

[Communicated to the Members  
of the League.]

Official No. : A. 6 (a). 1939.

Geneva, December 1st, 1939.

LEAGUE OF NATIONS

**REPORT ON THE  
WORK OF THE LEAGUE**

*(CONTINUATION)*

**JULY—MID-NOVEMBER 1939**

---

Series of League of Nations Publications

GENERAL

1939. 4.

*NOTE BY THE SECRETARY-GENERAL*

*I believe that in present circumstances the Members of the League will desire to be kept informed, by a series of brief periodical reports, of the work which is being done.*

*The present report is the first of this series. It forms an immediate sequel to the regular Report on the Work of the League, 1938/39, and describes its activities from July to mid-November 1939.*

---

## CONTENTS

	Page
NOTE BY THE SECRETARY-GENERAL. . . . .	2
1. COMMUNICATIONS FROM VARIOUS GOVERNMENTS WITH REGARD TO THE STATE OF WAR THAT AROSE IN SEPTEMBER 1939. . . . .	5
2. DANZIG . . . . .	9
3. SETTLEMENT OF THE ASSYRIANS OF IRAQ . . . . .	10
4. REDUCTION AND LIMITATION OF ARMAMENTS . . . . .	11
5. MANDATES . . . . .	12
6. DEVELOPMENT OF INTERNATIONAL CO-OPERATION IN ECONOMIC AND SOCIAL AFFAIRS . . . . .	17
7. ECONOMIC AND FINANCIAL QUESTIONS . . . . .	21
8. COMMUNICATIONS AND TRANSIT . . . . .	28
9. HEALTH QUESTIONS . . . . .	31
10. TECHNICAL COLLABORATION BETWEEN THE LEAGUE OF NATIONS AND CHINA . . . . .	34
11. EUROPEAN CONFERENCE ON RURAL LIFE. . . . .	36
12. SOCIAL QUESTIONS . . . . .	38
13. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS : A. Work of the Permanent Central Opium Board . . . . .	40
B. Work of the Supervisory Body . . . . .	41
14. INTERNATIONAL ASSISTANCE TO REFUGEES . . . . .	44
15. INTELLECTUAL CO-OPERATION . . . . .	45
16. BUDGETARY AND ADMINISTRATIVE QUESTIONS. . . . .	46
17. LEGAL QUESTIONS . . . . .	50
18. REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL ENGAGEMENTS . . . . .	51
19. THE LEAGUE OF NATIONS LIBRARY . . . . .	59
20. PARTICIPATION OF THE LEAGUE OF NATIONS IN THE NEW YORK WORLD'S FAIR (1939) . . . . .	60

1.

COMMUNICATIONS FROM VARIOUS GOVERNMENTS  
WITH REGARD TO THE STATE OF WAR THAT AROSE  
IN SEPTEMBER 1939

Several Governments have sent the Secretary-General communications with regard to the state of war that arose in September 1939. These communications have been transmitted to the States Members of the League of Nations.

On September 5th, 1939, the French Government sent the following telegram to the Secretary-General:

“Article 1 of the French Law of July 11th, 1938, on the general organisation of the nation for time of war provides that, in the event of a conflict, it would be the duty of the Government of the Republic, simultaneously with the application of the measures to effect the transition from peace conditions to war conditions, to notify the League of Nations.

“I have the honour to inform you that the aggression committed on September 1st by the German Government against Poland, regardless alike of the methods for the pacific settlement of disputes to which that Government had subscribed and of the appeals for free discussion or mediation addressed to it from the highest quarters, and in violation of the undertakings contracted, in the most complete freedom, towards both Poland itself and all the States signatories of the Pact for the Renunciation of War of August 28th, 1928, requires the French Republic to discharge its obligations to go to the assistance of Poland under treaties known to the Government of the Reich and registered at the Secretariat of the League.

“The supreme effort made by the Government of the Republic and by the British Government for the maintenance of peace through the cessation of the aggression was brought to nothing by the refusal of the German Government. Consequently, as a result of the German aggression against Poland, a state of war exists between France and Germany as from September 3rd, 1939, at 5 p. m.

“I should be grateful if you would transmit the present communication to the Members of the League of Nations.”<sup>1</sup>

<sup>1</sup> Document C.252.M.171.1039. VII.

The United Kingdom Government sent the following communication to the Secretary-General on September 9th, 1939 :

" On May 23rd last, Viscount Halifax made, on behalf of His Majesty's Government in the United Kingdom, a statement to the Council of the League of Nations concerning the obligations which His Majesty's Government had felt constrained to undertake in pursuit of pacific and well-defined ends. He explained that one principle was common to these obligations—namely, resistance to the imposition of solutions by the method of force, which, if continued, must result in reducing civilisation to anarchy and destruction. He added that everything that His Majesty's Government in the United Kingdom had done was in conformity with the spirit of the Covenant.

" 2. I am now directed by Lord Halifax to state that, on September 1st last, the German Government committed an act of aggression against a Member of the League of Nations. The action of the German Government was taken in disregard of the obligation, which they had accepted, to solve without recourse to force the questions which might become the cause of division between Germany and Poland ; in disregard of the obligations which the German Government had assumed towards Poland and the other signatories of the Treaty for the Renunciation of War of August 27th, 1928 ; and in disregard of the appeals which had, on high authority, been addressed to the German Government to seek a solution of Polish-German differences by pacific means.

" 3. His Majesty's Government in the United Kingdom, in co-operation with the French Government, had exerted their utmost influence to promote a settlement by peaceful negotiation of the matters in dispute between Germany and Poland, and endeavoured, by diplomatic action, to bring the violation of Polish territory by German forces to an end. These endeavours failed, and the action of the German Government called into play the obligations which His Majesty's Government in the United Kingdom had assumed towards Poland. These obligations, which originally resulted from the declaration made by His Majesty's Government on March 31st, 1939, were defined in the Agreement of Mutual Assistance between the United Kingdom and Poland signed in London on August 25th, 1939.

" 4. I am therefore to inform you that, in conformity with the obligations assumed by His Majesty's Government in the United Kingdom, and in consequence of the continuance of aggressive action by Germany against Poland, a state of war has existed between the United Kingdom and Germany since 11 a. m. on September 3rd, 1939.

" 5. I am to request that this communication may be transmitted to the members of the League of Nations." <sup>1</sup>

---

<sup>1</sup> Document C.257.M.175.1939.VII.

The following States have informed the Secretary-General that they have proclaimed their neutrality in the present state of war :

Afghanistan, <sup>1</sup>  
Argentine Republic, <sup>2</sup>  
Dominican Republic, <sup>3</sup>  
Finland, <sup>4</sup>  
Ireland, <sup>5</sup>  
Latvia, <sup>6</sup>  
Mexico, <sup>7</sup>  
Thailand. <sup>8</sup>

The communications from several of these States gave general or detailed indications as to the rules by which their neutrality was governed.

The following indications with regard to Mexico's attitude in the present situation are contained in the declaration of neutrality made by the President of the Republic :

“ The whole nation joins with me in deploring the fact that a number of great States, for one reason or another, have resorted to armed force for the settlement of their disputes, thus setting violence above the rule of law and justice.

“ At this grave juncture, Mexico, while reaffirming her legal views on the pacific settlement of international disputes, and faithful to the spirit of continental solidarity, declares her willingness to respond to any appeal and to take part in any effort designed to restore peace, to restrict hostilities or at least to mitigate the ravages of destruction and death.”

\* \* \*

The Polish Consul General at Geneva, on behalf of his Government, sent two notes, dated October 23rd and 27th, to the Secretary-General. In the first, <sup>9</sup> the Secretary-General was

---

<sup>1</sup> Document C.253.M.172.1939.VII.

<sup>2</sup> Document C.255.M.173.1939.VII.

<sup>3</sup> Document C.262.M.180.1939.VII.

<sup>4</sup> Document C.313.M.229.1939.VII.

<sup>5</sup> Document C.312.M.228.1939.VII.

<sup>6</sup> Document C.259.M.177.1939.VII.

<sup>7</sup> Document C.256(a).M.174(a).1939.VII.

<sup>8</sup> Document C.345.M.260.1939.VII.

<sup>9</sup> Document C.347.M.262.1939.VII.

requested to bring to the notice of the States Members of the League the text of the following note handed by the diplomatic representatives of the Polish Government to the Governments to which they were accredited :

“ I have the honour to inform, Your Excellency that the Polish Government, having learnt of the Pact of Mutual Assistance between Lithuania and the Union of Soviet Socialist Republics signed on October 10th, 1939, has conveyed to the Lithuanian Government a formal protest against the acceptance by that Government of any territory ceded by the Union of Soviet Socialist Republics and not belonging to the Union.”

The second note, dated October 27th, 1939, reads as follows :

“ The Governments of Germany and of the Union of Soviet Socialist Republics recently published an Agreement concerning the delimitation of the ‘imperial interests’ of their States in the territory of the Republic of Poland.

“ The Polish Government duly addressed, through the diplomatic channel, an energetic protest to all States against this Agreement, declaring that it can have no legal effect whatever, being absolutely contrary to the fundamental principles of the international law in force. The Agreement in fact, contains stipulations disposing of the territory of a State Member of the League of Nations which has been the victim of unprovoked aggression.

“ I am instructed by my Government to reiterate before the League of Nations a solemn protest against the Agreement in question and to declare that it will always be regarded by the Polish nation and by the Polish Government as null and void.

“ I have the honour to request you to be good enough to bring the present communication to the knowledge of all the States Members of the League of Nations.”<sup>1</sup>

---

<sup>1</sup> Document C.349.M.264.1939.VII

**2.**

**DANZIG**

In consequence of the events which occurred at the beginning of September, the High Commissioner of the League of Nations at Danzig returned to Geneva. His report will be submitted in due course to the Council Committee appointed to follow the situation at Danzig.

---



3.

