible to measure the harmful effects produced on health by war and, in particular, by the food shortage which prevailed in the greater part of occupied Europe. Preliminary tables on general mortality and infant mortality were published in the *Weekly Epidemiological Record*. More detailed data accompanied by comments and diagrams are, moreover, given in the *Bulletin of the Health Organisation*, Vol. X, No. 4, under the title "Health in Europe—a Survey of the Epidemic and Nutritional Situation".

The last-named monograph will be followed by two others on the state of health and mortality of children and of adults respectively in relation to the nutritional situation in the various countries.

The epidemic situation and the nutritional condition of Europe are naturally at present receiving the attention not only of national health authorities but also of the international relief organisations, whose action in the matter of medical, pharmaceutical and nutritional relief must be based on the most accurate information obtainable, so that unnecessary preparatory work may be avoided and efforts may be concentrated on real needs.

In Geneva, the Epidemiological Intelligence Service has been able to furnish information and technical advice to the various organs of the International Red Cross which have applied to it for that purpose.

The Head of the Service has also placed the information and experience acquired by the Service at the disposal of several groups of medical officers and social workers who are being specially trained for post-war anti-epidemic action by the Swiss Red Cross, the Polish Red Cross and various other private relief organisations. With this object, series of lectures were given on the health situation and health problems of the war and post-war periods.

First in the United Kingdom and, later, in the United States, another member of the Section furnished to official international relief organs and to medical men and public health specialists, at conferences of medical associations and in special meetings, the observations and statistics assembled by the Section on these questions.

The services of this official were lent, in the first place, for several months to the American Relief Organisation and then to the United Nations Relief and Rehabilitation Administration (U.N.R.R.A.).

As this liaison of a personal character proved to be insufficient, the Health Section opened a liaison unit at Washington in May 1944. The staff of that unit, which includes, amongst others, the former chief statisticians of the League of Nations Epidemiological Intelligence Service at Geneva and Singapore respectively, is particularly adapted for interpreting the information transmitted each week from Geneva by cable and airmail concerning developments in the health situation.

The same information is sent also, in the same way, to the medical service of the European regional centre of U.N.R.R.A. in London.

The Washington unit of the Health Section is preparing an edition of a monograph on the health situation in Europe which will be, for American readers, a companion study to the one issued in Geneva. Similarly, it has, since the end of May 1944, published a *Weekly Digest of Routine Information*, corresponding to the Geneva *Weekly Epidemiological Record*, of which it precedes the arrival in America.



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

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

(c) *Health Information and Documentation.*

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

League of Nations Economic Intelligence Service both in Geneva and at Princeton regarding rationing and consumption<sup>1</sup>.

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

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

## 2. CONTROL OF THE DRUG TRAFFIC

An account of the situation in regard to international collaboration in the field of narcotic drugs was given in the Report for 1942-1943<sup>2</sup> and included work connected with preparations for the post-war period. During the year under review, the work of the International Drug Administration, which forms the machinery instituted by the League of Nations and the drug conventions, has continued, on the whole, on the same lines. There have, however, been some important developments which should be mentioned here.

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<sup>1</sup> *Food Rationing and Supply, 1943/44*, Ser. L.O.N. P. 1944.II.A.3, 101 pages.

<sup>2</sup> "Rationing of Foodstuffs in Certain Countries of Europe, 1939-1944", *League of Nations Monthly Bulletin of Statistics*, Vol. XXV, No. 6, 1944, pages 155-177.

<sup>3</sup> See document C.25.M.25.1943, pages 58 to 68.

(a) *Abolition of Opium-smoking.*

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

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

The declarations by the two Governments are quoted below :

*Declaration by the Government of the United Kingdom :*

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

brought about in social conditions during the twenty years preceding the Japanese aggression much progress has been made towards the suppression of opium-smoking.

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

*Declaration by the Government of the Netherlands.*

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

“This decision is based on the following considerations.

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

“For many years past the Netherlands Indies Opium Monopoly has endeavoured to restrict the use of opium as much as possible in order to pave the way for total prohibition, as the ultimate aim of the Netherlands Government's opium policy. Encouraging results had been reached and the total consumption was steadily decreasing.

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

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

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

“The Chinese Government has noted with great satisfaction the statement of the British and the Netherlands Governments of November 10th announcing their decision that opium-smoking will be prohibited and opium monopolies will not be re-established in their territories to be freed from Japanese occupation. This announcement is most welcome, for it has been the constant policy of the Chinese Government to seek the eradication of the

abuse of opium, its derivatives and other dangerous drugs. A two-year programme for the suppression of the illegal use of manufactured drugs and a six-year programme for the suppression of opium-smoking have been strictly carried out in free China since 1934, in spite of the Sino-Japanese war. Since 1940, opium-smoking and poppy cultivation are absolutely prohibited in this country and it is the firm intention of the Chinese Government to enforce this prohibition also in all the areas which will be liberated from the Japanese occupation and in which our enemy has been deliberately spreading the use of narcotics in order to weaken our resistance and demoralise our people.

