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Next Paper.

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(29)

Organization
file 2(A)

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NOTES ON SIR E. DRUMMOND'S MEMORANDUM.

P. 2 2nd paragraph (beginning "all communications")

This is modified by Sir E. Drummond's note to the Organization Committee, I gather. There should be direct communication between ^{the} sections of ^{the} League Secretariat and ^{the} corresponding national ministries. Sir E. Drummond's note suggested that copies of all such correspondence should be sent to the National Representative for information. I believe this is unnecessary. Most of such correspondence will be technical, and National Representatives cannot possibly keep in touch with all negotiations. To attempt to do so would mean a large staff at Geneva duplicating - without responsibility - the work of the national ministries. Of course, the National Representative should get copies of important papers - I suggest he should see what the Four and Five see here and not much else.

altered name

This can be decided later means with Sir E.

important to my paper

P. 5 (a) 15 sections are put directly under the Secretary-General.

This seems to me too much for any man. It would seem desirable that several ^{sections} should be grouped under the direct authority of someone who should himself be directly under the Secretary-General.

I agree but it would work out that way. No. really there will be a liaison section with the Sec. Gen.

(b) It is said that the Military, Naval and Air Section will be under the Secretary-General. This will need some arrangement, but the lower officials of this section should certainly form part of the Secretariat.

(c) Might not the Arms Traffic section be included in the Mandates section?

V W Beer
alter in my memo

This is work nothing

P.10 Mandates. It is suggested in the attached paper that the Mandates section should be a "Backward Races section", and include arms traffic, opium and native questions (XXIII b) generally; it should also have an archaeological sub-section, or at least be in touch with some archaeological authority.

Note

P.11 Labour. Should not the Labour Office be the Labour section of the Secretariat? Its Director should be in close and constant touch

Johns not

touch with the Secretary-General, and with the heads of the other sections. At Geneva I should not have thought any 'liaison' was necessary or desirable, though one may be needed temporarily this summer.

P.12 Military, Naval and Air. Again I doubt the need of a Liaison Officer. The lower officials of the Military, Naval and Air Section should be officials of the League and belong to its secretariat. The President of the Commission should be in personal touch with the Secretary-General.

P.14 Only "political" papers, and specially important papers on other subjects, would need, I should have thought, to be communicated to the National Representatives. Others would go direct from the sections of the Secretariat to the corresponding National Ministries.

I think the principle of a single joint registry, with sub-divisions of it serving each of the sections, very important.

M. M. Butler
11-6-19

Handwritten notes:
The
should
agree

I. General Observations and Method of Communication with National Governments.

The organisation of the League of Nations has been created on the following basis:-

An Assembly, composed of national representatives of the countries belonging to the League of Nations;

A Council, composed of national representatives of the five Great Powers and the four smaller countries;

A permanent International Secretariat.

If the International Secretariat is to function satisfactorily, it is of great importance that it should keep in close touch with the national representatives. All important States Members of the League and particularly those who are members of the Council will, it is hoped, be adequately represented at the Seat of the League by permanent national representatives. These should have the requisite secretarial staff, of which the principal members ought to be of sufficient standing to act as Deputy for the national representative. The Council should meet in permanent, though not necessarily continuous/

continuous, session. On important occasions, the Prime Minister or Foreign Secretary will probably represent his country at meetings of the Council.

All communications to and from national governments should be made through the national representatives or their chief secretaries. In cases where there are no such national representatives, negotiations should pass through the diplomatic representatives in the capital of the country where the League is situated. In order to encourage the establishment of national representatives at the Seat of the League, it would perhaps be well for the Organisation Committee to pass a resolution in this sense.

It will be essential for the League to receive full and early information -- political, economic and financial -- of what is happening in all parts of the world. To secure this, it is necessary that each State which is a member of the League should undertake to place all its sources of information at the disposal of the League. A special bureau should be formed in the national Foreign Office or some other convenient department, on which will rest the responsibility of seeing that all requisite information is conveyed/

conveyed to the national representatives at the Seat of the League. This information, or the substance of it, will then be passed on from the national representative to the International Secretariat; the latter will arrange for the distribution of the information to the other national representatives. The head of each particular Section will be responsible for the decision as to which States are concerned. The Secretariat will further assimilate and coordinate the material obtained and will thus be in a position to prepare an impartial and adequate statement on any particular question, for the information of the Assembly or of the Council.

Resolutions as to the supply of information and the establishment of bureaux in national Foreign Offices should be passed by the Organisation Committee.

In order to encourage the transfer of really good men from the national services to the service of the International Secretariat the Organisation Committee should pass a resolution recommending that the governments members of the League should count as meritorious the service of their nationals on the International Secretariat.

In the case of five year appointments, arrangements should be made by the/

the national governments that the officer concerned should not suffer either in his prospects or in his pension rights if the latter exist.

II. Internal Organisation of the
International Secretariat.

The Secretary-General will be assisted in his duties by two members of the Secretariat, styled respectively the Deputy-Secretary-General and the Under Secretary-General. They will work in the closest co-operation with him, and they and their staffs will form a department of the Secretary-General. The Secretary-General may entrust to the supervision of the Deputy Secretary-General or the Under Secretary-General any special questions which may arise.