### SETTLEMENT OF THE ASSYRIANS OF IRAQ

On August 31st, 1939, the Syrian Government of Damascus issued a Legislative Decree concerning the naturalisation of the Assyrians settled in Syria. This Decree, which has been approved by the High Commissioner of the French Republic, authorises Assyrian heads of families to submit an application as a basis for the issue of a Syrian identity card. This measure is of great importance, for naturalisation has always been considered an essential measure, in the absence of which the settlement could hardly be regarded as approaching finality. The Trustee Board is at present engaged in carrying out the administrative formalities on which the grant of naturalisation depends.

Since the publication of the report to the Assembly,<sup>1</sup> further progress has been made in carrying out the plan of reorganisation and as regards the general situation in the settlement. The construction and removal of the villages being complete, the Khabur Colony now has thirty-one villages, which are in course of equipment. In particular, eight schools are at present under construction.

The Trustee Board for the settlement of the Assyrians suffered a heavy loss in October through the death of its Chairman, M. Henri Cuénod. Since 1935, M. Cuénod had devoted himself wholly to the work of the transfer and settlement of the Assyrians in Syria. The results hitherto achieved are largely due to his tireless energy and his great abilities.

The work presided over by M. Cuénod will be carried on by his colleagues on the Trustee Board, Captain Vuilloud, representative of the High Commissioner of the French Republic, who since M. Cuénod's death has consented to be responsible for the despatch of current business, and Mr. Bayard Dodge, President of the American University at Beirut.

---

<sup>1</sup> See *Report on the Work of the League, 1938/39*, pages 24-25.

4.

REDUCTION AND LIMITATION OF ARMAMENTS

The fifteenth edition of the *Armaments Year-Book*<sup>1</sup> will appear at the beginning of 1940. It will describe the organisation and composition of the armies of over sixty countries as they stood in September 1939 in some cases, and at the end of 1939 in others. The different chapters are based on the official publications which various Governments regularly send the Secretariat (official military gazettes, laws, budgets, statistical year-books, etc.), and are supplemented by particulars of the state of their armaments sent by certain Governments direct.

This new edition is more condensed, and will not exceed 500 pages, instead of the 1113 pages contained in the last edition. All the essential particulars on the armed forces will, however, be retained: organisation and composition of the armies, navies and air forces, system of recruitment and duration of service, military expenditure, etc. The introduction will give a statistical survey of developments in the military sphere during the past ten or fifteen years.

The publication of the *Statistical Year-Book of the Trade in Arms and Ammunition*, the last edition of which appeared at the end of 1938, has for the moment been suspended; but one or two of the most important tables showing the exports (in gold dollars) of arms and ammunition from nearly all the countries of the world in the past five or six years will appear as annexes to the *Armaments Year-Book*.

---

<sup>1</sup> This *Year-Book* is compiled in virtue of Article 8, paragraph 6, of the Covenant which provides that "the Members of the League undertake to interchange . . . information as to the scale of their armaments, their military, naval and air programmes . . .".

5.

MANDATES

WORK OF THE PERMANENT MANDATES COMMISSION  
AT ITS THIRTY-SIXTH SESSION (JUNE 1939)<sup>1</sup>

During this session, the Commission examined the annual reports on the administration of the following territories : *Palestine and Trans-Jordan* (1938), *Syria and Lebanon* (1938), *Togoland under French Mandate* (1938), *South West Africa* (1938), *New Guinea* (1937/38) and *Nauru* (1938). It also examined a number of *petitions* relating to Palestine and Syria.

In addition, in pursuance of the Council's decisions of January 17th and May 22nd, 1939, the Commission, with the assistance of the Secretary of State for the Colonies of the United Kingdom Government, examined the policy laid down by the mandatory Power in the document entitled " Palestine : Statement of Policy ", dated May 1939. The observations suggested to the Commission by this examination are embodied in a special chapter of its report to the Council. The United Kingdom Government furnished a detailed commentary on these observations which was published as an annex to the Commission's report and Minutes.<sup>2</sup>

OBSERVATIONS ON THE ADMINISTRATION OF THE  
TERRITORIES UNDER MANDATE

**Territories under A Mandate.**

*Palestine and Trans-Jordan (1938).*

The Commission observed that the deadlock which had characterised the political situation a year ago had unfortunately not been broken and that the disturbances had continued

<sup>1</sup> Document C.170.M.100.1939.VI.

<sup>2</sup> In view of the special nature of the problem dealt with, and of the importance of the references made to the Minutes of the session, no attempt has been made to summarise these texts here.

throughout the year. The Commission nevertheless gained the impression that the authorities responsible for the maintenance of order had been acting efficiently and with a certain measure of success in very difficult circumstances. Moreover, while the principal efforts of the mandatory administration had been directed towards combating disorder and unrest — a state of affairs which, as was explained by the accredited representative, made the execution of constructive work impossible — the Commission nevertheless noted that the economic and financial results attained during 1938 had been less unfavourable than might have been expected in the circumstances.

In regard to Trans-Jordan, the Commission noted in particular that, in spite of the disturbances in the neighbouring territory, peace and order had been maintained in a general way in 1938.

*Syria and Lebanon (1938).*

In the previous year<sup>1</sup>, the Commission had made a general survey of the situation towards the end of the period of three years in which the mandatory Power had hoped that the two States would be able to give proof of their fitness for self-government.

At its thirty-sixth session, the Commission analysed the recent evolution of the two States in the light of the particulars contained in the annual report and of the supplementary information furnished by the accredited representative of the mandatory Power. According to the Commission's observations, substantial progress can still be made in various directions, and particularly as regards the problem of local administrative autonomy and as regards the Syrian Government's leanings towards centralisation and unification. In this connection, the Commission expressed the hope that a solution would soon be found which was respectful of the legitimate rights and interests of the Syrian State and also regardful of minority oppositional movements in so far as recent experience had shown them to be justified.

The Commission also noted the attitude of the local authorities with regard to the religious conversion of Moslems, an attitude

---

<sup>1</sup> See Report on the Work of the League, 1938/39, pages 31-33

which appeared to the Commission to be entirely contrary to the principles of freedom of conscience and equality of treatment embodied in Article 8 of the mandate and in the Syrian Constitution.

Lastly, in regard to the Franco-Syrian Treaty of 1936, which it considered to have perhaps been negotiated prematurely, the Commission welcomed the concern for the interests of minorities which appeared to have in part contributed to the non-ratification of the Treaty. It nevertheless expressed the hope that an end would soon be made of the present uncertainty, the continuance of which could not but endanger peace and order within the country.

With regard to the *Sanjak of Alexandretta*, the Commission noted a statement by the representative of the mandatory Power to the effect, *inler alia*, that the situation in that territory had developed during the year 1938 in a manner which had alarmed Syrian opinion, that the question of the Sanjak was dominated by considerations of an international character exceeding the scope of the mandate, and that the solutions based on these considerations would be submitted to the Council. The Commission further noted that the mandatory Power had not been in a position to render an account of the administration of the Sanjak in its annual report, because the local authorities had not furnished it with the necessary data by the end of the year. As a result, the Commission was unable to fulfil its duty of supervising the administration of that portion of the territory in 1938. Furthermore, in connection with that part of the territory, the Commission recalled the terms of Article 4 of the mandate for Syria and Lebanon.<sup>1</sup>

*Togoland under French Mandate (1938).*

The Commission had already noted last year<sup>2</sup> that, owing to the material improvement in the financial situation of the territory, it had been possible to modify certain administrative measures taken for reasons of economy in the past few years, and thus to make the territory once more autonomous in regard

<sup>1</sup> Article 4 of the mandate for Syria and Lebanon reads as follows: "The Mandatory shall be responsible for seeing that no part of the territory of Syria and the Lebanon is ceded or leased or in any way placed under the control of a foreign Power."

<sup>2</sup> See *Report on the Work of the League, 1937/38, Part II, page 14.*

to the majority of its administrative services. The Commission learnt with satisfaction that all the services of the territory had now regained their former autonomy, with power to apply to the Governor-General of French West Africa for the assistance of any specialists of whose help they might stand in need.

Regarding the system of land tenure, the Commission noted the explanations furnished by the mandatory Power as to the measures adopted to discourage the transfer to Europeans of land belonging to the natives. While observing, in the light of these explanations, that the dangers of the system appeared at present to be more theoretical than real, the Commission decided to suspend final judgment pending the result of the investigation undertaken by the mandatory Power.

*South West Africa (1938).*

The Commission learnt that, owing to the difficulty of satisfactorily controlling the eastern part of the Caprivi Zipfel, the mandatory Power contemplated making over the control of that area to the Union Department of Native Affairs. It noted the statements of the accredited representative to the effect that the officer administering the area in question would work in close co-operation with the mandatory Government, which would be acting for the Administration of South West Africa, and that information regarding that part of the territory would be included in the annual reports as hitherto. The Commission held the view that the administrative arrangements contemplated called for no observations on its part, provided all the provisions of the mandate were properly applied in the eastern portion of the Caprivi Zipfel.

The Commission regretted not to find in the annual report any information as to the development of political relations between the various elements of the population of the territory. The accredited representative, however, informed the Commission that the political situation in the territory had not changed materially since last year, but that the tension of the outside world was reflected in the territory.

*New Guinea (1937-38).*

The Commission was informed that the mandatory Power was investigating the advisability of amalgamating the adminis-

tration of the mandated territory and the Territory of Papua. The accredited representative assured the Commission that, should amalgamation be carried through, the provisions of the mandate would continue to be fully respected. The Commission was gratified to learn of the increasing interest shown by the mandatory Power in the development of the road system as a means of extending the Administration's influence and promoting the development of the territory. The Commission proposed to make a further examination of labour conditions, more particularly in the Sepik district, in the light of the information that was to be included in the next annual report.

*Nauru (1938).*

The Commission noted with interest the successful conclusion of the negotiations between the Nauruan landowners and the British Commissioners in connection with the extension of the agreement regarding the royalty on phosphates and the readjustment of the rate of payments.

