

1455



1919.

INTERNATIONAL SECRETARIAT.

29.

March 31 -

No. 266

Dossier No. 255
Received by

Sir M. Haukey.

(Subject.)

Schemes for organising the International Secretariat.

for

~~Mr.~~ W. Wiseman.

CONFIDENTIAL

His schemes by Sir M. Haukey & Sir W. Wiseman & comments thereon.

Last Paper.

262

(Print.)

(Minutes.)

M. Walter, 25/5/48
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A. B. C.

Next Paper.

267

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29/266/255

Hankey. Sir. M.
File. ~~B~~ 2 (a)

29

2 A/S



BRITISH DELEGATION,
PARIS.

5th May, 1919.

Dear Sir Eric Drummond,

At a meeting between M. Clemenceau, President Wilson and Mr. Lloyd George this morning, it was agreed that the Secretary-General of the League of Nations should be authorised to establish the temporary and provisional organisation of the League of Nations in London.

Yours very sincerely,

M. P. A. Hankey

The Hon. Sir Eric Drummond, K.C.M.G., C.B.,
Hotel Astoria.



29/266/253

Entered. BRITISH DELEGATION,
Duplicate. PARIS.

Captain William

May 2nd, 1919.

Dear Maurice,

When you have a moment to spare, I would be most grateful if you could look at the enclosed scheme drawn up by Wiseman, on which I have made a few comments.

I feel sure that your feelings will not be hurt by what I have written about your own plan and I should be very grateful if you would give me the benefit of your own experience by putting down any ideas that may occur to you

like temporary proposals.

Yours own

Ed. Dumas

This is all right. I contemplated some temporary arrangements of the kind myself. I am not sure you don't want someone to be tackling the Peace Treaty from a L. of N. point of view at once, viz. a. H.

| We do.

In present circumstances I much prefer with certain modifications the temporary scheme outlined by Sir W. Wiseman to that put forward by Sir M. Hankey.

It seems to me to be very important to carry on with as small a staff as is practicable until the Conference at Paris nears the termination of its work. There will probably then be a unique opportunity of securing men and women of great experience in official international affairs.

The immediate modifications I would suggest are that a Deputy Secretary-General and a Secretary General (French and American respectively) should be at once appointed.

The former would be responsible ~~to~~ for all French speaking appointments and would take charge of Departments A. B. E. ; while the latter would look after Departments C.D.F.G. and K. final control resting of course with the Secretary General.

The various Secretaries of the enumerated Departments should be permitted as far as possible to choose their own staffs. As a temporary rate of salary I would suggest £1,000 a year with the exception of the two correspondence Secretaries who should be paid at the temporary rate of not less than £1,200 a year, but I should like to make further enquiries on this point.

£1500
M.P.A.N.

rd

RESOLUTIONS TO BE CONSIDERED BY THE ORGANIZATION COMMITTEE.

(1) That the Secretary to the Organization Committee of the League of Nations be the Secretary-General or such other person as he may temporarily select.

(2) That the seat of the League of Nations shall be in London, until the first formal meeting of the Assembly takes place.

(3) That a credit of _____ shall be opened immediately, such credit to constitute an advance by the various States members of the League and to be borne as is provided in Article VI of the Covenant.

(4) That the Secretary General, or such persons as he may designate shall be entitled to draw on this credit.

(5) That the Secretary-General or persons designated by him be authorized to make such appointments temporary or for a period not exceeding five years or permanent as he may consider necessary for the efficient conduct of the affairs of the League.

Up to the date of the first formal meeting of the League the Secretary General shall submit each month a ^{audited} statement of accounts to the organization Committee together with a list of appointments made or changes in the Staff. This Staff shall be under the control of the Secretary-General who may appoint or discharge members of the Staff and generally take all steps necessary for the efficient conduct of the organization.

(6) That the term of appointment of the Secretary-General shall not exceed five years, though at the expiration of such term the appointment may be renewed by the Council.

(7) That the Secretary-General be authorized at once to appoint for a period not exceeding five years a Deputy Secretary-General

General and an Assistant Secretary-General.

(8) That the respective salaries of the Secretary-General, the Deputy Secretary-General, and the Assistant Secretary-General be £ £ £ together with annual allowances for frais de représentation of £ £ £ respectively. A house to be provided for the Secretary-General at the permanent capital of the League.

(9) That all salaries commence on the day of appointment.

(10) That the Secretary-General make all arrangements for the temporary establishment of the League in London.

(11) That the Secretary-General prepare and submit in due course proposals for permanent organization of the establishment of the League.

- - -

THE ORGANIZATION OF THE LEAGUE OF NATIONS.

Sir Maurice Hankey has outlined a plan for the organization of the League of Nations. I do not think the time has yet arrived to adopt any such detailed scheme.

The problem is to build up from nothing an organization which will by the end of the year be able to deal with the business of the League.