For the effective conduct of the immediate work of the Secretariat, the following sections should be established at once:

1. Political
2. Economic & Financial
3. Legal
4. International Social Bureaux
5. Mandatory
6. Treaty
7. Labour

8. Publicity
9. Administrative Commissions
10. International Economic Bureaux
11. Military, Naval & Air.

After a short time, further sections will almost certainly have to be formed for:-

12. White Slave & Drug Traffic
13. Arms Traffic
14. Women's Questions
15. Education.

The heads of these sections will be directly under the Secretary-General and his department, and unless special arrangements to the contrary are made, will report to him.

It will very probably be necessary to set up special sections to deal with specific duties entrusted to the League under the various peace treaties, with arbitration questions, and with other matters so that the schedule outlined above should be considered as purely provisional and capable of change, expansion and contraction.

Heads of sections should not, therefore, regard their position as rigidly and permanently fixed since any of them, as the League develops, may be called upon to undertake new and important duties.

III. Notes on the Work of the
various Sections.

1. Political.

The head of the Political Section will probably find it desirable to divide his section into geographical groups. A convenient arrangement to start with might be to have eight of such groups, namely:-

Western Europe

Central Europe

Near East

Middle East

Far East

North and Central America

South America, and

Africa.

But experience alone can show how a division of the work of this section can best be made.

The head of the Political Section will receive from the national governments through the national representatives all information of political importance; he will consider how much of it should be communicated through the national representatives to some or all of the other States members of the League. In cases of importance or difficulty, he will consult the Secretary-General. It will also be his duty to observe the various political developments taking place throughout the world, and to warn the Secretary-General of any policy or event likely to lead to international

dispute/

dispute in order that the necessary steps may be taken to bring the question before the Council or the Assembly.

2. Economic & Financial.

The duties of the head of the Economic & Financial Section will be very similar as regards economic and financial questions to those of the head of the Political Section, with regard to political questions, and a similar geographical division of the section may be desirable. The section must necessarily keep in close touch with that of the International Economic Bureau, and experience may show that the latter should be ultimately amalgamated with it. The head of the Economic Section should also arrange for the execution of the duty imposed upon the League by paragraph (c) of Article 23.

It is of great importance that the staff of the Political and Economic Sections should be drawn from as many nationalities as possible, since political, economic and financial questions will form the main categories on which communications with national governments will take place.

3. Legal.

Besides the head, this section should be composed of three or four youngish lawyers of some knowledge of international law. The Continental and Anglo-American schools should certainly both be represented/

represented on this section.

The Legal Section should be ready to advise other sections on any legal aspect of their work which may arise. It will probably be called upon to define with the legal representatives of the Swiss Government the scope of the diplomatic privileges and immunities to be enjoyed by members and officials of the League. Duties will also be imposed upon it under Article 19 of the Covenant which concerns the examination of existing Treaties.

When matters of grave international import are concerned, it will probably be advisable for the Council to obtain the opinion of the highest international authorities, though it will no doubt be necessary for the Legal Section to prepare the necessary case for submission to such authorities.

The constitution of the Permanent Court of International Justice should form a sub-section of the work of the Legal Section. It might be well for the Organisation Committee to ask three or four great international jurists to advise on this subject. If the services of such eminent men could be obtained, a body would be set up of unequalled judicial authority, whose recommendations would carry the greatest weight. It would be desirable that a member of the Legal Section should act as secretary to such a body.

4. International Social Bureaux.

Article 24 of the Covenant places under the direction of the League all international bureaux already established by general treaties, if the parties to such treaties consent. All international bureaux to be set up in future come under the direction of the League. There are also certain other duties which may be imposed on the Secretariat by Article 24. and by paragraph (f) of Article 23, which will fall to this Section. The head should make a survey of the existing international bureaux to decide if, and at what date these should be taken over, and to make the various necessary arrangements. He should probably have on his staff a liaison officer for each bureau, when taken over, but all the administrative work would be performed by the organisations themselves. It will be through this section that all questions from the international bureaux are referred, through the Secretary-General, to the Council, and it would be desirable that the head of the section should keep ~~in~~ personal touch with the Presidents and Secretaries of the various bureaux.

It may be desirable that these bureaux should remain where they are at present and not be transferred to Geneva. The fact of having in various capitals large international institutions under the direction

of/

of the League of Nations may in itself constitute a considerable asset to the League.

5. Mandates.

The head of this section should in the first instance, prepare a scheme for the constitution of the Permanent Mandatory Commission created under Article 22. It will very likely be advisable to obtain expert advice from outside the League on this subject in the same manner as has been suggested for the creation of the Permanent Court of International Justice. After this, the section will become mainly the unit of liaison between the Mandatory Commission and the Council or Assembly.