PETITIONS

The Commission considered several petitions concerning Palestine and concerning Syria and Lebanon. In its conclusions on certain of these petitions, the Commission referred to its general observations on the administration of these territories.

---

6.

DEVELOPMENT OF INTERNATIONAL CO-OPERATION  
IN ECONOMIC AND SOCIAL AFFAIRS

It will be remembered that the Council decided, at its May session, to set up a Committee, under the chairmanship of Mr. Bruce, to study and report to the Assembly on the best means of developing and expanding the League's machinery for dealing with technical problems<sup>1</sup> and of promoting the active participation of all countries in the efforts made to solve those problems. •

The Committee<sup>2</sup> met in Paris from August 7th to 12th and submitted to the Assembly a report<sup>3</sup> which is generally regarded as being of great importance. The report is highly condensed and cannot be easily summarised; all that can be attempted here is a brief indication of its principal contents.

In emphasising the need for international action to promote economic and social welfare, the Committee remarks that :

“ The experience of the past twenty years has shown the growing extent to which the progress of civilisation is dependent upon economic and human values. State policies are determined in increasing measure

---

<sup>1</sup> The Committee preferred to describe the subjects formerly grouped under the heading of “ technical problems ” as “ economic and social questions ”, these terms being understood to embrace economic, including, *inter alia*, commercial, industrial and agricultural questions, questions of public health and hygiene, housing and nutrition, as well as the control of the traffic in drugs, prostitution, child welfare and other problems of social dangers and social well-being.

<sup>2</sup> The Committee was constituted as follows :  
The Right Honourable S. M. BRUCE, C.H., M.C., High Commissioner for Australia in London, formerly Prime Minister (*Chairman*) ;  
M. Maurice BOURQUIN, Professor at the University of Geneva ;  
Mr. Harold BUTLER, C.B., Warden of Nuffield College, Oxford, formerly Director of the International Labour Office ;  
M. Carl J. HAMBO, President of the Norwegian Storting, President of the Norwegian Foreign Affairs Committee ;  
M. Charles RIST, President of the Scientific Institute for Economic and Social Research, Paris, former Vice-Governor of the Bank of France ;  
M. F. TUBEHA, Ambassador, formerly Minister for Foreign Affairs of Peru ;  
M. K. VARVARESSOS, Deputy Governor of the Bank of Greece, Professor of Political Economy at the University of Athens.  
M. VARVARESSOS was unable to attend the meeting.

<sup>3</sup> Document A.23.1939. The report has already appeared in Spanish as well as in the official languages of the League. A Norwegian and a Portuguese edition will be issued shortly. •



by such social and economic aims as the prevention of unemployment, the prevention of wide fluctuations in economic activity, the provision of better housing, the suppression and cure of disease. These matters, which affect the daily lives of every man, woman and child, are among the principal preoccupations of statesmen and politicians in all countries, whatever their political structure.

“Modern experience has also shown with increasing clearness that none of these problems can be entirely solved by purely national action. The need for the interchange of experience and the co-ordination of action between national authorities has been proved useful and necessary time after time in every section of the economic and social fields. To meet this need, the League has built up a mechanism of international co-operation which is rendering invaluable service to the world as a whole.

“The League is not, and never has been, an institution concerned solely with the prevention of war. Its economic and humanitarian work, which is now an essential element in the promotion of peaceful civilisation, has always constituted a large part of its activities, as is witnessed by the fact that more than 60% of the budget is now devoted to it. From that work, every nation has benefited, whether a Member of the League or not, and to that work, officially or unofficially, non-member States or their nationals have largely contributed.”

A brief but vivid sketch is then given of certain aspects of the League's economic and social work — work accomplished, work in hand, aims, methods and scope. To this review, which constitutes the largest section of the report, the Committee attached particular importance. “...The extension and success of the League's work”, it writes, “inevitably depend on the degree of public support which it evokes, and such support cannot be forthcoming without a widespread knowledge of its scope and value.” The concluding paragraphs of this section may usefully be quoted in full:

“The League's resources enable it, in the most economical possible way:

- “ (a) To collect and sift evidence drawn from all over the world ;
- “ (b) To obtain the services of the best experts in the world, working without reward for the good of the cause ;
- “ (c) To arrange meetings between experts working in the same fields, enabling them to discuss their preoccupations, their successes, their failures ;
- “ (d) To provide the essential links between the experts and those responsible for policy ;

“ (e) To provide constant and automatic opportunities for statesmen to meet and discuss their policy ;

“ (f) To provide thereby means for better understanding of the aims and policies of different nations ;

“ (g) To provide machinery for the conclusion of international conventions.

“ Finally, and perhaps most important of all, Governments which desire expert advice or help can get this, not from outside or as a favour, but from an institution which they themselves maintain and on whose services they have a right to call.”

The above sketch of the League's activities suggests both the imperative need for further development and the lines along which that development might be directed. The Committee is of opinion that the time has come for a reform of the existing organisation of the League's economic and social work, with the following ends in view :

(a) To bring all this part of the work of the League under the supervision of an agency which should be both effective and representative ;

(b) To meet the fact that the development in the nature of the work results in a growing interconnection between the activities of the different organisations, and that therefore a co-ordinating direction is more and more required ;

(c) To add fresh efficiency and vigour to the work itself, a result which may naturally be expected to follow if public knowledge in regard to it can be increased and if it becomes the primary interest of the directing organs ; for under present conditions, at meetings whether of the Council or of the Assembly, the primary interest both of the delegates and of public opinion is concerned with such questions of international policy as appear on their agenda ;

(d) To give States not members of the League the opportunity of the fullest possible co-operation in the work itself as well as in its direction and supervision.

It accordingly suggests the creation of a Central Committee for Economic and Social Questions to direct and supervise the

work of the League's Committees dealing with those questions. The Central Committee should comprise in the first year the representatives of twenty-four States chosen by the Assembly, and not more than eight unofficial members co-opted on the ground of their special competence and authority. It should be authorised to take any steps it considers appropriate to facilitate the participation of other States desiring to share in this work. The members of the various standing technical Committees would be appointed by the Central Committee, it being understood that the powers and duties appertaining to the Council as a result of international Treaties and Conventions, and the rights and powers of Member States represented on the Assembly or the Council, would in no way be affected.

The new Committee should be authorised to draw up its own rules of procedure, to approve its agenda and elect its own President and Bureau; its agenda should include any question which a participating State refers to it for consideration and all matters should be decided by a majority. It is further proposed that the whole budget relating to economic and social work should be examined and approved by the Central Committee before being submitted to the Supervisory Commission and the Assembly, and that the Secretary-General should henceforth make a separate report to the Assembly on work accomplished and on the programme of future work for which budgetary credits are requested.

A draft constitution for the new body is submitted at the end of the report for the Assembly's approval. The Committee makes it clear that, while it hopes that the general scheme put forward will provide a permanent basis for the development of the economic and social work of the League, changes in detail may appear necessary in the light of experience. In the Committee's opinion, indeed, the scheme should be considered as a first step in the adaptation of the existing machinery of the League to the changing conditions in the world.

---

7.

## ECONOMIC AND FINANCIAL QUESTIONS

### I. INTRODUCTORY

Since I last reported, the Financial Section and Economic Intelligence Service, the Economic Relations Section and the Transit Section of the Secretariat have been amalgamated into a single Department. I have, in past years, reported on economic and financial questions together and on transit questions in a separate chapter. In this supplement to my *Report on the Work of the League, 1938/39*, I have thought it convenient to continue this practice in spite of the amalgamation effected. Certain of the remarks made in the section dealing with the reorganisation of work refer, however, to the new Department as a whole.

### II. NUTRITION

In spite of the political situation, it was fortunately found possible, with the generous assistance of the Argentine Government, to hold a meeting of representatives of National Nutrition Committees and of similar public bodies at Buenos Aires from October 9th to 14th.<sup>1</sup> The meeting was presided over by Professor Escudero, Director General of the National Nutrition Institute of the Argentine. At the moment of going to press, a full report of the proceedings is not available; but it is clear from such information as has been received that the meeting was highly successful and provided a very useful opportunity for an exchange of views and experience between nutrition experts in the Latin-American countries.

---

<sup>1</sup> The meeting was attended by delegates of the Argentine, Bolivia, Brazil, Chile, Colombia, Cuba, Ecuador, Mexico, Peru, Uruguay and Venezuela, as also by a delegate of the United States of America. Observers were present representing Guatemala, Honduras and Paraguay. The Pan-American Sanitary Bureau and the International Labour Office were also represented.

An invitation was extended to me to send an observer to the Pan-American Popular Housing Congress, which was convened to meet at Buenos Aires at the beginning of October. I accordingly requested the official who acted as the Secretary to the Nutrition meeting I have just mentioned to represent the Secretariat at this Congress.

### III. REORGANISATION OF WORK

As regards the rest of the work of this Department, it has been necessary, owing to the postponement of the Assembly and the new circumstances created by the outbreak of war, to take certain decisions and make certain provisional plans for the future.

In particular, it seemed desirable to take prompt measures to adapt the current publications of the Economic Intelligence Service to the changed circumstances and the needs of economy. A part or the whole of the manuscript of certain of these publications was already in the hands of the printers at the beginning of September. I decided to expedite the publication of two of these, the volume on trade in raw materials and the volume summarising the trade statistics of the world, since it was likely in existing circumstances, there would be an urgent call for them. Others, such as the volume on the international balances of payment, (the date of publication of which has also been advanced), have been curtailed. The form and contents of the *Monthly Bulletin of Statistics* are being changed, both with a view to effecting economies in printing and postage and with a view to incorporating in it that information which would seem to be of particular importance to-day.

Regarding the desirability of maintaining the League's Economic Intelligence Service, there can, I think, be no doubt. Indeed, there has never been a time in the history of the League in which the need for a centre of completely objective information on economic and financial subjects was more real than it is to-day. From the letters received by the Secretariat and the notices published by the Press, it is already apparent that the continuance of this work has caused widespread satisfaction.