I believe the best way is to start with a preliminary organization; in effect, a temporary personal staff for the Secretary-General, and gradually to build up from this basis a larger organization which may, or may not, be on the lines suggested by Sir Maurice Hankey.

The following, in their order of importance, are the steps which, I think, should be taken:-

- (1). The Organization Committee called together, with the Secretary-General as Secretary.
- (2). The Organization Committee to provide a credit for the Secretary-General.
- (3). A temporary staff secured by the Secretary-General.
- (4). Temporary Offices to be secured in London.
- (5). Steps taken to deal with questions of urgency.
- (6). Plans prepared for the Permanent Organization and the first Meeting of the League.

I make the following observations in elaboration of the above:

TEMPORARY STAFF: -

The Secretary-General should immediately secure temporary

assistants. These officials might all be called "Temporary Secretaries", or whatever other suitable designation the Secretary-General decides. Some of them would be men who would eventually find permanent positions in the organization of the League; and others would be men who would be willing to devote themselves to the work of the League for a period of about six months. It should be clearly understood that their position and authority is of a temporary nature. They would be a sort of "Organizing Staff".

I would suggest the staff should be as follows:-

- S. General*
Deputy S.G. (French)
asst. S.G. American
- Temporary-Secretary in charge of Correspondence (English-speaking). *American & English*
- " " " " " " (French-speaking).
- " " " " " Establishment & Contracts. (English).
- " " " " " Legal Affairs (French). *English*
- " " " " " representing Secretary-General in Geneva. (Swiss).
- " " " " " in charge of Accounts (French).
- " " " " " Registry (English). *+ (French)*
- " " " " " Organization Committee (English & French).
- " " " " " Publicity (American). *+ French*
- Personal Private Secretary to the Secretary-General (English).
- 12 First-grade Stenographers and typewriters (6 French and 6 English).
- 2 Translators (covering as many languages, as possible) attached to Secretary in charge of Correspondence (French).
- 20 Second-grade Typists, stenographers, and filing clerks. (Approximately half French and half English).

The duties of this Staff are fairly obvious, and would naturally vary. Other Temporary Secretaries would have to be engaged as occasion required. Particularly to take charge of various Commissions of the League.

All correspondence would be dealt with by the Secretaries (English and French), and distributed to the members of the Temporary Staff concerned, and eventually passed to the Registry.

The Secretaries (English and French) would also interview callers whose importance did not warrant an interview with the Secretary-General. They would also have to act temporarily as a sort of Information Bureau for enquiries, either personal or by letter.

The Secretary in charge of Contracts & Establishment would engage the necessary clerical staff, regulate their hours, purchase the necessary supplies (with the approval of the Secretary in charge of the Accounts), arrange for temporary offices, telephones, etc. He would be what is commonly known in business as "Office Manager".

The Secretary in charge of Legal Affairs should be a lawyer, who would be in consultation with eminent international lawyers who could be consulted on points of difficulty. All questions affecting the authority or legal status of the League, or the Committee, would be dealt with by him and officially submitted to the Secretary-General.

It would also be his duty to call the Secretary-General's attention to the duties and obligations of the League, the Committee, and the Secretary-General, arising out of the Covenant.

The Secretary representing the Secretary-General in Geneva should be entrusted with the arrangements for preparing temporary accommodation for the organization. He would travel between London and Geneva reporting progress and receiving instructions from the Secretary-General.

The Secretary in charge of Accounts should at once start a system of accounts and vouchers, which could be approved by

the Organization Committee. He would also be engaged in preparing estimates for the permanent organization.

The Secretary in charge of Publicity should make arrangements for watching all important newspaper comment on the League, and preparing for submission to the Secretary-General statements regarding the work and plans of the League suitable for publication.

The Secretary in charge of the Registry would institute a temporary system of filing, and registering, and begin to collect the necessary works of reference for the library.

These Temporary-Secretaries would be instructed to prepare a scheme, based on their daily experience, for a permanent organization. Certain departments would at once begin to develop into larger and permanent sections. These would be the Legal, Financial, Publicity, Establishment, and Registry.

While securing this temporary Staff, the Secretary-General should, through the French Foreign Office, invite the nine Powers concerned to nominate their representatives on the Committee of Organization; and this Committee should meet at the earliest possible moment in Paris with the Secretary-General acting as Secretary of the Committee.

The Secretary-General would ask the Organization Committee to vote him a credit of £100,000 for the purposes of organization, and to empower him to appoint a Temporary Staff and secure Offices, and should request him to draw up a scheme of organization to be submitted to them at a later date.