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

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

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

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

"For many years it has been the policy of the United States Government, domestically and internationally, in co-operation with other Governments, to seek the eradication of the abuse of opium and its derivatives. To this end it initiated the movement resulting in the calling of the International Opium Com-

mission at Shanghai in 1909. It participated in the Conference called at The Hague which resulted in the Hague Opium Convention of 1912. Article 6 of that Convention provided for the gradual suppression of the manufacture, the internal traffic in and the use of prepared opium. Subsequently, each of the Governments, parties to the Hague Opium Convention, having possessions in the Far East enacted legislation which it deemed to be appropriate for the fulfilment of this article. The United States Government met its obligations under the Hague Convention through legislation which effectively prohibited the manufacture, importation, or sale of smoking-opium both at home and in its possessions.

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

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

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

The French Committee of National Liberation at Algiers (now the Provisional Government of the French Republic) has contemplated abolishing opium-smoking and the Government Opium Monopoly in the Union of Indo-China after the liberation of this territory from Japanese occupation. It is hoped that the Government of Portugal will, in the near future, announce its decision to abolish opium-smoking in Portuguese Macao. Authorised opium-smoking and Government Opium Monopolies also exist in Thailand and in two Japanese territories—namely, Formosa and Kwantung Leased Territory. The question of the abolition

of opium-smoking there will no doubt find its solution in connection with the settlements which will follow the end of the present world war. With the disappearance of the Government Opium Monopolies, the revenue obtained by Governments from the sale of prepared opium will also disappear.

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

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

In view of the good prospects of the abolition of opium-smoking everywhere after the war, the problem of the limitation and control of the production of raw opium has acquired added



importance and urgency. As the two Governments concerned have pointed out, the success of the enforcement of prohibition will depend on steps taken to limit raw-opium production.

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

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

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

<sup>2</sup> This quantity includes only the quantities used for licit manufacture and does not take into account such quantities as may have been illegally used in China and other countries and territories in the Far East for conversion into prepared opium for smoking.

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

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

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

This reduction in demand can by no means be compensated by an increase in the medical use of opium alkaloids. Medical requirements will no doubt increase, but this is a slow development resulting from better medical and social care of the peoples. In this situation, the opium-producing countries have themselves the greatest interest in an international regulation of opium production. They do not want to be in the position of producing opium which is supplied to the illicit traffic. It would be no

exaggeration to state that in the near future the legitimate demand for opium will decrease to such an extent that the quantity which is needed will be so small that, if divided between several producing countries, opium production will not be worth while to them.

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

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

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

In order to make possible further advance in the preparation of the convention, the Advisory Committee on Traffic in Opium and Other Dangerous Drugs should meet as soon as convenient to consider the appropriate solutions for the above-mentioned three problems and, in general, to review the whole limitation scheme in the light of events since 1939. In the meantime,

the Secretariat continues its preparatory work on the draft convention in accordance with the instructions given to it by the Advisory Committee at its last session (May 1940). The Secretariat can naturally make suggestions for the solution of the outstanding problems, but no real progress can be made until the Advisory Committee—on which most of the Governments materially concerned are represented—has had an opportunity of meeting and agreeing on the solutions to be put before Governments and, later, before an international conference.

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

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

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

they should, as soon as circumstances permit, again be brought within the orbit of international co-operation.

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

tions to give any assistance or information which may be required in this connection.

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

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

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

In addition, a synthetic substitute for morphine is finding somewhat extensive use. The drug is known in Continental Europe under the name "Dolantin", in the United Kingdom as "Pethidine", in the United States as "Demerol", and in Latin America as "Dolantina". It was first put on the market some time before the outbreak of war in Europe by a German

manufacturer and is now also manufactured in the United Kingdom and the United States. It has been mentioned above that, according to present knowledge of the effects of the drug, it appears to be a useful substitute for morphine but also that it is habit-forming—that is to say, dangerous. A number of countries have already taken steps to apply to the drug the control provisions of the narcotic drug legislation; other countries are taking such steps or are adopting other appropriate measures. The procedure for bringing the drug within the scope of the Geneva Convention of 1925 in virtue of its Article 10 has been initiated and a recommendation to all parties to the Convention to agree to apply its provisions to the synthetic drug may soon be expected.

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

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

co-operation in this field. The main task of the Committee is the campaign against illicit traffic and addiction and all the problems now mentioned form part of this main task. There are other important aspects of the drug question which require the Committee's attention, but only those mentioned above, which seem to be the most urgent, could conveniently be dealt with at a session convened in present circumstances.

(f) *Ratifications and Accessions to Conventions.*

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

*The Hague Convention of 1912 :*

Paraguay, Afghanistan, Sa'udi Arabia and Egypt.

Number of parties in March 1945 : 63

*The Geneva Convention of 1925 :*

Paraguay.                      Number of parties in March 1945 : 54

*The Limitation Convention of 1931 :*

Paraguay.                      Number of parties in March 1945 : 63

*The 1936 Convention for the Suppression of the Illicit Traffic :*

France, Colombia, Egypt.