But certain changes are, I think, required. It has been the custom in the past to review annually the developments that have taken place during the preceding twelve months in one

field of economic activity or another — banking, trade, finance, etc. Now, changes are taking place so rapidly that such a procedure would no longer seem to be appropriate. What is required to-day is rather a series of brief pamphlets issued at shorter intervals which, while constrained within the scope already laid down by past Assemblies, deal severally with problems of particular immediate interest. Such is the plan of work that, subject to the views of the Members of the League, I would propose to pursue.

A pamphlet is, indeed, already in preparation showing the production of raw materials of practically every country in the world and the import and export in a recent year of each raw material by each country. Such a publication would furnish in a compact form information for which there is a very wide demand both by Governments and by the general public. That information is already in the Secretariat's possession and should be put at the disposal of the Governments and the public that it serves. Other pamphlets should deal with recent developments in trade, currency, public finance, etc., and with Government measures in control of trade, production, distribution and prices.

But this work of collating existing information in appropriate form and of keeping the world informed about current economic and financial developments, important as it is, constitutes but one part of the service that the Economic, Financial and Transit Department of the Secretariat can perform. There is other work on which I would propose to engage it and other departments of the Secretariat, and through which I believe an indispensable service may be rendered.

When war broke out in 1914, there existed a system of economic organisation in the world which functioned smoothly and which it was generally assumed would be re-established with necessary modifications once hostilities ceased. It never was fully re-established, and, since the depression which began in 1929, there has been rather a state of quasi-permanent emergency than any general operative system. The problems of economic organisation that will have to be faced after the termination of hostilities will therefore prove to be extremely complex and grave.

During the past ten years, these problems have constantly occupied the attention of Governments and of international

bodies sitting at Geneva and elsewhere. Many proposals for their solution have been put forward. All these problems and these proposals require careful and constant re-examination. Have the proposals put forward failed because of some inherent defect or because the political conditions — that have led to war — rendered their application impossible? Has there not been rather a lack of will to solve than of ability to find solutions? Have any deep-lying economic changes been overlooked? On all these subjects there is a vast mass of material at Geneva, and on them the Secretariat has a unique experience and contacts with persons all over the world whose concern they are. It is of the utmost importance that this experience and these contacts should be preserved; and that the material should be reduced to such a form as to render it of immediate use and value when the time comes.

But the war itself is daily giving rise to structural changes and structural strains that will produce new problems for ultimate solution. It will be necessary, therefore, for those engaged upon the examination of the issues to which I have just referred to keep themselves constantly informed about current developments. This, with the aid of an active Economic Intelligence Service, they should be able to do.

To one special aspect of this whole range of questions the Co-ordination Committee paid special attention in its last report.

“Whatever the final outcome of the state of political tension may be”, it observes, writing in June last, “society will have to readapt itself sooner or later to a peace-time economy, and a difficult period of adaptation must be foreseen on account of the present diversion of plant and labour to armament needs and the growing dependence of business on Government spending. We do not think Governments can begin to concern themselves too soon with the problems to which that transition must give rise. On the contrary, policies should now be shaped with that consideration constantly in mind. When we consider the number of human beings now under arms or engaged in the production of armaments, instead of being employed in normal industry and agriculture, it is obvious that acute problems of transference will arise. This whole question is one which should, in our opinion, be studied in close collaboration with the International Labour Office.”

This problem of the adaptation of society to peace conditions must clearly, now that war has broken out, be considered within the framework of the wider problems of economic reorganisation that I have discussed. I have, however, thought it desirable to have attention paid at once to one special aspect of it — namely, that of the means for mitigating the danger of a serious post-war economic depression. The Assembly will recall that, in October 1937, it decided that a study should be made of measures which might be employed with a view to the prevention or mitigation of economic depressions. In January 1938, the Council appointed a delegation to report on this matter. This delegation had, by September last, advanced so far with its work that a rough first draft report had been circulated to its members. At the same time, a small group has been working in the Secretariat under a Rockefeller grant on the theoretical problems connected with trade cycles and depressions, a group which prepared much of the material called for by the delegation. I have thought it wise to devote this group for the time being to a special study of post-war depressions, so that again, when the time comes for these questions to be urgently dealt with, all useful evidence may be furnished promptly and in suitable form.

#### IV. PUBLICATIONS OF THE ECONOMIC INTELLIGENCE SERVICE

Since the completion of my previous report, four publications of the Economic Intelligence Service have been issued namely, the *World Economic Survey, 1938/39*, *Balances of Payments, 1938*, *International Trade in Raw Materials and Foodstuffs, 1938*, and *International Trade Statistics, 1938*.

The contents of the last *World Economic Survey* were summarised in my main report, and it is only necessary to add that it has been very favourably received in the Press.

*Balances of Payments, 1938*. — The greater portion of this volume was already in print on the outbreak of war, and, in the circumstances, it was decided not to incur the delay of waiting for the outstanding returns. One result of advancing the date of publication is that the information supplied is more up to date than has been customary in the past. Thus, the volume contains statements, such as that for the United States, which have only quite recently become available. On the other hand,



information for certain countries is no longer forthcoming. No official statement has been published for Japan, Czecho-Slovakia or Germany. A summary is, however, given of recent data concerning Germany's foreign indebtedness, including her clearing debts. Among other statements of interest are an official estimate of the foreign indebtedness of Austria a few months before the *Anschluss* and an estimate of the balance of payments and the outstanding foreign assets and debts of Poland prepared recently by the Polish Business Cycle Institute. In all, twenty-seven countries are dealt with, among which are the majority of the world's chief trading countries.

The most important change that took place in 1938 was no doubt in the balance on account of goods and services in the United States of America. This balance, which had shown a deficit during the preceding three years, showed a surplus in 1938 of receipts over payments, amounting to 803 million dollars. Of the industrial countries in Europe, France appears practically to have freed herself in 1938 from the heavy deficit on account of goods and services by which she had been affected ever since 1930. The United Kingdom reduced her excess of imports in 1938 by £65,000,000; but this reduction in expenditure was almost offset by a decline in her net income from interest and dividends, shipping, commissions, etc.

*International Trade in Raw Materials and Foodstuffs, 1938.* — The purpose of this volume is to show the sources from which countries obtain their raw materials and foodstuffs, and, to this end, Governments have furnished the Secretariat with special returns. The statistics refer to thirty-eight products. The number of importing countries covered by the various tables is 125. It is consequently possible to trace the manner in which these raw materials are distributed almost throughout the world.

*International Trade Statistics, 1938.* — As in previous years, it consists of a summary of the foreign trade statistics of all the more important trading areas. It will be recalled that the League of Nations Committee of Statistical Experts drew up a few years ago a uniform classification for recording commodities entering into international trade. Twenty-five Governments have already adopted this classification, and others are in course of doing so. The form of this League publication

has accordingly been recast this year, and comparison between the returns of the various countries given is much facilitated. The boundary lines, for example, between machinery and metal manufactures or between raw materials and semi-manufactured goods or between the latter and manufactured goods is now clear-cut.

The countries dealt with in this volume represent all but about 5% of the trade of the world.

---

8.

## COMMUNICATIONS AND TRANSIT

### ROAD TRAFFIC

The decision of the Committee for Communications and Transit regarding the question of civil liability and compulsory insurance for motorists<sup>1</sup> has been communicated to the Rome International Institute for the Unification of Private Law; this Institute has given a favourable reception to the Committee's suggestions regarding the new aspect under which it might study this problem.

### AIR NAVIGATION

In pursuance of the Committee's decision on the question of identity papers for the flying staff of air-transport undertakings, in virtue of which the Secretariat was instructed to supplement its study on a certain number of points, Governments have been asked for additional particulars in order to enable the Secretariat to complete its task.

With regard to the preparatory study of certain new facilities to be granted to international air navigation, which the Committee undertook as a result of the Conference for the Exemption from Taxation of Liquid Fuel and Lubricants used in Air Traffic held in London last February, it is proposed to consult Governments for the purpose of collecting the necessary material as soon as the Council has given its approval to this procedure.

### IMPROVEMENT AND REDUCTION OF COST OF TRANSPORT IN ORDER TO RAISE THE STANDARD OF LIVING

The Committee decided that as full information as possible should be obtained from Governments on this problem. A request

---

<sup>1</sup> See Report on the Work of the League, 1933/39, page 76.

for particulars has therefore been circulated, with special reference to certain points dealt with by the Committee.

### CO-ORDINATION OF TRANSPORT

The information contained in the replies received from Governments to the second enquiry on the problem of the co-ordination of transport has enabled the Secretariat to prepare an addendum — to be published shortly — to the volume entitled “Co-ordination of Transport”.<sup>1</sup> The two volumes supplement one another and give an idea of the evolution of this vast problem up to the outbreak of the present war.

The material thus collected is of very real interest on account both of the number of countries to which it relates<sup>2</sup> and of the actual data given.

The latter, which are very detailed, refer to the steps taken by the various countries for the co-ordination of the three means of transport: railways, roads and inland navigation. This information refers, in particular, to the following aspects:

Administrative regime: authorisation, licence or concession; obligation to carry passengers or goods; supervision of material; monopoly of transport; right of priority granted to one means of transport, etc.

Tariffs: their preparation, supervision and publication.

Fiscal regime: ordinary taxes; special taxes levied on undertakings.

Liability of the carrier and insurance.

Social regime and legislation relating to the regulation of labour.

Moreover, useful information is provided on the action taken by the public authorities with a view to the rational co-ordination of transport and to promoting agreements between the various means of transport, on special measures for facilitating transport co-ordination (such as through rates for combined transport and through waybills) and on special rates for certain routes, etc.

---

<sup>1</sup> Document C.347.M.208.1938.VIII.

<sup>2</sup> They are forty in number and are distributed all over the world, so that a truly international view of the situation is obtained.

Lastly, this volume contains comparatively recent information on measures taken on behalf of a given means of transport with a view to adapting it to the situation created by the development of competing means of transport, and on any difference of treatment that may exist between national and foreign means of transport.