6. Treaty.

Under article 18, every treaty or international engagement must be registered with the Secretariat who shall then publish it. It will be necessary to set up a Treaty Registrar for this purpose, by whom the required arrangements will be made. As his duties in this particular respect are not likely to be onerous, they might well be combined with those of Librarian. The constitution by degrees of an adequate international library should be one of the tasks of the Secretariat, and be undertaken/

undertaken by the Librarian.

7. Labour.

The head of this section will act as chief liaison officer between the International Labour Office and the Council. Under the Labour Convention, certain disputes may arise which will be referred by the Labour Council to the League of Nations, and in such cases it will be the duty of the head of the section to prepare these questions for submission to the Council through the Secretary-General.

8. Publicity.

This Section should comprise at least French-, English- and Spanish-speaking members. It is scarcely necessary to define the duties of the head of this section; they are simply to obtain popular support for the League in all countries. How this can best be done is a matter entirely for experts on which I cannot venture to express any opinion.

The head of the Publicity Section will also be responsible for the production of the Official Gazette of the League of Nations, in which will appear all appointments, all treaties under Article 22 of the Covenant, and all

official/

official information.

9. Administrative Commissions.

The difficult part of the work falling to this section will be to submit suggestions as to how these commissions can best be formed. When once the commissions are established and in working order, the section will act as a liaison office between them and the Council. The establishment of this section is perhaps the most urgent, as to it will fall the immediate tasks given to the League by the Treaty of Peace.

10. International Economic Bureaux.

Again, the important task of this section will be to advise the Council as to the ~~method~~ by which these bureaux should be constituted. Once this has been accomplished, the section will become mainly the channel of communication between the Bureaux and the Council, and may - as already indicated - be amalgamated with the Finance & Economic Section.

11. Military, Naval & Air.

A small liaison section should be created between the Permanent Commission constituted under Article 9 and the Council.

12. White Slave & Drug Traffic

13. Arms Traffic.

I believe sufficient international organisations already exist to deal with the White Slave and Drug Traffic and with the Arms Traffic. If so, in each case, all that will be necessary - provided the existing organisations continue - will be to appoint two small liaison sections.

14. Women's Questions. 15. Education.

These sections should be constituted on similar lines to that of the Labour Section, since I understand that it is hoped to create bodies corresponding to the International Labour Office.

IV. Notes on the Interior Economic.
Organisation of the Secretariat.

I think it will be necessary to appoint a Chief Financial Director who might possibly also be Chief Organisation Officer. The disbursements of the League and of the affiliated commissions will necessarily amount to very large sums. The Financial Director ought to prepare annual estimates of the expenses, and be ultimately responsible for all payments, the accounts of the League, and all correspondence on financial questions. For the above purposes, he will have to have the help of a
/ certain

certain number of trained accountants.

As Chief Organisation Officer, he would have under him the various technical departments, such as establishment, registry, etc. These will necessarily grow when the League has reached its permanent Seat, since arrangements will have to be made for communications, travelling, printing, and, when building is decided upon, for architects, surveyors and so forth.

V

Notes on the Distribution
of Information.

For the purpose of communication to the representatives of the various national governments, as explained in Section I, information should, I think, be divided into three categories of urgency:-

Really pressing and important papers should be communicated in full to the national representatives on the day - or at least on the day after - they reach the Secretariat.

Less urgent papers should, form the subject of a weekly summary. This should be communicated to the national representatives, who could obtain, should they desire it, any paper referred to in the summary.

Documents of no particular urgency might, in the same way, form the subject of a monthly summary.

It will be for the head of the section concerned to decide to which category any paper

/ should

should belong.

If this scheme is adopted, it will be necessary to set up under the Chief Organisation Officer departments for the preparation of these summaries and for distribution.

Arrangements will clearly also have to be made for establishing a shorthand-typists' department and interpreters' and translators' department. I do not think that I can do better in this connection than to quote two notes on the subject prepared by Sir Maurice Hankey; though I believe a considerably larger number of translators and interpreters than he contemplates will be necessary:-

"The Shorthand-Typists Department"

"Experience has shown that the most satisfactory system for the organisation of a shorthand-typist section is that each department should have a minimum staff, which it can always keep employed for the purposes of its current work, thus ensuring that mutual confidence and understanding which is essential to the well-being of an office, supplemented by a pool of typists which can be drawn on for a press of work.

The League of Nations will require, at the outset, a staff of at least ten first-class shorthand-typists (five French-speaking and five English-speaking), accustomed to take down evidence, and competent to report in full the proceedings of the Assembly, the Council or of Commissions. This number may have to be increased as the work of the League of Nations develops. The number might be reduced if bi-lingual shorthand-typists could be found, but this is not easy.

In addition, there will be required a large staff of second-class shorthand-typists and ordinary typists".

"The Interpreters' and Translators' Department."

"There should be at least two official interpreters to the League of Nations, covering between them French, English and German.

They would be supplemented as required by officials of the League with a good mastery of these languages".

/ There

There are various other questions, such as salaries and a scheme of pensions for certain appointments which should, I think, be dealt with at an early date. The best method of doing so will probably be for the Organisation Committee to appoint a sub-committee from their members.

E.D.

L O N D O N.

31st May, 1919.

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1919.