Number of parties in March 1945 : 13

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

(g) *Future Organisation of International Drug Control.*

The Secretariat has made studies of the place of international drug control in the world organisation. The principal result is that experience of the operation of the international drug



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

(h) *Administrative Arrangements.*

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

### Supervisory Body.

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

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

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

#### *I. Application of the Estimate System in 1943.*

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

The following table shows the situation at the end of the year 1943 :

Continent	Estimates				Total
	furnished by Governments		established by the Supervisory Body		
	Countries	Territories	Countries	Territories	
Europe . . . . .	19	2	13	—	34
America (North, Central, South) . . . . .	23	18	—	4	45
Asia . . . . .	6	8	2	16	32
Africa . . . . .	5	29	1	15	50
Oceania . . . . .	2	6	—	8	16
Total . . . . .	55	63	16	43	177

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

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

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

Drug	World Totals of the Estimates		Net increase
	as shown in the Statement for 1943	as modified by supplementary estimates	
	Kg.	Kg.	Kg.
Morphine . . . . .	49,625	56,634	7,009
Diacetylmorphine . . . . .	814	1,023	209
Cocaine . . . . .	5,188	6,240	1,052
Codeine . . . . .	35,106	41,984	6,878
Dionine . . . . .	3,381	4,075	694

II. Statement of "Estimated World Requirements of Dangerous Drugs in 1944".

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

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

Continent	Estimates				Total
	furnished by Governments		established by the Supervisory Body		
	Countries	Territories	Countries	Territories	
Europe . . . . .	17	2	15	—	34
America (North, Central, South) . . . . .	23	22	—	—	45
Asia . . . . .	6	10	2	14	32
Africa . . . . .	6	41	—	3	50
Oceania . . . . .	2	9	—	5	16
Total . . . . .	54	84	17	22	177

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

The effect of the war on the application of the estimate system can be judged from the following table :

*Abbreviations:* C. = countries. T. = territories.  
 Furnished; Estimates furnished by Governments;  
 Framed; Estimates established by the Supervisory Body.

Year	EUROPE				AMERICA				ASIA			
	Furnished		Framed		Furnished		Framed		Furnished		Framed	
	C.	T.	C.	T.	C.	T.	C.	T.	C.	T.	C.	T.
1940 . . . .	29	2	3	0	23	22	0	0	8	23	0	1
1941 . . . .	22	2	10	0	21	22	2	0	7	22	1	2
1942 . . . .	19	2	13	0	23	16	0	6	7	15	1	9
1943 . . . .	19	2	13	0	23	18	0	4	6	8	2	16
1944 <sup>1</sup> . . . .	17	2	15	0	23	22	0	0	6	10	2	14

Year	AFRICA				OCEANIA				TOTAL			
	Furnished		Framed		Furnished		Framed		Furnished		Framed	
	C.	T.	C.	T.	C.	T.	C.	T.	C.	T.	C.	T.
1940 . . . .	5	41	1	3	2	14	0	0	67	102	4	4
1941 . . . .	4	38	2	6	2	14	0	0	56	98	15	8
1942 . . . .	4	30	2	14	2	10	0	4	55	73	16	33
1943 . . . .	5	29	1	15	2	6	0	8	55	63	16	43
1944 <sup>1</sup> . . . .	6	41	0	3	2	9	0	5	54	84	17	22

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

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

<sup>1</sup> Figures as at June 15th, 1944.

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

#### Permanent Central Opium Board.

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

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

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

Out of the 66 metropolitan countries and the 99 colonies, dependencies, etc., which are covered by the Conventions, the Board received, in respect of the year 1942, full or partial

returns from 52 metropolitan and 51 other authorities. The volume of information received was considerably greater than that transmitted in respect of 1941 or any previous war year.

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

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

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

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

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

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

already received the attention of the military and civil authorities concerned.

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

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

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

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

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

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

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

The Board recalls the fact that the only duty placed upon it by these Conventions is that of supervision exercised by the examination *ex post facto* of statistics and returns furnished by the authorities of the various countries. It neither has the



power, nor is it equipped, to exercise control itself, or to secure information, directly in any given country or area. Only the Powers concerned will, in the first instance, be in a position to ensure an effective control.

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

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

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

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

### 3. SOCIAL QUESTIONS

Work relating to social questions has, as far as possible, been continued within the restricted limits mentioned in my previous report<sup>1</sup>, circumstances still being such as to prevent any extension of that work.

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

<sup>1</sup> Document C.25.M.25.1943, pages 68 *et seq.*

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

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

#### *Child Welfare.*

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

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

The Australian Association reaffirms the five clauses of the declaration of the rights of the child, known as the "Declara-

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<sup>1</sup> *Prevention of Prostitution: A Study of Measures adopted or under consideration particularly with regard to Minors* (document C.26.M.26.1943.IV).