These few indications show the wide scope of the comparative study made by the Transit Organisation of a problem which is certainly one of the most important in the sphere of the general structure of transport.

PETITION SUBMITTED BY THE RADKERSBURG-LUTTENBERG  
RAILWAY COMPANY, LIMITED, VIENNA <sup>1</sup>

The Radkersburg-Luttenberg Railway Company, Limited, Vienna, has informed the Council that the negotiations undertaken between it and the Governments concerned have resulted in an agreement. Accordingly, the company has finally withdrawn its request to the Council, dated December 31st, 1932, for the appointment of arbitrators in virtue of Article 320 of the Treaty of St. Germain.

---

<sup>1</sup> See *Report on the Work of the League since the Fifteenth Session of the Assembly, Part I*, (document A.6.1935), page 84.

9.

## HEALTH QUESTIONS

Although the European war made it necessary to postpone the meetings planned for September and October, nevertheless the regular permanent work of the Health Organisation has proceeded unimpeded. The Epidemiological Intelligence Service and the Singapore Bureau have continued to collect and distribute in the usual way information which cannot fail to be of greater value than ever under present circumstances.

Similarly, there is every reason to suppose that the difficulties created by the conflict will not hamper the work of international biological standardisation, the preparatory studies for the unification of pharmacopœiæ, the enquiry into anti-rabic vaccination and radiotherapy of cancer of the *cervix uteri* or the investigations into nutrition which are now proceeding in the Far East under the auspices of the Health Organisation.

Nevertheless, certain adjustments will doubtless be necessary, and the Health Committee will have to consider these at its regular session which begins on November 20th, particularly as war is likely to make fresh demands upon the Organisation.

The Committee's report will be published in the near future.

### ANTI-EPIDEMIC WORK

On September 14th, 1939, indeed, the Roumanian Health Minister drew attention to the danger of epidemics, and especially of typhus fever, entailed by the influx of refugees and the presence of a floating population round the Roumanian frontiers. He asked whether the Health Organisation would consider a plan of joint epidemic control action by the countries directly threatened. Shortly afterwards, the Acting Director of the Health Section of the Secretariat went to Bucharest and Budapest to discuss the position with the Governments concerned and consider what safeguards against possible dangers might be

required. He was able to satisfy himself that the national authorities had the situation well in hand and that, for the time being, no epidemic foci have appeared.

While, however, there may be no cause for anxiety for the present, once the cold weather sets in, typhus fever and other infections may assume an epidemic form. Arrangements have accordingly been made for the Health Section to be immediately advised of any epidemic foci that may appear.

In the course of his tour, the Director of the Health Section found that the European countries directly or indirectly concerned were in principle favourable to concerted action under the auspices of the Health Organisation. From many other parts of the world, encouragement and offers of help have been received which will certainly prove valuable if circumstances should call for action. Measures have already been taken to help the Roumanian Health Administration to procure the extra stores and equipment that are required for the prevention of typhus fever.

#### WORK OF THE EPIDEMIOLOGICAL INTELLIGENCE SERVICE ADAPTED TO WAR CONDITIONS

The delaying of mails and telegrams, supervision of wireless messages and similar factors were bound to affect a department engaged in the rapid dissemination of information received from several hundred health and statistical authorities.

Hence a special effort was called for to speed up the operation of the Service to the utmost.

Before the war, the Singapore Bureau had already approached the Governments concerned in order to safeguard its cable and wireless communications.

Concurrently, arrangements were made at Geneva for the reception of the Bureau's wireless bulletins. This achieved the purpose of overcoming the delays in telegraphic transmissions.

A circular letter, dated September 5th, drew attention to the fact that the Bureau's bulletin would continue to be broadcast both by Eastern stations and by Radio-Nations at Geneva. The various administrations concerned can thus pick up the broadcast and so safeguard themselves against any delay in the distribution of the *Weekly Epidemiological Record*.

Thanks to these broadcasts, the *Record* has continued to appear regularly, with never more than twenty-four hours' delay as compared with peace time. The information it contains is practically complete, for all the belligerent countries except one have continued to send epidemiological reports in the usual way. Notes, supplemented by statistical tables and graphs, deal with the chief diseases which have assumed special importance owing to the circumstances now prevailing in Europe — *i.e.*, typhoid fever, dysentery and especially typhus fever.

---



10.

TECHNICAL COLLABORATION BETWEEN THE LEAGUE  
OF NATIONS AND CHINA

ANTI-EPIDEMIC WORK

Since the last report,<sup>1</sup> the work of the League experts has been maintained.

The malaria campaign has been continued in Yunnan and along the Burma road. In addition, one of the League experts is engaged in a special study on goitre along this road.

A recrudescence of cholera was studied in Hunan and Kweichow, as well as in certain parts of Szechuan. Notwithstanding the difficulties in connection with transport which considerably hindered the anti-cholera campaign, the latter has been carried on without interruption.<sup>2</sup>

Side by side with these activities, the League experts have continued their epidemiological and bacteriological laboratory work.

During 1939, medical supplies and laboratory equipment, including equipment, for thirty field laboratories, the cost of which amount to over 300,000 Swiss francs, were despatched from Europe, apart from medical supplies purchased in China for an amount of over 160,000 Chinese national dollars.

Further, in order to facilitate the transport both of the League experts and of the supplies to the interior of the country, a special transport service was organised by the League Commission in China, consisting of six limousines, fifteen lorries and four trucks (apart from the vehicles already handed over to the Chinese

---

<sup>1</sup> See *Report on the Work of the League, 1938/39*, page 93.

<sup>2</sup> In this connection, mention should be made of a further gift of 1,000,000 c.c. of anti-cholera vaccine made by the Government of Indo-China through the intermediary of the Secretary-General's representative in China.

Department of Health), together with the necessary petrol, spare parts, etc., at an expense of over 60,000 Swiss francs.<sup>1</sup>

#### OTHER FORMS OF TECHNICAL COLLABORATION

The activities of the expert on questions concerning agricultural co-operatives has been continued in close collaboration with the competent Chinese authorities.

---

<sup>1</sup> In this connection, it should be mentioned that the Compagnie des Chemins de fer du Yunnan granted free transport of our supplies up to 55 tons.

11.

EUROPEAN CONFERENCE ON RURAL LIFE

The war which broke out in Europe on September 1st, 1939, made it impossible to hold the European Conference on Rural Life which was to have met at Geneva in the second week of October. It has had to be postponed *sine die*.

It will be remembered that the League had collected a large quantity of material for the Conference.<sup>1</sup>

This consists in the first place of general technical documentary material prepared in co-operation by the International Institute of Agriculture at Rome, the International Labour Office, the Economic Organisation of the League, the Health Organisation of the League and the International Institute of Intellectual Co-operation at Paris.

This technical material consists of some twenty studies, nearly all of which were completed by last July, so that a few brief particulars regarding them are contained in the previous report on the work of the League.<sup>1</sup>

The Conference was also to be supplied with national documentation consisting of a series of monographs, prepared by the different participating Governments, on rural life in their countries. These took the form of small handy volumes containing from 50 to 100 pages and a number of excellent photographs.

The Publications Department of the League has already issued monographs on rural life in Belgium, Denmark, Finland, France, Latvia, Lithuania, Luxemburg, the Netherlands, Norway and Sweden. The monographs on the United Kingdom, Bulgaria, Hungary, Poland and Yugoslavia are still in the press.<sup>2</sup>

---

<sup>1</sup> See *Report on the Work of the League, 1938/39*, pages 98-99.

<sup>2</sup> Printing has been delayed by the disturbances due to the war.

Nothing could be more instructive than a comparative study of these "mirrors of rural life", as they would have been termed in the age of the Renaissance. Each Government was left free to lay stress on any particular aspect or aspects of its rural life which it considered the most important or the most characteristic. In this way, all monotony has been avoided, and the monographs offer a diversity which is both instructive and picturesque.

A perusal of these monographs soon reveals, however, considerable analogies between the principal problems of rural life in different countries, even at opposite ends of Europe. This fundamental unity of rural life in Europe promised, indeed, to suggest useful conclusions to the Conference.

This very up-to-date documentation, general and technical on the one hand and national on the other, has lost none of its utility as a result of the Conference's postponement. It is continuing to interest a public which is not confined solely to governmental circles. It will retain its value, not only during the present hostilities, but perhaps still more when they come to an end and the reconstruction of rural life in a large number of European countries becomes an urgent task.<sup>1</sup>

---

<sup>1</sup> The material prepared for the European Conference on Rural Life consists of about forty printed monographs, which are available to the public at a cost of about 40 francs.

12.

SOCIAL QUESTIONS

ANNUAL REPORTS OF GOVERNMENTS

Although, in the present circumstances, some Governments may have found difficulty in obtaining information, in time to be forwarded by the usual date, concerning the traffic in women and children and the traffic in obscene publications and concerning child welfare, a considerable number of reports have been received by the Secretariat since September 1st. Others are expected, and there is reason to believe that it will be possible to lay before the Advisory Committee on Social Questions much the same quantity of information as in previous years.

It is hoped that, in view of the foregoing, certain Governments which may have entertained doubts as to the utility of sending in reports at the present juncture will forward them as soon as possible.

INFORMATION AND PUBLICATIONS

The enquiry into the rehabilitation of prostitutes has just been completed by the publication of a third volume, dealing with methods of rehabilitation.<sup>1</sup> It will be remembered that the principal conclusions arising out of this volume were analysed in the *Report on the Work of the League, 1938/39* (pages 106-107).

As regards child welfare, the publication of the *Administrative and Legislative Series* and of the *Information Series* is continuing. In addition, the Information Centre has lately compiled, and is keeping up to date, a card index of measures of social assistance and public assistance taken in the different countries, whether belligerent or not, to protect children and families from the

---

<sup>1</sup> Document C.63.M.43.1939.IV.

dangers and difficulties arising out of war. It is thus in a position to respond immediately to any request for information concerning such measures.