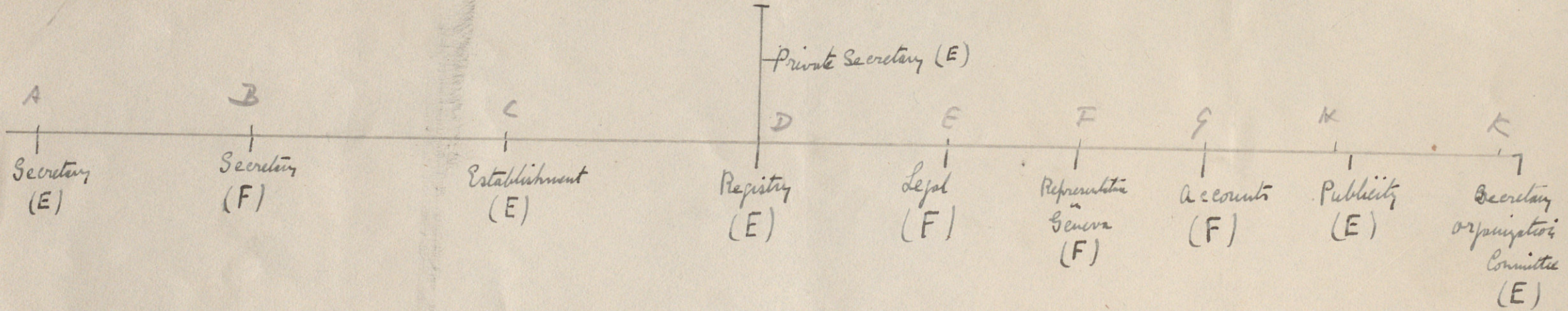
Temporary Offices should be secured as soon as possible in London. Some large private house, such as Crewe House, would be most suitable. This office would be needed until the end of the year.

The Secretary-General should then, with his legal advisers, study any questions of urgency which must be dealt with before the permanent organization is complete. For instance, a Commission must be prepared to deal with the SAAR VALLEY within 15 days after the Treaty of Peace is ratified. A special Temporary Secretary might be appointed to deal with this question alone, and others could be appointed to deal with any other similar matter of urgency. Naturally the clerical staff would have to be increased accordingly.

A special Secretary might also be appointed to draw up plans for a permanent organization and for the first Meeting of the League. No doubt he would be assisted by members of the Organization Committee.

H. W. Wiseman
30/4/19.

Secretary General



E = English Speaking.
F = French Speaking.

29

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E.D.

I quite agree on the general lines of this -
Is the appt of these A. S. G & D S G desired on ^{inter} national grounds or grounds of efficiency

(B)

Both
E.D.

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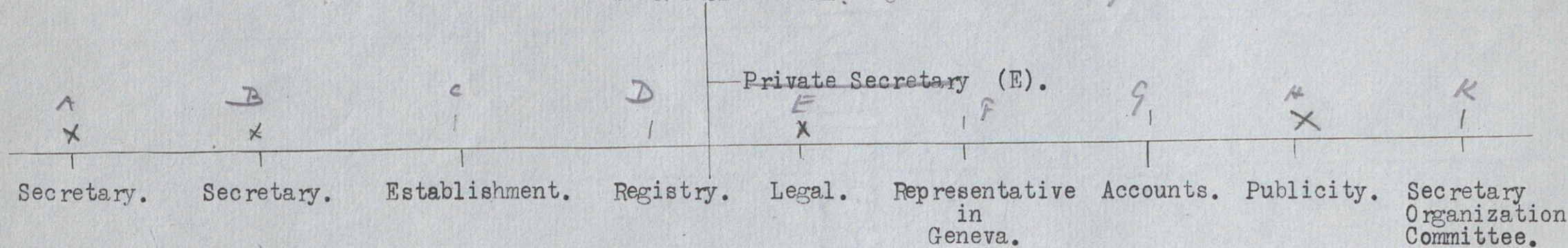
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(Signed) W. Wiseman.

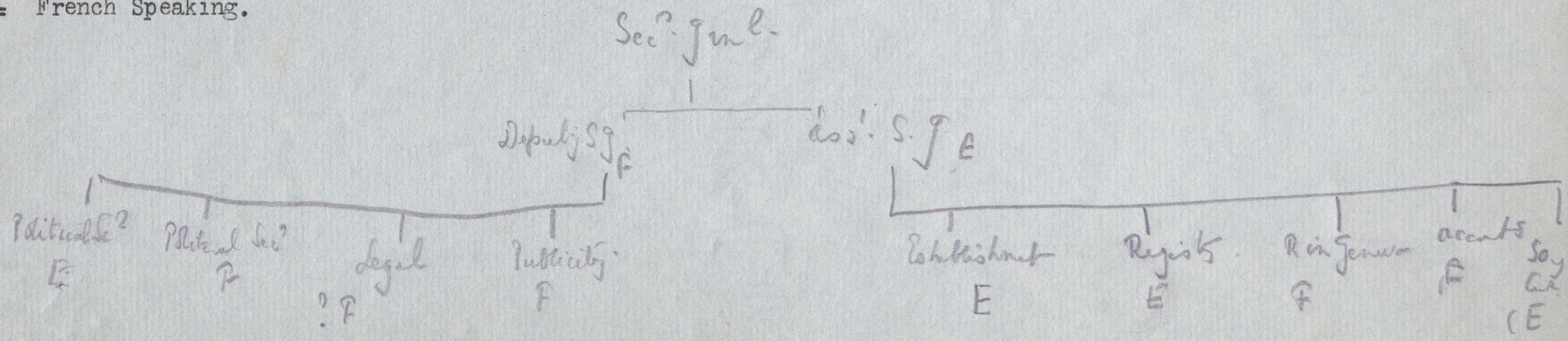
30.4.19.