<sup>2</sup> Document C.Q.S./B./50.

tion of Geneva", which the Assembly of the League of Nations endorsed at its 1924 session :

" I. The child must be given the means requisite for its normal development, both materially and spiritually ;

" II. The child that is hungry must be fed ; the child that is sick must be nursed ; the child that is backward must be helped ; the delinquent child must be reclaimed ; and the orphan and the waif must be sheltered and succoured ;

" III. The child must be the first to receive relief in times of distress ;

" IV. The child must be put in a position to earn a livelihood and must be protected against every form of exploitation ;

" V. The child must be brought up in the consciousness that its talents must be devoted to the service of its fellowmen."

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

#### 4. INTERNATIONAL ASSISTANCE TO REFUGEES

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

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<sup>1</sup> Document C.23.M.23.1944.XII.

<sup>2</sup> The Intergovernmental Committee was set up at the Evian Conference in 1938, and was composed of the thirty-two States that took part in the Conference.

1943, this Committee adopted several important decisions :

A. The competence of the Committee was enlarged so as to include all those persons who, as a result of events in Europe, have had to leave, or may have to leave, their countries of residence because of the danger to their lives or liberties on account of their race, religion or political beliefs.

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

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

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

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

It is scarcely necessary to emphasise the far-reaching scope of the task falling upon the Intergovernmental Committee, with which Sir Herbert Emerson co-operates, in the capacity of Honorary Director. Though it is true that other organs have been created during the war for the purpose of giving valuable support to work on behalf of refugees, the chief organ that remains charged with the whole of the problem is the Intergovernmental Committee, with which the High Commissioner was expressly instructed to maintain relations by the Assembly

of 1938. It is, moreover, in virtue of the mandate conferred upon him by that Assembly that the High Commissioner keeps in constant and close touch with the Governments concerned and with competent bodies of an official character such as U.N.R.R.A. and the War Refugee Board<sup>1</sup>, set up by the Government of the United States.

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

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

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<sup>1</sup> The War Refugee Board was established in Washington early in 1944 for the purpose of furnishing immediate relief to the victims of oppression who were in imminent danger of death in the territories of the so-called Axis countries.

is even growing in horror every day, as is proved, for instance, by the treatment recently inflicted on the Jews in Hungary.

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

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In regard to the collaboration of States with the League of Nations High Commissioner for Refugees, it should be noted that the Provisional Government of the French Republic, having cancelled the decisions taken at Vichy in 1941 and 1942, is, since November 1944, applying the Agreement signed in Geneva on June 30th, 1928, concerning the functions of the representatives of the League of Nations High Commissioner for Refugees<sup>1</sup>, and also all the Articles of the Convention of October 28th, 1933, relating to the International Status of Refugees.

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<sup>1</sup> See document C.32.M.32.1944.XII.

### III. QUESTIONS OF A LEGAL AND ADMINISTRATIVE CHARACTER

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#### I. LEGAL QUESTIONS

##### (a) *Registration and Publication of Treaties.*

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

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

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

##### *Communication of Ratifications and Accessions.*

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

*Publication of the Twenty-first List of Signatures, Ratifications and Accessions in respect of Agreements and Conventions concluded under the auspices of the League of Nations (doc. C.25.M.25.1943.V. Annex, Geneva, July 10th, 1944).*

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

The Twenty-first List, which differs somewhat from previous Lists, is so presented as to give a general view of the legislative work of the League of Nations since its foundation.

Certain general explanations are given in the Introduction which make clear, in particular, what is to be understood by the term "Agreements and Conventions concluded under the auspices of the League of Nations".

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

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

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

On the other hand, in the case of the Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice, which provides for the compulsory jurisdiction of that Court, the number of States bound thereby has fallen from 38 to 31, owing to the fact that some undertakings have not been renewed on the expiration of the period for which they were assumed<sup>1</sup>.

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

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

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<sup>1</sup> The States which have not renewed the undertaking in question are: Albania, Belgium, France, Lithuania, Monaco, Peru, Roumania.



(ii) Book II relates to Labour Conventions.

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

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

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

(b) *General Studies.*

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

One of these studies was published during the second half of 1944. It deals with the " Powers and Duties attributed to the League of Nations by International Treaties " <sup>1</sup>.

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

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

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<sup>1</sup> Document C.3.M.3.1944.V. This document was prepared by a former member and sometime Acting Director of the Legal Section of the Secretariat, Mr. Hugh McKinnon Wood.

effective. The publication does not claim to cover the whole field of international co-operation by treaty under the auspices of the League during a quarter-of-a-century. Its object is strictly limited and practical : it seeks to call attention to the cases in which the disappearance of the League would leave without any organ competent to perform them functions which relate to or form part of the operation of international treaties and agreements.

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

## 2. MANDATES

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

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

Origin of the mandates system ;

The principles of the mandates system ;

The control of the mandatory administration by the League of Nations ;

The moral, social and material welfare of the natives ;

The population of the mandated territories (vital statistics, health statistics, etc.).

### 3. THE LEAGUE BUDGET

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

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

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

### 4. THE STAFF OF THE SECRETARIAT

During the first years of the war, the staff of the Secretariat was reduced to the extreme limit. During the past two years, the work already undertaken by certain Governments with a view to post-war reconstruction and by organs, such as U.N.R.R.A., created to co-operate in that work has led them to have recourse with increasing frequency to the experience and collaboration of the services of the Secretariat.