While in regard to other questions of a social character it may, in the present circumstances, appear preferable to slow down or even suspend certain enquiries, it has been thought desirable to place at the disposal of the authorities of the various countries, and of persons interested in the welfare of children and families, texts and information which, owing to the disturbance of international communications, are more difficult to obtain at the present time.

13.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

A. Permanent Central Opium Board.

The Permanent Central Opium Board met in August and a Committee of the Board met in November. It will send to the Council and publish its annual report as usual before the end of the year.

WORK OF THE BOARD IN TIME OF WAR

The following letter was sent on September 22nd to States parties and non-parties to the Opium Conventions under which the Board was created :

“ The Permanent Central Opium Board has decided that, under existing Conventions, its activities must be carried on during a period of war; that the principle of their continued existence must be maintained; and that the seat of the Board and of its Secretariat should continue to be at Geneva so long as circumstances permit.

“ The international control limiting the manufacture and regulating the distribution of narcotic drugs was started after the war of 1914, because, during that war and immediately after it, drug addiction had become such a serious menace that almost every Government in the world contributed to instituting and effectively applying the international control of the traffic. It is evident that the same problem remains and will assume, during war and also when hostilities cease, an even more serious form; and that the need for the control of the traffic is greater than ever before. During the past ten years, a worldwide mechanism has been set up and is successfully working, with centres in all national administrations and its official international centre at Geneva. At that centre, the Permanent Central Opium Board, an independent non-political organ, receives from all Governments the information essential to the continuance of the control. The contractual basis of the work under the Opium Conventions of 1925 and 1931 remains solid.

"Moreover, the Board has formed the opinion that it is, and will continue to be, of commanding interest to all Governments that the work which has been done for ten years should not now be disrupted. If it is to be pursued effectively, the machinery by which it is carried out and the statistical and other information on which it is based should be maintained and should also be instantly available at the end of hostilities.

"Therefore, the Board has the honour to request your Government to continue to send to the Board at Geneva the statistics and estimates which it has sent in the past as completely and as regularly as circumstances permit."

The Governments of the United States of America, of France, of the United Kingdom, of Norway and of Switzerland have replied expressing agreement with this letter.

The following statement occurs in the reply of the Secretary of State of the United States of America :

"The Government of the United States has regularly and thoroughly co-operated with the Permanent Central Opium Board and with its associate organ, the Drug Supervisory Body, since their establishment and expects to do so in future, as in the past, as long as their independence is maintained.

"It is the opinion of this Government that it is upon the operations of these two boards, supplementing and co-ordinating the efforts of individual nations, that the entire fabric of international drug control ultimately and principally rests.

"This Government, in consonance with that view, regards it as of the highest importance, not only to the United States, but also to the whole world, that the Permanent Central Opium Board and the Drug Supervisory Body should be enabled to function adequately, effectively and without interruption, and that they should enjoy the co-operation of all nations."

### **B. Work of the Supervisory Body.**

The Supervisory Body held its fifteenth and sixteenth sessions in September and November 1939 for the purpose of examining estimates of drug requirements in 1940 submitted by Governments and to draw up its Statement on the world requirements for that year.

This year, the Supervisory Body's task had to be carried out under the difficult conditions resulting from the outbreak of war. It is very satisfactory that, notwithstanding these difficulties, estimates were furnished by Governments in respect of sixty-five



countries and ninety-seven territories out of a total of 177 countries and territories in the whole world. Estimates had to be framed by the Supervisory Body in regard to seven countries and eight territories.

The Annual Statement of the estimates as submitted by Governments and examined by the Supervisory Body, is the basis on which the whole machinery of international control of the manufacture of and trade in dangerous drugs is built. It indicates the limits within which States parties to the Limitation Convention of 1931 are under an obligation to restrict their manufacture, exports and imports of drugs during the year to which the Statement refers. A comparison of the statistics of manufacture, imports and exports, which are furnished by Governments with the estimates contained in the Statement, enables an effective supervision of the trade in dangerous drugs to be maintained.

As the result of six years' application of the Convention, the manufacture of and commerce in drugs, under the control of the Governments, have been brought into close accord with the medical and scientific requirements of the States. The excesses which have been recorded, whether of manufacture or of commerce, over the estimated requirements have in no case been of great importance and have steadily diminished.

A weakening of the system of control which is based on the estimates system would, in the Supervisory Body's opinion, cause the danger of accumulation of excessive supplies of drugs from which illicit traffic would be fed. The Supervisory Body believes that, with the support of Governments, the control system can be maintained even under war conditions.

In reviewing the world requirements of drugs during the past five years (1935-1939), the Supervisory Body notes that, whilst, on the whole, the estimated consumption remained fairly stable, the *total* requirements (consumption plus conversion plus stocks) have, from 1936, increased. This applies more particularly to the quantitatively most important of the drugs — namely, morphine and codeine — and also to dionine. Thus the total morphine requirements passed from 41.4 tons in 1935 to 50.7 tons in 1939, codeine from 29.7 to 35.2 tons and dionine from 3.1 to 3.5 tons. The explanation of these increases lies in the fact that Governments, on account of the uncertainty of the international situation and the resulting difficulties of obtaining supplies, have found

it necessary to increase stocks held in their respective countries. Manufacture of drugs and the volume of exports and imports is, as a result, increasing and this is, in the Supervisory Body's opinion, another important reason for maintaining national and international control unimpaired.

---

14.

INTERNATIONAL ASSISTANCE TO REFUGÉES

The work of international assistance to refugees, as defined in the nineteenth Assembly's resolution and the Council's subsequent decisions, has been carried on under the direction of the High Commissioner, though recent international events have necessarily had an influence on the activities of the High Commissioner's Office.

In a supplementary report which he has just submitted to the Assembly,<sup>1</sup> the High Commissioner mentions this situation, and points out that the state of war at present existing makes the work of international assistance to refugees still more urgent. The High Commissioner draws attention to the new problems that may arise in this connection in the near future, and indicates the steps taken by the different belligerent and neutral countries in regard to refugees in their territories. He emphasises the necessity of arranging as soon as possible for the evacuation of the refugees now in neutral countries, while recognising the difficulties encountered in this connection by the private organisations since last September in carrying out the eminently humanitarian task which they have undertaken for many years past.

As regards the protection of refugees from the contractual point of view, the Danish Government, on September 14th, 1939, signed the Protocol concerning refugees coming from the territory which formerly constituted Austria. The United Kingdom also signed this Protocol on October 21st, 1939.

M. Michaël Hansson, appointed liquidator of the Nansen Office (the liquidation of which was decided upon by a resolution of the nineteenth Assembly), has duly submitted his report for the period from July 1st to December 31st, 1938.<sup>2</sup>

---

<sup>1</sup> Document A.18(a).1939.XII.

<sup>2</sup> Document A.19.1939.XII.

15.

INTELLECTUAL CO-OPERATION

The International Committee on Intellectual Co-operation held its twenty-first session from July 17th to 22nd, 1939, at Geneva.

The report on its work, which will be submitted to the Assembly, appeared on August 10th, 1939.<sup>1</sup>

It is also proposed to hold a meeting of the Executive Committee in the middle of December. That Committee will then have an opportunity of determining, on the basis of the data supplied to it by the Paris Institute and the Secretariat, the work that can be done by the Intellectual Co-operation Organisation in the present circumstances.

---

<sup>1</sup> Document C.231.M.153.1939.XII.

16.

BUDGETARY AND ADMINISTRATIVE QUESTIONS

1. ADDITIONAL FUNCTIONS CONFERRED UPON THE  
SUPERVISORY COMMISSION IN TIME OF EMERGENCY

In accordance with a decision taken on September 2nd, 1939, by the President of the nineteenth Assembly, the following resolution, which had been adopted by the Assembly on September 30th, 1938, has entered into force :

“ The Assembly decides as follows :

“ 1. Until the next ordinary session of the Assembly, the Secretary-General, and, as regards the International Labour Organisation, the Director of the International Labour Office, acting with the approval of the Supervisory Commission, which may take all decisions by a majority vote, shall have power in their discretion to take any exceptional administrative or financial measures or decisions which appear necessary (including the amendment of administrative or financial regulations), and such measures and decisions shall have the same force and effect as if they had been taken by the Assembly.

“ 2. . . . .

“ 3. Paragraphs (1) and (2) of the present resolution shall be brought into force by a decision of the President of the nineteenth session of the Assembly, if and when, in his opinion, a state of emergency has arisen.”

Taking into consideration the importance of these additional functions, the Commission felt that it should invite specially qualified persons to assist it in its work. In virtue of the special powers conferred upon it by the resolution of the Assembly, the Commission accordingly co-opted Count Carton de Wiart and Dr. H. Colijn until the next session of the Assembly.

2. FINANCIAL POSITION OF THE LEAGUE ON NOVEMBER 1ST,  
1939 : RESULTS OF THE FIRST TEN MONTHS

During the first ten months of the year 1939, the amount of contributions received totalled 15,841,336.44 gold francs,

or 69.48% of the budget, as against 18,195,153.14 gold francs, or 80.21% of the budget, for the corresponding period last year.

Of the sums paid, 14,725,419.18 gold francs represented payments in respect of the current year and 1,115,917.26 gold francs in respect of arrears and consolidated contributions.

#### *Contributions in Arrear.*

The total arrears on December 31st, 1938, amounted to 4,546,494.73 gold francs as against 1,753,446.57 gold francs on December 31st, 1937.

During the first ten months of 1939, payments in respect of arrears<sup>1</sup> amounted to 1,114,354.46 gold francs, thus leaving a balance of 3,432,140.27 gold francs still unpaid.