SECRETARY GENERAL. (Private Sec^o E).



(E)	(F)	(E)	(E)	(F)	(F)	(F)	(E)	(E)
English 2000	French 2000	English	American	French 2000	Swiss	French	English (Main) (Comm.)	Americans.

E = English Speaking
F = French Speaking.



The scheme of organisation put forward by Sir M. Hankey for the Secretariat of the League has suggested to me the following rather disordered considerations:

1. General.

a. The Secretariat of the League, including in that term all the Commissions and other bodies attached to or formed under the League, may well become in a few years the most important part of the whole organisation, the nucleus round which international government can grow. Certainly if it were a failure, international government would not grow.

b. There are two essential conditions to the success of the Secretariat; firstly, the determination of the governments to co-operate in every sphere in which there is a real international interest to be promoted; secondly, the securing for the service of the Secretariat of the very best class of official.

c. The mere existence of an international organisation like the Secretariat and its ancillary bodies will do a great deal to promote co-operation. It will be very difficult for any government to defeat the objects of a Commission established at the Seat of the League, as, for example, the objects of the Sanitary Councils at Constantinople and Teheran were defeated, by purely political obstruction.

At the same time, effective co-operation would be very greatly facilitated if all the special commissions were set up by supplementary Conventions signed by all the States belonging to the League.

If this were done, very great difficulties of administration would be overcome, at least in the case of all the more important Commissions.

d. In the securing of good men for the service of the League no doubt the most important factor will be the adoption of liberal scales of pay, of pensions and of leave. In this

connection

connection the only consideration should be that of efficiency; the total of the expense will be so relatively trifling that it should not be taken into account at all.

But another factor in the securing of the right men is a really ambitious conception of the Secretariat and its function, such as that which Sir M. Hankey evidently has.

e. This last consideration is especially important in connection with the subsidiary Commissions attached to the League. It would be very difficult to induce good men to go into the sort of international offices which existed before the war. But if a large and ambitious view is taken of the possibilities of these Commissions, the best available technical experts will be secured. Much will depend on the attitude of the Executive Council and of the Secretary General. This is another point of view from which it appears important to establish these Commissions by universal supplementary Conventions.

f. There is one important point on which Sir M. Hankey does not express an opinion - what sort of persons the permanent members of the Executive Council should be.

It seems important that at the outset at least they should not be professional diplomats. It is suggested that if possible they should be politicians of position, and that they should be members of their respective Cabinets, so that public opinion in different countries should feel that the link between the Governments and the League is a close and real one.

g. Sir M. Hankey's suggestion that each State member of the League should have a Secretary Liaison Officer at the disposition ^{of the League} is an ingenious idea, which has the advantage of giving every State an interest in the Personnel of the Secretariat. This Secretary ought to be paid by the League.

His proposals that all the secretarial work of the different League Commissions, and that the control of the money required by them, should be in the hands of the Secretariat,

together

together constitute an admirable method of linking up all the different bodies working under the League.

2. Chapter I of Sir M. Hankey's Memorandum.

Chapter I contains a general summary of the duties of the Secretary General; in other words, a sketch of the functions of the Secretariat. It suggests the following considerations:-

a. One of the most important functions of the Secretariat will be the preparation of the agenda of the Body of Delegates and of the Executive Council.

One of the chief criticisms that has been directed by theorists against the Covenant is that it makes no provision for the "development of International Law", for the agreement, that is to say, of universal or almost universal treaties on matters of international concern. This is a foolish criticism, for it should be self-evident that it is one of the chief purposes of the Body of Delegates to do all that the Hague Conferences were intended to do, and much more than they ever would have done, in this direction. But, in fact, the Body of Delegates will only perform this function with success if the subject matter of the treaties to be agreed on is very carefully prepared in advance by the Secretariat or by the Commissions of the League. It will be the duty of the Secretary General, acting under the instructions of the Executive Council, to prepare the draft treaties on which the Body of Delegates is to agree, and for this purpose to co-ordinate the work of the various organs of the League.