Table A.

	1939	1940	1941	1942	1943	1944	1945
	(Swiss francs)						
1. Secretariat . . . . .	16,188,063	10,771,957	3,729,302	3,446,385	3,434,259	3,127,477	3,126,817
2. International Labour Organisation . . . . .	8,394,243	6,351,600	3,253,000	3,169,302	3,835,026 753,161 <sup>1</sup>	3,725,534	7,851,517 661,499 <sup>2</sup>
3. Permanent Court of International Justice	2,839,689	2,383,638	500,000	500,000	456,608	471,465	471,226
4. Pensions Fund . . . . .	1,710,118	1,563,476	1,500,000	1,427,059	1,409,272	1,345,436	1,365,550
5. Other special organisations	3,101,899	380,737	250,476	207,732	219,618	220,365	236,589
6. Restoration of deficits for previous years .	—	—	1,426,933	896,984	1,280,432	1,198,772	1,155,211
<b>Total . . . . .</b>	<b>32,234,012</b>	<b>21,451,408</b>	<b>10,659,711</b>	<b>9,647,462</b>	<b>11,388,376</b>	<b>10,089,049</b>	<b>14,868,409</b>

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

<sup>2</sup> This amount has been provided for the restoration of the special advance granted to the International Labour Organisation in 1944 from League funds.

Table B.

	1939	1940	1941	1942	1943	1944	1945
	(Percentage of the Budget)						
1. Secretariat . . . . .	50.22	50.21	34.99	35.73	30.15	31.00	21.03
2. International Labour Organisation . . . . .	26.04	29.61	30.52	32.85	33.67 6.61 <sup>1</sup>	36.92	52.80 4.45 <sup>2</sup>
3. Permanent Court of International Justice . .	8.81	11.11	4.69	5.18	4.00	4.67	3.17
4. Pensions Fund . . . . .	5.30	7.29	14.07	14.79	12.37	13.34	9.19
5. Other special organisations	9.63	1.78	2.34	2.15	1.96	2.19	1.59
6. Restoration of deficits for previous years . . .	—	—	13.39	9.30	11.24	11.88	7.77
Total . . . . .	100	100	100	100	100	100	100

<sup>1</sup> See footnote 1 to preceding table.

<sup>2</sup> See footnote 2 to preceding table.

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

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#### IV. LIBRARY

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

##### • I. Collections.

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

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

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

The series of daily newspapers from twenty-eight different countries which have been preserved in the Library, more particularly since 1939, have been listed and added to the

collection which already comprised a number of important daily papers. The Library thus possesses a vast amount of documentary material much of which would otherwise not be readily accessible and which is of special interest as a source of contemporary information.

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

## 2. *Consultations and Publications.*

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

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

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

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



catalogue, and the preparation of a printed catalogue of new volumes acquired during the years 1940 to 1944, thus providing a supplement to the *Monthly List of Books catalogued in the Library of the League of Nations*, the publication of which had to be suspended in March 1940.

## LEAGUE OF NATIONS PUBLICATIONS

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A great part of the work of the League of Nations and its Secretariat is embodied in the publications which it issues. The Secretariat being an International Civil Service, its publications are intended, in the first instance, for the Governments of Members of the League.

From the earliest days of the League, however, the publications produced by the Secretariat have, in nearly all cases—in pursuance of a policy that has been consistently followed—been made available not only to Governments and Government departments but also to the general public. With this object, the Publications Department was organised on the lines of a publishing business. With its network of authorised sales agents in all parts of the world, it has placed the results of the many-sided activity of the League at the disposal of all those who are in any way interested in the various questions with which the League of Nations has had to deal.

This organisation has been maintained in being and has continued, throughout the war years as before, to make available the results of work that has been carried on without interruption despite all difficulties.

One large section of the publications issued by the Secretariat consists of records of the meetings of the Assembly and the Council and of Committees and International Conferences convened by the League. Here will be found not only reports of the discussions but also the official text of the resolutions and recommendations adopted and of the Conventions drafted. Another important section of publications represents the results of studies and enquiries undertaken, frequently in collaboration with experts of the various countries concerned, in execution of programmes of work laid down or approved by the Governments.

The continuity of the work that has gone on through these years of the war is well illustrated by the following observation in the First Report of the Supervisory Commission for the year 1943 :

“ The publication of the two-hundredth volume of the *Treaty Series* of the League of Nations was a notable event. Begun in 1920, this unique series has realised a proposal launched at a diplomatic conference at Berne in 1892—half-a-century ago. By making available the official texts of more than 4,700 treaties, with English and French translations where necessary, raw material for the development of international law has been supplied to the whole world.”

The *Monthly Bulletin of Statistics* is now in its twenty-sixth year, the *Weekly Epidemiological Record* in its twentieth year and the *Monthly List of Selected Articles* in its seventeenth year. The *Bulletin of the Health Organisation*, of which the tenth volume has been issued, was

founded in 1932. The 1942/44 volumes of the *Statistical Year-Book of the League of Nations* and the *World Economic Survey* will be the seventeenth and the eleventh to appear in their respective series.