### 3. ADMINISTRATIVE AND FINANCIAL MEASURES REQUIRED AS A RESULT OF THE EMERGENCY

The Secretary-General's first report to the Assembly<sup>2</sup> sets out the developments of the situation between the close of the 1938 Assembly and May 1939, when the Supervisory Commission met to consider the draft budget for 1940. It will be remembered that, acting on a recommendation of the Committee on Budgetary Economies, a cut of 21.18% was made by the competent officials in the 1940 budget to take account of reduced income due particularly to the withdrawal of a certain number of States from the League and the disappearance of surpluses accruing from the payment of arrears in respect of previous years. To make the cut possible, a considerable reduction was effected in the staffs of the Secretariat and of the International Labour Office.

As soon as it could meet after the outbreak of hostilities in September, the Supervisory Commission considered, with the Secretary-General, the Director of the International Labour Office — who was accompanied by a delegation of the Governing Body — and the Registrar of the Court the further administrative and financial measures which were called for by the present

---

<sup>1</sup> Excluding consolidated contributions.

<sup>2</sup> See Report on the Work of the League, 1938/39, page 156 et seq.

situation. It came to the conclusion that, owing particularly to the present unsatisfactory payment of contributions, additional measures of retrenchment could not be deferred. It accordingly examined the best methods of curtailing staff expenditures by a suitable adaptation of the establishments to present requirements and requested the competent officials to prepare revised estimates which should be approximately one-third less than the authorised budget for the current financial year.

*A. Rectified and Reduced Budget for 1940.*

The rectified and reduced total budget of the League for 1940 as submitted to the Commission at its October session by the competent authorities and officials of the various Organisations amounts to 21,615,484 Swiss francs.<sup>1</sup> This is :

(a) 10,618,528 Swiss francs, or 32.94%, less than the authorised budget for the current year ;

(b) 3,788,504 Swiss francs, or 14.91%, less than the draft 1940 budget.

On the basis of this budget — which the Commission approved subject, in the case of the Permanent Court of International Justice, to certain possible later reductions — and of the number of units — 817.453 — recommended by the Allocations Committee in its report to the Assembly,<sup>2</sup> the value of the unit for 1940 would be 18,702.92 gold francs, which is 3,562.88 gold francs, or 16% less than that for 1939.

The proportionate reduction in the value of the unit is less than the proportionate cut in the budget for the two following reasons :

(a) The notice of withdrawal of certain States included in the 1939 schedule becomes effective in the course of 1939 and 1940 ;

(b) Part of the 1937 surplus — amounting to 2,373,058.77 gold francs — was applied in reduction of the 1939 contributions, whilst the 1938 financial period ended with a deficit.

<sup>1</sup> Documents A.4(1), A.4(a)(1) and A.4(b)(1).

<sup>2</sup> Document A.11.1939.

B. *Administrative Measures.*

The examination of the measures which might be contemplated with a view to further compressions of staff expenditures entailed a review of the work of the Organisations with the object of bringing this work within the capacity of a reduced personnel so long as present conditions continued. After an exhaustive study of the whole question of staff retrenchment, the Commission came to the conclusion that the most satisfactory method would be to *suspend* the contracts of a certain number of officials who would temporarily leave the service of the League under conditions designed to meet the requirements of economy and equity. These conditions are set out in detail in the third report of the Commission to the 1939 Assembly.<sup>1</sup>

---

<sup>1</sup> Document A.5(b). 1939.X.



17.

LEGAL QUESTIONS

STUDY OF THE LEGAL STATUS OF WOMEN

As stated in the *Report on the Work of the League, 1938-39*, the Committee for the Study of the Legal Status of Women completed at its last session the arrangements for a study of law of the Western type to be undertaken by the scientific institutes mentioned in the Assembly's decisions, and also made arrangements for the study of typical examples of Oriental law. The outbreak of war is not preventing this scientific work from being continued, with the collaboration of the women's international organisations.

---

18.

REGISTRATION AND PUBLICATION OF TREATIES  
AND INTERNATIONAL ENGAGEMENTS

PRESENT SITUATION WITH REGARD TO INTERNATIONAL  
ENGAGEMENTS REGISTERED WITH THE SECRETARIAT OF  
THE LEAGUE OF NATIONS (*continued*)

Despite the war, the registration of treaties by the Secretariat under Article 18 of the Covenant is continuing almost as usual. Between May 19th, 1938, and May 19th, 1939, 211 treaties and international engagements were submitted for registration, while between May 19th and November 19th, 1939 — *i.e.*, half the usual period — ninety treaties and international engagements have been registered, including twenty-eight since September 1st, 1939.

The treaties and international engagements registered in the last six months have, as usual, dealt with very varied subjects, as may be seen by consulting the following list, which gives a general idea of the character of the treaties and agreements registered during the period in question.<sup>1</sup>

Registration, No.	<i>Arbitration and Conciliation.</i>
4632	France and Sweden.
	<i>Friendship.</i>
4649	Greece and Mexico.
	<i>Treaties of Non-aggression.</i>
4603	Germany and Denmark.
4622	Germany and Estonia.
4629	Germany and Latvia.

<sup>1</sup> As some of the international engagements mentioned in the list deal with several subjects, they may be classified under different heads.

Registration  
No.

*Political Questions.*

- 4596 Bulgaria and Balkan Entente.  
4643 Estonia and Union of Soviet Socialist Republics.  
4656 Latvia and Union of Soviet Socialist Republics.

*Air Navigation.*

- 4573 Latvia and Poland.  
4590 Great Britain and Northern Ireland and Portugal.  
4599 Greece and Poland.

*Inland Navigation.*

- 4574 Germany, Great Britain and Northern Ireland,  
France, Italy and Roumania.

*Commerce, Navigation and Customs.*

- 4576 Hungary and Yugoslavia.  
4582 Greece and Sweden.  
4584 Great Britain and Northern Ireland and France.  
4588 Great Britain and Northern Ireland, Argentine  
Republic, Brazil and Uruguay.  
4589 Great Britain and Northern Ireland and Chile.  
4594 Great Britain and Northern Ireland and Rou-  
mania.  
4597 Latvia and Sweden.  
4600 Economic Union of Belgium and Luxemburg  
and Uruguay.  
4601 Economic Union of Belgium and Luxemburg  
and Italy.  
4607 Poland and Roumania.  
4614 United States of America and Chile.  
4616 Germany and Greece.  
4627 Spain and Norway.  
4628 Estonia and Latvia.  
4631 Guatemala and Norway.  
4633 United States of America and Venezuela.  
4636 Norway and Salvador.  
4640 The Netherlands and Switzerland.  
4644 Denmark and Norway.  
4646 Union of South Africa and Brazil.

Registration No. *Commerce, Navigation and Customs* (continued).

- 4647 Union of South Africa and Egypt.
- 4651 United States of America and Great Britain and Northern Ireland.

*Financial Conventions and Conventions regarding Taxes.*

- 4570 Germany and Sweden.
- 4571 Germany and Sweden.
- 4577 Hungary and Yugoslavia.
- 4583 Belgium and Great Britain and Northern Ireland.
- 4591 Great Britain and Northern Ireland, France and Czecho-Slovakia.
- 4602 Protocol (general).
- 4620 Germany and Great Britain and Northern Ireland.
- 4626 Germany, Belgium and Luxemburg.
- 4638 Belgium and the Netherlands.
- 4641 France and Sweden.
- 4650 United States of America and Haiti.
- 4654 Great Britain and Northern Ireland, France and Poland.
- 4657 Germany and Greece.

*Economic Questions.*

- 4575 Protocol (general).
- 4598 Iceland and Norway.
- 4615 Denmark and Norway.

*Postal and Radiotelegraphic Conventions.*

- 4569 United States of America and Colombia.
- 4580 United States of America and Canada.
- 4581 United States of America and Fiji.
- 4587 Kenya, Uganda, Tanganyika and Belgian Congo and Ruanda Urundi.
- 4613 United States of America and Canada.
- 4617 Aden and Egypt.
- 4618 Burma and Siam.
- 4623 United States of America and Argentine Republic.

*Postal and Radiotelegraphic Conventions (continued).*

Registration

No.

- 4615 Germany and United States of America.  
4653 Great Britain and Northern Ireland and the  
Netherlands.

*Delimitation of Frontiers and Frontier Traffic.*

- 4595 Germany and Switzerland.  
4609 Roumania and Yugoslavia.

*Intellectual and Artistic Relations.*

- 4572 France and Greece.  
4630 Procès-verbal (general).

*Military Questions.*

- 4578 United States of America and Colombia.

*Naval Questions.*

- 4579 United States of America and Colombia.

*Judicial and Extradition Conventions.*

- 4608 Germany and Greece.  
4635 Great Britain and Northern Ireland and Iceland.  
4639 Belgium and Turkey.  
4658 Belgium and Mexico.

*Administrative Questions.*

- 4585 Great Britain and Northern Ireland, Canada,  
Australia, New Zealand and France.  
4610 Belgium and Luxemburg.  
4655 United States of America and Estonia.

*Communications and Transit, Passports.*

- 4605 Belgium and Greece.  
4606 Belgium and Denmark.  
4621 Bulgaria and Roumania.  
4624 Belgium and Italy.

*Communications and Transit, Passports* (continued).

Registration  
No.

- 4625 Belgium and Sweden.
- 4652 Great Britain and Northern Ireland, Australia,  
New Zealand and India, and the Netherlands.

*General Relations.*

- 4586 Great Britain and Northern Ireland and Co-  
lombia.
- 4592 Great Britain and Northern Ireland, India and  
Muscat.
- 4593 United States of America and Great Britain  
and Northern Ireland.
- 4611 Roumania and Yugoslavia.

*Health Questions.*

- 4604 Latvia and Poland.
- 4612 Roumania and Yugoslavia.
- 4637 Belgium and Great Britain and Northern Ireland.
- 4642 General Convention.

*Narcotic Drugs.*

- 4619 France and India.
- 4648 General Convention.

*Refugees.*

- 4634 Protocol (general).