This is a matter in which there will be great scope for the initiative of the Secretary General in the promotion of international co-operation. There are a very great number of matters on which international agreement is required, and on which it has hitherto been impossible to reach agreement owing to the lack of the necessary machinery and the necessary will. (e.g. Private International Law, Currency, Nationality Laws, Maritime

Commercial

Commercial Law, Air Law, Freedom of Transit, Unification of Trade Standards, etc.)

b. The Secretary General may be able to promote agreement not only in what may be called matters of "legislation", but also in matters of current policy which he might be able to bring within the scope of the League, Commissions - e.g. the problems which will arise out of European emigration to America in the next few years; the transformation of the International Labour Office into an International Labour Exchange. By taking the initiative in the study of such problems and in making proposals for action, the Secretary General might be able to guide the policy of the League.

c. The Secretary General may be able to promote international co-operation in a very important degree through the non-official international agencies and associations that exist. He would presumably begin by persuading these voluntary agencies to move their permanent offices to the Seat of the League, and to hold their conferences there. If he placed at the disposal of such conferences the buildings, the interpreters, and the secretarial and printing services of the Secretariat, he might very greatly promote their efficiency.

There are, of course, a vast number of such associations - about 400 - ; but if the Secretary General only dealt with the most important of them, such as the Inter-Parliamentary Union, the new Red Cross Association, the International Association for the Testing of Materials (to the Conference of which in 1912 20 States sent official representatives), and others of the same standing, it might become an important branch of his work. In time, some of these associations would, no doubt, become official, but whether they became official or not, the Secretary General would, in any case, be able to make use of their services, and probably in the long run, to co-ordinate and direct their efforts.

d. If the Secretary General were to provide interpreters, etc. for such unofficial Conferences, as well as for all the official conferences (Labour, Health, Drugs, etc.,) which will take place under the League, he would need a larger staff for these purposes

poses than Sir M. Hankey provides for.

But, of course, so far as voluntary associations are concerned, it will be some time before the Secretary General will be able to deal with them.

- e. The proposals made by Sir M. Hankey with regard to Treaties are important. The publication of Treaties in the League bulletin will secure immediate publicity; the collection of all existing and future treaties in a regular and authoritative series of annual volumes would be of immediate use, and in the future might be of the greatest value.
- f. For various purposes connected with the League, but especially in connection with the collection and publication of Treaties and with the preparation of the Agenda of the Body of Delegates, the Secretariat will require a Legal section. Possibly the judges of the Permanent Court could fulfil this function; at least, they could be of great assistance by sitting on committees, etc., and this ~~will~~ have the advantage that it ~~will~~ help to give them full-time occupation. Probably, however, the Secretary General will require at least one Anglo-Saxon and one Continental lawyer directly attached to his staff.
- g. The new Covenant provides that universal treaties which are not placed under the supervision of a special Commission shall be dealt with by the Secretariat. Examples are the Opium Convention and the White Slave Traffic. For collecting information relative to these treaties and for supervising their observance, there would probably have to be formed a special office or department of the Secretariat.
- h. The Secretary General will also have the duty of keeping in touch with various international bodies established under the League, but not situated at the Capital of the League - e.g. the Danube Commission, the Straits Commission, and other international river and railway commissions.

3. Chapter VI of Sir M. Hankey's Memorandum.

- a. Sir M. Hankey, in Chapter VI, deals with the "Affiliated Commissions" to be set up under the League. He mentions the

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the following:

Military Commission.
International Labour Office.
Permanent Court of International Justice.
Mandatory Commission.
Central Arms Office.
Postal, Telegraphic, Agricultural and other bureaux
to be taken over by the League.

This list is incomplete. The following additional bodies are already either provided for in the Covenant or proposed by Commissions of the Conference:

Financial Section.
International Air Office.
Transit Commission (Rivers, Straits, Canals and
Free Ports).
Health Commission.
International Railway Commission.

There will undoubtedly be other bodies which will be required in the near future. Equality of Trade Conditions will necessitate a Statistical Bureau; what form of economic organisation will evolve from the Supreme Economic Council is uncertain, but there is no doubt that there will be some economic organ, and possibly one of great importance.

b. It is neither possible nor desirable that every Commission which may eventually be formed under the League should come into immediate existence. But there is much to be said for taking advantage of the momentum of the present time to establish as many of them as possible. And there are some of them which, for various reasons, ought to be established or brought into the League organisation as quickly as possible. For example, it is of urgent importance that the Arms Traffic should be effectually controlled at latest within the next few months; if the Permanent Court is not immediately established, it may be years before it comes into existence; the Financial Section, the Agricultural Bureau, the Health Commission, may all play a rôle of great importance during the period of reconstruction, if they are made effective organs of co-operation; the need of Air Law and Air regulation is a pressing one; the Military Commission may be of great service in connection with disarmament.