These, like all the other publications of the League, are not only distributed to Governments of Members and to reference libraries and other official institutions, but are also supplied direct from the Secretariat to private persons who transmit their orders or subscriptions either to the Secretariat or to the authorised sales agents in the different countries.

While recent publications are naturally in great demand, those of previous years constitute a wealth of material on a wide range of subjects of permanent importance and interest, and many of them are in constant request. It has thus become necessary, during the past three years, to issue reprints of the following publications, *inter alia*: *Statistical Testing of Business-Cycle Theories—Volume I: A Method and its Application to Investment Activity*; *The Development of International Co-operation in Economic and Social Affairs*; *Urban and Rural Housing*; and *Raw Materials and Foodstuffs, Production by Countries, 1935 and 1938*. The continued demand for *Prosperity and Depression*, which is universally recognised as the standard work on the theory of economic cycles, led to the publication in 1943 of a new edition of this work enlarged by the addition of a new *Part III*.

The official publications of the League represent, in fact, a common stock of knowledge that has been contributed to by experts in nearly every department of national life—political, social, economic, health, etc.—in most of the countries of the world. They form a unique source of authoritative information. The records of the Sales Department show that not only statesmen and Government officials, administrators and public health officers, but also international lawyers, journalists, teachers, students, industrialists, bankers, social workers and all those who are in any way concerned with the problem of planning and preparing for the future, find, in the publications of the League, material which is of the greatest utility to them in their daily activities.

The far-reaching scope of the material thus placed at the disposal of the public can be seen from the *General Catalogue of Publications 1920-1935* and the four *Supplements* issued by the Publications Department covering the years 1936 to 1939. A special catalogue of selected publications on economic and financial questions of immediate interest in present-day discussions has been published separately. The following pages give a list of publications issued during the period January 1st, 1940—March 31st, 1945.

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## League of Nations Publications

January 1st, 1940—March 31st, 1945

*Note.* — The documents the titles of which are followed by an asterisk (\*) contain both English and French texts. In all other cases, documents are published in separate editions in English and in French.

### *Periodical Publications.*

	St.	s
Official Journal, 21st Year, Nos. 1-3, January-February-March 1940 (50 pp.) . . . . .	2/6	0.60
Official Journal: Index to the Official Journal 1939 (including Minutes of Council Sessions CIV-CVII) (32 pp.) . . . . .	2/-	0.50
Official Journal: Special Supplement No. 193. Signatures, Ratifications and Accessions in respect of Agreements and Conventions concluded under the auspices of the League of Nations. Twenty-first List (197 pp.). . . . .	7/6	2.00

*(The above Supplement also bears the sales number Ser. L.o.N. P. 1944.V.2. See page 95.)*

### Treaty Series. Treaties and International Engagements registered with the Secretariat of the League of Nations:

Volume CXCV, 1939, Nos. 4532-4566* (500 pp.) . . . . .	15/-	3.75
Volume CXCVI, 1939, Nos. 4567-4600 and Annex XLVIII* (507 pp.) . . . . .	15/-	3.75
Volume CXCVII, 1939, Nos. 4601-4620 and Annex XLIX* (427 pp.) . . . . .	15/-	3.75
Volume CXCVIII, 1939, Nos. 4621-4659* (445 pp.) . . . . .	15/-	3.75
Volume CXCVIX, 1939-1940, Nos. 4660-4685* (403 pp.) . . . . .	15/-	3.75
Volume CC, 1940-1941, Nos. 4686-4700 and Annex L* (600 pp.) . . . . .	15/-	3.75
Volume CCI, 1940, Nos. 4701-4731* (422 pp.) . . . . .	15/-	3.75
Volume CCII, 1940, Nos. 4732-4745* (441 pp.) . . . . .	15/-	3.75
Volume CCIII, 1940-1941, Nos. 4746-4783* (443 pp.) . . . . .	15/-	3.75
Volume CCIV, 1941-1943, Nos. 4784-4822 and Annex LI* (470 pp.) . . . . .	15/-	3.75

Special price for any series of twelve consecutive volumes already published . . . . . £7/10/- 37.50

General Index (Volumes CLXXIII-CXCIII) No. 8.		
Treaties Nos. 4001 to 4500 (1936-1939)* (526 pp.) . . . . .	20/-	5.00

*Note.* — *General Indexes* are issued at irregular intervals. Eight *General Indexes* have so far been published. They are not included in the above special price.