The following table gives the number of treaties and international engagements registered with the Secretariat at the request of the various States, or deposited with the Secretariat and registered in consequence of their entry into force, during the period May 19th-November 19th, 1939 :

Union of South Africa . . . . .	2
United States of America . . . . .	13
Belgium . . . . .	13
Great Britain and Northern Ireland . . . . .	23
Bulgaria . . . . .	1

Denmark . . . . .	4
Egypt . . . . .	2
Estonia . . . . .	2
Greece . . . . .	6
Latvia . . . . .	6
Norway . . . . .	5
The Netherlands . . . . .	2
Roumania . . . . .	6
Sweden . . . . .	6
Switzerland . . . . .	1
Yugoslavia . . . . .	2
International engagements concluded under the auspices of the League of Nations, deposited with the Secretariat and registered in consequence of their entry into force . . . . .	3

The Secretariat has also registered many signatures, ratifications, accessions, denunciations, etc., concerning treaties and international engagements previously registered, including the following :

I. INSTRUMENTS CONCLUDED UNDER THE AUSPICES OF THE  
LEAGUE OF NATIONS

*The Protocol of Signature of the Statute of the Permanent Court of International Justice*, signed at Geneva on December 16th, 1920, has been signed by Egypt.

*The Optional Clause* contained in this Statute has been accepted subject to ratification by Egypt, Greece and Hungary by means of declarations made for this purpose.

The Governments of the United Kingdom of Great Britain and Northern Ireland, Australia, New Zealand, the Union of South Africa, India and France have informed the Secretary-General of the League of Nations that they will not regard their acceptance of the Optional Clause as covering disputes arising out of events occurring during the present hostilities.

In this connection, the Swiss Government, feeling the case to be one of "unilateral denunciation", has made reservations as to the principle invoked in such a denunciation. The Belgian Government has reserved its point of view.

As regards the *Pacific Settlement of International Disputes* (General Act), opened for accession at Geneva on September 26th, 1928, the Government of Australia has also signified that it will not regard its accession to the said Act as covering or relating to disputes arising out of events occurring during the present crisis.

The Swiss Government has made the same reservations as it made on the subject of the Optional Clause.

The *1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, with Protocol of Signature*, signed at Geneva on June 26th, 1936, the *Procès-Verbal concerning the Application of Articles IV, V, VI, VII, IX, XII and XIII of the Convention of October 11th, 1933, for facilitating the International Circulation of Films of an Educational Character*, opened for signature at Geneva on September 12th, 1938, and the *Additional Protocol to the Provisional Arrangement and the Convention*, signed at Geneva on July 4th, 1936, and February 10th, 1938, respectively, concerning the *Status of Refugees coming from Germany*, opened for signature at Geneva on September 14th, 1939, have come into force.

The *Protocol concerning the Amendments to the Preamble and Articles 1, 4 and 5, and to the Annex to the Covenant of the League of Nations* has hitherto been ratified by sixteen countries; of these, the Union of South Africa, Bulgaria, the Netherlands, New Zealand, Poland, Sweden and Switzerland have ratified since May 19th, 1939.

## II. INSTRUMENTS REGISTERED AT THE REQUEST OF STATES

Among the notifications received, mention should be made of the communication in which the Government of the United Kingdom of Great Britain and Northern Ireland signified that, in consequence of the state of war existing with Germany and in accordance with Article 24 of the undermentioned instruments, all the obligations of that Government under these instruments had been suspended indefinitely :

1. Treaty for the Limitation of Naval Armament, signed at London on March 25th, 1936.
2. Agreement between the United Kingdom of Great Britain and Northern Ireland and the Union of Soviet Socialist



Republics providing for the limitation of naval armament and the exchange of information concerning naval construction, signed at London on July 17th, 1937.

3. Agreement between the United Kingdom of Great Britain and Northern Ireland and Poland providing for the limitation of naval armament and the exchange of information concerning naval construction, signed at London on April 27th, 1938.

Furthermore, His Majesty's Government in the United Kingdom stated that it had been notified by the Governments of the United States of America, France and Italy that, in accordance with Article 24 of the Treaty for the Limitation of Naval Armament, signed at London on March 25th, 1936, the obligations of that treaty had been suspended in respect of the United States of America, France and Italy respectively.

*The Procès-verbal relating to the rules of submarine warfare set forth in Part IV of the Treaty of London of April 22nd, 1930, signed at London on November 6th, 1936, has been acceded to by Iran.*

\* \* \*

The *Treaty Series*, in which are published all treaties and international engagements, as well as new signatures, ratifications, accessions, extensions, etc., is continuing to appear as usual; 194 volumes have so far been published; two others will be issued before the end of the year, and the succeeding volumes are in preparation.

---

## THE LEAGUE OF NATIONS LIBRARY

The Library's activities have proceeded unabated since last summer. The collection of official publications sent in by Governments has continued to show a normal increase.

Of the periodicals received by the Library, only a trifling proportion have so far ceased to appear on account of the war.

In addition to its usual publications, the Library has issued two bibliographical lists, the first on *Documentation relating to the Economic Aspects of War*, and the second dealing with *War-time Legislation on Economic, Financial and Transport Questions*, from the outbreak of hostilities until about the end of October.

At the beginning of September, a fresh distribution of readers' cards was made, the previous cards having been cancelled. The number of new cards issued amounts to 144. The attendance at the reading-rooms is normal.

Lastly, on the outbreak of the war certain large specialised libraries in Europe were obliged to close, and a number of international institutions have transferred their seat to Geneva. This has meant a corresponding increase in the activity of the League's Library through the fresh influx of readers wishing to pursue their studies.

---

20.

PARTICIPATION OF THE LEAGUE OF NATIONS IN THE  
NEW YORK WORLD'S FAIR (1939)

The League of Nations Pavilion at the New York World's Fair drew a considerable number of visitors and a gratifying degree of American co-operation during the six-month period that it was open, from April 30th to October 31st. Well over a million people passed through it, and great interest was aroused in both official and private quarters in the United States.

The exhibit was in itself an instance of international collaboration. Its general organisation was first discussed, shortly after the Assembly's acceptance of the invitation, by several experts invited to Geneva by the Secretary-General in view of their special experience at the Paris Exhibition of 1937.<sup>1</sup> Its general conception was entrusted to Father de Reviers de Mauny, who had been Commissioner-General of the Vatican Pavilion in Paris and who was appointed Technical Adviser for the League Pavilion.

The material for the exhibits was brought together by the international staff in Geneva and at The Hague; its detailed presentation in displays, panels and plastic form was entrusted to a group of artists in Paris; and the actual erection was carried out by American workmen in New York.

Despite the difficulties involved in working in several different centres, and from different viewpoints, and despite the differences of measurements in the metric system in use in Paris and the English system in use in New York, the League Pavilion was one of four foreign pavilions to be completely finished on the day the Fair opened. Moreover, the cost of erection and installation of the exhibits, which had been entrusted to the Hegeman-Harris Company, Inc., at a maximum total guaranteed not to exceed \$134,470, showed an appreciable economy as compared with

---

<sup>1</sup> M. Lienarts (Swiss), M. Dubrawsky (Hungarian), Captain Moore (British) and Father de Reviers de Mauny (French).

that figure, while the cost of the exhibits made in Paris came to about half the amount provided for in the budget. Thus, the whole project was executed well within the total appropriation voted by the Assembly.

At the opening ceremony on May 2nd, President Roosevelt was specially represented by three important Federal officials — Secretary of Agriculture Henry A. Wallace, Assistant-Secretary of Labour Charles V. McLaughlin and Surgeon-General Thomas Parran — each of whom referred very favourably to the work of the League. “Perhaps no other edifice on the grounds of the New York World’s Fair”, Secretary Wallace said, “is more symbolic than the League of Nations building, for it symbolises the hope of man in the world of to-morrow.” The President of the Fair, Mr. Grover A. Whalen, likewise referred to the spirit of co-operation symbolised in the League building, while many other notable people were present, among them Mrs. Woodrow Wilson. Afterwards, the United States Commissioner-General to the Fair, Mr. Edward J. Flynn, gave a reception to all the guests.<sup>1</sup>

Before the exhibit was opened, a special sponsoring Committee of over a thousand eminent Americans organised by had been Mrs. James Lees Laidlaw, of New York, to make the Pavilion known and to help the Commissioner-General in its operation. Amongst them were the Governor of New York State and the Mayor of New York City.

Similarly, the task of receiving visitors and showing them round the Pavilion, for which the League of Nations Association had undertaken to be responsible, was effectively carried out by a group of some eighty volunteer guides chosen from about 300 applicants, both boys and girls, from American colleges and universities. These guides worked in three shifts of eight each during the twelve hours daily that the Pavilion was open.

A number of special receptions were organised either by the Commissioner-General in the case of special groups, such as journalists, or by American friends wishing to visit the Pavilion. The most important was “League of Nations Day”, held on October 21st in accordance with the practice of the Fair to devote a special day to each official participant. The ceremony took

<sup>1</sup> The speeches at the opening ceremony have been printed as a separate document.

place in the Court of Peace, with speakers representing not only the League and the Fair, but also the United States Federal authorities, and with a special radio transmission from Geneva. The Hon. Henry F. Grady, Assistant Secretary of State, who had come from Washington for the purpose, stated in his speech that : " The United States has welcomed the opportunity to participate in the League's efforts to organise co-operation in the fields of economics, finance and health, and in dealing with a multitude of other social and technical problems, and we have received many benefits from our participation in the League's work in these fields " .

Towards the end of the Fair, a second invitation was transmitted to the League through the United States Legation at Berne to continue the League's exhibit in 1940. Mr. Whalen, President of the Fair, visited Geneva to urge its acceptance, and a special American group in New York proposed that, if the League could afford assistance from the unexpended balance remaining over from the first year's appropriation, it would make itself responsible for all other expenses attendant on a second year's participation. The Supervisory Commission, while feeling that it could not vote a new credit for League participation, approved acceptance of this generous offer, provided an adequate agreement could be worked out fixing the division of moral and financial responsibility and freeing the League from further financial liabilities.