c. There may even be reasons for taking over as soon as

possible

possible the existing Bureaux (Postal, Telegraphic, etc.): these bureaux will have to re-organise themselves when peace is made, they will have to admit new members, etc.; and for these purposes they will need to hold conferences. There would be great advantages in the holding of these conferences at the Seat of the League, if it were possible to arrange for it. It would give the Secretariat valuable experience of international meetings which are certain to be harmonious and businesslike, and in which the only object in view is the promotion of a common interest.

d. The future organs of the League may be divided into four classes:-

- (i) Existing Bureaux, which could be taken over immediately the consent of the parties was obtained, without a new treaty - e.g. Postal Bureau, Telegraphic Bureau, Industrial Property Protection Bureau, etc.
- (ii) Existing Bureaux, which will require a new treaty to establish them on a new basis, and to give them greater scope, if they are to be organs of effective co-operation e.g. Agricultural Institute, International Health Office, etc..
- (iii) Commissions provided for by the Covenant, which can be set up by Resolutions of the Executive Council, without further treaties, e.g. Financial Section, Military Commission.
- (iv) Commissions to be set up which will require supplementary Conventions, e.g. International Air Office, Permanent Court of International Justice, Mandatory Commission, Transit Commission, etc.

It follows from the conception of the Secretariat explained above that it is desirable, if not essential, that the Secretary General should have a share in the drawing up of the Treaties required for the 2nd and 4th of these classes, and of the Resolutions required for the third. It is not necessary that

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the whole of the work required should be done by his staff: as Sir M. Hankey suggests, a special Commission appointed by the Executive Council might be established to formulate a plan for the Court; another Commission might investigate the taking over of the existing bureaux; the Peace Conference Commission on Mandates might draw up the plan for the Mandatory Commission; and so on. But the Secretary General should be represented in all these matters, and he should be able to co-ordinate and harmonize the resulting treaties in any way that he thinks desirable.

e. This, indeed, apart from the organisation of the Secretariat in the narrower sense of the word, is the most important of the immediate tasks before the Secretary General.

There are two possible ways in which the desired results might be attained.

- (i) The Treaties, when prepared, might be included in the Final Act of the Peace Conference. They would appear as supplementary Conventions annexed to the Covenant. This plan would have the advantage of forcing all the States interested in the Final Act to sign these supplementary Treaties, and of thus establishing the League Commissions on an almost universal basis.
- (ii) The Treaties (united all together in one Act) might be laid before the first meeting of the Body of Delegates as part of the Agenda. This plan would not be so likely to secure universal agreement, since it would require subsequent ratifications by the Governments; but it might be worth this inconvenience to give the Body of Delegates a considerable programme of international co-operation to discuss at its first meeting.

If the first meeting of the League were held before the signing of the Second or Final Act of the Peace Conference - as at present proposed - the second of these two courses would obviously be the one to adopt. But if the Final Act of the Peace Conference preceded the first meeting of the League, it would

would be much better to adopt the first.

f. But whichever of these courses were adopted, the arguments for beginning the organisation of the League, and for preparing these supplementary Treaties, in or near Paris, seem very strong. It would be difficult anywhere else in the world to secure so easily either the necessary representation of the smaller States, or the strong representation of the different Government departments of the greater States. At the same time there is much to be said for beginning the organisation of the Secretariat somewhere free from the atmosphere of the Conference. It is therefore suggested that the "temporary home" of the League referred to by Sir M. Hankey, should be at Versailles.

There are at Versailles all the buildings and accommodation which the Secretariat could possibly require. The Secretariat could take possession of them directly the meetings with the Enemy Delegations were at an end.

9-4-19

Lord R. Cecil.

2A/11

I feel that I must
send you this now, altho'
I haven't finished my
note on it: I will finish
my note tomorrow.

PGB.

5.4.15

This seems to me a
very excellent paper.

Bring up for me to
dictate a letter to Colonel
House about it

K.C.



Hankey S. M.
File B 2(a)

BRITISH DELEGATION,
PARIS.

31st March, 1919.

My dear Lord Robert,

I enclose, as promised, my rough scheme of
organisation for the Secretariat of the League of
Nations.

I am afraid a good deal is very vague, but I
doubt if this is avoidable at the present stage.

I have also sent a copy to General Smuts.

Yours very sincerely,

M. P. A. Hankey

Acknowledged
4.4.19

The Rt. Hon.
Lord Robert Cecil, K.C., M.P.,
Majestic.

25

SECRET.

THE LEAGUE OF NATIONS.

SKETCH PLAN OF ORGANISATION.