	St.	s
<b>Monthly Summary of the League of Nations, Volume XX,</b> Nos. 1-2 (January-February 1940) (35 pp.) . . . . .	2/-	0.40
<b>The Health Work of the League of Nations. Thirty-first Session of the Health Committee. <i>Special Supplement to the Monthly Summary of the League of Nations,</i></b> January 1940 (24 pp.) . . . . .	1/-	0.20
<b>Monthly Bulletin of Statistics :</b>		
Volume XXI, Nos. 1-12, 1940* . . . . .	20/-	5.00
Volume XXII, Nos. 1-12, 1941* . . . . .	20/-	5.00
Volume XXIII, Nos. 1-12, 1942* . . . . .	20/-	5.00
Volume XXIV, Nos. 1-12, 1943* . . . . .	20/-	5.00
Volume XXV, Nos. 1-12, 1944* . . . . .	20/-	5.00
Volume XXVI, Nos. 1-12, 1945* . . . . .	20/-	5.00
Single number . . . . .	1/9	0.45
<b>Health Section of the Secretariat of the League of Nations.</b>		
<b>Epidemiological Report, 19th Year, Statistical Supplement to the <i>Weekly Epidemiological Record</i> :</b>		
1940, No. 1 (R.E.221)* (pp. 1-12) . . . . .	1/-	0.25
1940, No. 2 (R.E.222)* (pp. 13-24) . . . . .	1/-	0.25
1940, No. 3 (R.E.223)* (pp. 25-40) . . . . .	1/-	0.25
1940, No. 4 (R.E.224)* (pp. 41-52) . . . . .	1/-	0.25
1940, No. 5 (R.E.225)* (pp. 53-63) . . . . .	1/-	0.25
<b>Weekly Epidemiological Record :</b>		
15th Year, Nos. 1-52, 1940 (R.H. 723 to 774)* . . . . .	25/-	6.25
16th Year, Nos. 1-52, 1941 (R.H. 775 to 826)* . . . . .	25/-	6.25
17th Year, Nos. 1-53, 1942 (R.H. 827 to 879)* . . . . .	25/-	6.25
18th Year, Nos. 1-52, 1943 (R.H. 880 to 931)* . . . . .	25/-	6.25
19th Year, Nos. 1-52, 1944 (R.H. 932 to 983)* . . . . .	25/-	6.25
20th Year, Nos. 1-52, 1945 (R.H. 984 to 1035)* . . . . .	25/-	6.25
Single number . . . . .	6d.	0.15
<b>Bulletin of the Health Organisation :</b>		
Volume VIII, No. 6, 1939 (pp. 797-912) . . . . .	2/6	0.65
<i>Biological Standardisation IV :</i>		
Enquiry on the Assay of Gas-gangrene Antitoxin (Perfringens) :		
I. Comparative Titrations of Gas-gangrene Antitoxins (Perfringens), by J. Ipsen, Margaret Llewellyn Smith and A. Sordelli.		
II. Comparison of Test Toxins from Various Institutes, by J. Ipsen.		
III. The Antigenic Constitution of Perfringens Toxins produced with Various Strains and Media, by J. Ipsen and R. Davoli.		

Bulletin of the Health Organisation (*continued*):

Volume VIII, No. 6, 1939 (*continued*):

IV. The Preparation of Test Toxins suitable for the Assay of Gas-gangrene Antitoxins (Perfringens), by J. Ipsen.

A Proposed International Standard for Gas-gangrene Antitoxin (Sordelli), by I. Bengston and J. Ipsen.

Analysis of the Assays of Various Samples of the Gonadotrophic Substance of Urine of Pregnancy, by C. W. Emmens.

Memorandum on the International Standard for the Gonadotrophic Substance of Urine of Pregnancy.

Analysis of the Assays of Various Samples of the Gonadotrophic Substance of Pregnant Mares' Serum, by C. W. Emmens.

Memorandum on the International Standard for the Gonadotrophic Substance of Pregnant Mares' Serum.

Analysis of the Assays of Various Samples of the Lactogenic Substance of the Anterior Pituitary Gland, by C. W. Emmens.

Memorandum on the International Standard for the Lactogenic Substance of the Anterior Pituitary Gland.

Volume IX, No. 1, 1940 (pp. 1-130) . . . . . 4/- 1.00

1. *Alcoholism in the Rural Environment*, by Professor G. Szulc.
2. *A Ninth Analytical Review of Reports from Pasteur Institutes on the Results of Anti-rabies Treatment*, by Lieut.-Col. A. G. McKendrick.
3. *Anti-rabic Immunisation: Living Vaccines and Killed Vaccines*, by Professor G. Proca and Dr. S. Bobes.

Volume IX, No. 2, 1940, *Report on Terminology in Malaria* (pp. 131-246) . . . . . 4/- 1.00

Introduction.

Part I. — Commentary:

Section I. — The Malaria Parasites and the Infections to which they give rise.

Section II. — Malaria in the Human Community.

Section III. — Terms applied to the Vector.

Part II. — Glossary.