A VERY rough sketch plan for the organisation and working of the League of Nations, as described in the draft Covenant, is attached herewith. It is, of course, impossible to foresee exactly how the League will develop, and any arrangement adopted now must be regarded as merely provisional. Nevertheless, the adoption of some outline plan is essential before the staff can be selected and the necessary accommodation for the temporary home of the League arranged. Before the designs for the permanent seat of the League are drawn up it is desirable that some experience should be gained of the actual working of the system. If a successful organisation can be set up and tested before the building designs are prepared time and money will both be saved. The buildings can then be adapted to the actual proved needs of the League, allowance being made for expansion.

2. It is suggested that, after selecting the place for the seat of the League, the next step to be taken by the League of Nations Commission is to approve a provisional organisation on which the scheme of temporary accommodation can be based. The attached scheme might perhaps be useful as a basis of discussion. It is founded on the experience of the British Committee of Imperial Defence, War Cabinet, and Imperial War Cabinet, of the Supreme War Council, and other Inter-Allied War Organisations, as well as of the Preliminary Peace Conference.

3. The scheme is, of course, no more than a skeleton, the bones of which have to be covered. One of the first tasks of the Committee on Organisation, after approving a general scheme of organisation, will be to draw up a scheme of pay and emoluments of the principal officers. These should be on a liberal scale if a good class of official is to be attracted to the League.

4. As soon as the pay and emoluments have been decided the Secretary-General should be appointed, and he should be invited to advise as to the appointment of the principal officials of the League, *e.g.*, the Deputy Secretary-General, Assistant Secretary-General, Paymaster and Accountant-General. These officials, as soon as they are appointed, should then advise the Secretary-General as to the appointment of their principal officers and as to the staff they require.

5. The selection of officials at the outset will be a matter of great difficulty. An office that is to work harmoniously should be staffed by persons with mutual knowledge and understanding, who are accustomed to work together.

6. Ultimately it is to be hoped that the League of Nations may have its own University, combining the best features of the universities of all nations, which

will form a nursery for the creation of a civil service, not only for the League of Nations itself, but, if it is not too much to hope, for the diplomatic and Foreign Office services of the world. If a system of interchange could be developed between the staff of the League of Nations and the Foreign Offices of the States members of the League, the realisation of the aim of this scheme would become more sure. Friendships formed in the impressionable days of youth would be renewed and strengthened among those whose business it is to conduct the relations between States. There would be a constant infusion into the Foreign Offices and diplomatic services of officials with experience of the League of Nations and *vice versa*, bringing an atmosphere of goodwill and understanding.

7. If mutual knowledge and personal friendship are a factor of importance in the handling of international politics—and Lord Beaconsfield among British statesmen of the past, and Mr. Lloyd George among statesmen of the present, have declared that it is—then the scheme proposed above is one that might have the greatest influence on the future peace of the world.

8. The scheme is one that cannot be realised in full at the outset. Nevertheless, in the original selection of officials it should be borne in mind.

9. Probably, at the present time it would be advisable to staff the League of Nations to a considerable extent from among officials who have worked together at the Peace Conference. The leading officials, at any rate, should be so chosen.

10. With the object of aiming at an interchange of officials as outlined above, the appointments should be made for a period of five years only. These appointments, however, should be renewable if deemed expedient. It would be deplorable if a man who had become a pivot of the office should be withdrawn owing to the existence of a hard and fast rule.

11. Moreover, the heads of States members of the League should agree and let it be known that service in the offices of the League would be regarded as "good service." Further, leave of absence to be granted by the Secretary-General should be on a reasonably generous scale.

12. The question of pensions is a difficult one, as some of the States members of the League (*e.g.* the United States of America) do not grant pensions. The scheme of interchange of officials outlined above would obviate the necessity of granting pensions in the cases of many of the officials of the League as they would merely be lent from the service of their own States and would remain under the respective pension schemes of their own services. Nevertheless, it is desirable that those officials who, for reasons of special aptitude and experience, are retained on the permanent establishment of the League for a period exceeding (say) ten years, should come automatically on to a pension scheme. Moreover, there will be large numbers of subordinate officials for whom some pension scheme should be worked out.

13. This is a technical matter for a special Committee. It is, however, an element of great importance in the building up of a sound and contented staff for the League of Nations. People will not accept

employment unless their future is secured. Consequently, the matter should be dealt with on general principles at an early stage.

14. Another matter that should be dealt with at once is the general organisation of the registry and indexing department. Either a first-rate man with the requisite experience should be appointed, and given a free hand to organise it as he thinks fit, or a Committee should be appointed. This part of the organisation should be completely ready the moment the office of the League of Nations is established. It is difficult to pick up arrears in this matter, which is of an importance often under-rated.

15. The appointment of the head of the pay and accounts department, who had probably best be selected from the staff of the financial section of the International Postal Bureau at Berne, should also not be delayed. It would be necessary to arrange for an original credit to start the League. He would also be invaluable in fixing salaries and on similar matters.