Bulletin of the Health Organisation (continued) :

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Volume IX, No. 3, 1940-1941 (pp. 247-369) . . . . .	4/-	1.00
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5. <i>The Rice Problem</i> , by A. G. van Veen.		
6. <i>The Rice Problem in Thailand.</i>		
7. <i>Dietary Standards for Filipinos.</i>		
Volume IX, No. 4, 1940-1941 (pp. 370-491) . . . . .	4/-	1.00
<i>Biological Standardisation V :</i>		
Vitamins B <sub>1</sub> , D <sub>2</sub> , D <sub>3</sub> and E.		
Tetanus Antitoxin.		
Antivenenes.		
Volume X, No. 1, 1942-1943 (pp. 1-76) . . . . .	4/-	1.00
1. <i>The Present Menace of Typhus Fever in Europe and the Means of combating it</i> , by Y. Biraud.		
2. <i>Contribution to the Study of Metabolism of Vitamin C and its Elimination in the Urine</i> , by F. M. Messerli.		
Volume X, No. 2, 1942-1943 (pp. 77-154) . . . . .	4/-	1.00
<i>Biological Standardisation VI :</i>		
1. International Biological Standards :		
1a. Some Recent Changes relating to the International Standards for Certain of the Sex Hormones and for Pituitary (Posterior Lobe).		
1b. Memorandum on the Replacement of the Substance of the International Standard for the Oestrus-producing Hormone.		
1c. Memorandum on the Replacement of the Substance of the International Standard for Male Hormones : Androsterone.		
1d. Memorandum on the Replacement of the Substance of the International Standard for the Progestational Hormone of the Corpus Luteum : Progesterone.		

Bulletin of the Health Organisation (*continued*):

Volume X, No. 2, 1942-1943 (*continued*):

- 1e. Memorandum on the Replacement of the Substance of the International Standard Preparation for Pituitary (Posterior Lobe).
- 1f. Memorandum on the International Preparation of Desiccated Ox Anterior Pituitary Gland.
- 1g. Appendix to the Memorandum on the International Standard for the Lactogenic (Crop-gland stimulating) Substance of the Anterior Lobe of the Pituitary Gland (Prolactin, Galactin, Mammothrophin).

The above submitted by the Department of Biological Standards, the National Institute for Medical Research, Hampstead, London.

- 2. Standard Preparations for the Assay of the Three Gas-gangrene Antitoxins, *Cl. perfringens*, *Cl. Vibrion Septique* and *Cl. oedematiens*, by P. Hartley and D. G. Evans.
- 3. Note on the Complexity of Tetanus Toxin, by Margaret Llewellyn Smith.
- 4. Observations on the Variable Interactions of Tetanus Toxins and Antitoxins, by G. F. Petrie.
- 5. Heparin :
  - 5a. The Biological Standardisation of Heparin, by F. C. MacIntosh.
  - 5b. Memorandum on a Provisional International Standard for Heparin (1942), prepared by the Department of Biological Standards, the National Institute for Medical Research, Hampstead, London.

Volume X, No. 3, 1943-1944 \* (pp. [155] 201-556) . . . . . 4/- 1.00

Polyglot Glossary of Communicable Diseases :  
Contribution to the International Nomenclature of Diseases, by Y. Biraud.

Volume X, No. 4, 1943-1944 (pp. 557-772). . . . . 6/- 1.20

Health in Europe. A Survey of the Epidemic and Nutritional Situation, by Y. Biraud.



**Bulletin of the Health Organisation (continued) :**

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- Giroud's Intradermic Test in Typhus Fever Infection. Personal Observations, Techniques, and Possible Applications, by G. Clavero and F. Perez Gallardo.  
Famine Disease and its Treatment in Internment Camps, by J. Weill.

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**Monthly List of Books catalogued in the Library of the League of Nations, 13th Year, Nos. 1-3, January-March 1940\* (32 pp.) (Note. — A List covering the period 1940-1944 is in preparation.)**

1/6 0.45

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16th Year, Volume XVI, Nos. 1-12, 1944* . . . . .	15/-	3.50
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Subscribers can, on request, be supplied with copies printed on thin paper, on one side only, which can be cut up and used for card indexes on special questions.

**Chronology of International Treaties and Legislative Measures, 11th Year, Volume XI, Nos. 1-2, December 16th, 1939-February 15th, 1940\* (20 pp.) . . . . .**

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**Cinquante-deuxième rapport du Commissaire de la Société des Nations en Bulgarie (période juillet-septembre 1939). (French text only) (C.366.M.279.1939.II.A) (Ser. L.o.N. P. 1939.II.A.23) (15 pp.) . . . . .**

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<i>Economic and Financial Committees. Report to the Council on the Work of the Joint Session</i> (London, April 27th-May 1st, 1942 ; Princeton, August 7th-8th, 1942) (C.52. M.52.1942.II.A) (Ser. L.o.N. P. 1942.II.A.4) (23 pp.) . . . . .	1/-	0.25
<i>Economic and Financial Committees. Report to the Council on the Work of the 1943 Joint Session</i> (Princeton, N. J., December 1943) (C.I.M.I.1944.II.A) (Ser. L.o.N. P. 1944.II.A.1) (81 pp.) . . . . .	2/6	0.50
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<i>The Transition from War to Peace Economy. Report by the Delegation on Economic Depressions. Part I.</i> (C.6.M.6. 1943.II.A) (Ser. L.o.N. P. 1943.II.A.3) (118 pp.) Paper covers . . . . . Cloth-bound . . . . .	4/6 6/-	1.00 1.50
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