16. The Government of the country in which the seat of the League is to be situated would probably have little difficulty in finding a good establishment officer. A man with the experience of managing a first-rate hotel would probably be useful. He also should be one of the early appointments.

17. The designs for the permanent housing and accommodation of the League, together with a number of questions, such as the municipal law to prevail when the League is established, police, communications, travelling arrangements, and a number of other details, might well stand over until the League is established in temporary quarters.

18. Mention should perhaps be made of two assumptions that have been made in preparing the attached proposals:—

1. That the Council will remain in permanent session, consisting of representatives of the nine countries concerned, who will live permanently at the seat of the League, although their places may be taken on occasion by more important representatives of their respective countries, such as the Prime Minister or Foreign Secretary. This assumption is fundamental to the whole scheme.
2. That the French and English languages will be the official languages of the League. Some alteration in detail will have to be made in the scheme, if this assumption is incorrect.

**SECRETARIAT OF THE LEAGUE OF
NATIONS.**

Draft of Provisional Organisation.

CHAPTER I.

Introduction.

The duties devolved upon the Secretary-General by the covenant of the League of Nations are as follows:—

1. The secretarial service of the Assembly (Article VI);
2. The secretarial service of the Council (Article VI);
3. The selection and appointment of the staff, subject to the confirmation of the Council (Article VI);
4. The correspondence of the League;
5. The financial arrangements of the League (Article VI);
6. The organisation, interior economy, maintenance of the buildings and such police arrangements as result from the privilege of extra-territoriality (Article VII);
7. Co-ordination of the work of the following organisations attached to the League:—

The Permanent Naval and Military Commission to be established under Articles VIII and IX of the Covenant;

The Court of International Justice to be established under Article XIV;

The Mandatory Commission to be established under Article XXII;

The Permanent Bureau of Labour to be set up under Article XXIII (see also Draft Labour Convention);

Such organisation as may be set up to secure and maintain freedom of transit and equitable treatment for the commerce of States Members of the League (Article XXIII);

The various International Bureaux already established by general treaties when the consent of the parties to such treaties is obtained (Article XXIV);

The Central Office to be established in accordance with Article 82 of the General Act of Brussels for exercising general supervision over the trade in arms and ammunition (Article XXIII of the Covenant and Article 2 of the Draft Convention for the Control of the Arms Traffic);

8. To bring to the notice of the Council any matter that constitutes a threat of war and is therefore a matter of concern (Article XI);
9. To make all necessary arrangements for full investigation and consideration of disputes likely to lead to conflict between States when these questions are referred to the Council (Articles XV and XVI);

10. The publication of documents as provided for under Article XV and generally for such degree of publicity as the body of delegates and the Council may determine ;
11. The registration of treaties under Article XVIII ;
12. To draw the attention of the Assembly to treaties which may have become inapplicable and to international conditions of which the continuance may endanger the peace of the world (Article XIX).

CHAPTER II.

General Scheme of Organisation.

1. The object of the League of Nations, as defined in the Preamble to the Covenant, is :—

“To promote international co-operation and to secure international peace and security by the acceptance of obligations not to resort to war, by the prescription of open, just, and honourable relations between nations, by the firm establishment of the understandings of international law as the actual rule of conduct among governments, and by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another.”

To secure these objects the first essential is that the League of Nations should receive early, ample, and accurate information of what is going on in every part of the world.

2. In order to avoid the expense and complication of the establishment in the early days of the League of Nations of a vast diplomatic organisation exclusively devoted to the service of the League of Nations, it is desirable to work through the existing channels of information maintained by the States Members of the League. To this end it is essential :—

“That each State, which is a Member of the League of Nations, should undertake to place all its sources of information at the disposal of the League.”

3. This will most conveniently be effected in the following manner :—

- (i.) In the case of States represented on the Council, by sending all useful information to their representatives on the Council, who should be given full authority to communicate it to their colleagues ;
- (ii.) In the case of States not represented on the Council, by sending all useful information to the diplomatic or other representatives at the seat of the League ; or, if no such diplomatic representative is permanently maintained at the seat of the League, to their diplomatic representatives at the capital of the country in which the seat of the League is situated, with a view to its communication to the League ;

- (iii.) During sessions of the Assembly by keeping the delegates similarly informed;
- (iv.) By deputing to some central bureau (*e.g.* the Cabinet Office where there is one, or the Foreign Office) in the Home Government the duty of acting as an agent for supplying the representatives of the State at the seat of the League with all useful information and all information asked for;
- (v.) By giving its representatives at the seat of the League such staff as is required for sorting, tabulating, cyphering, decyphering, and for general correspondence purposes.

4. If the above arrangements are accepted, the normal channel for all communications between the Secretary-General of the League of Nations and the States members of the League will be as follows:—

- (i.) In the case of States represented on the Council:—

The representative of the said State on the Council;

- (ii.) In the case of other States:—

The diplomatic or other representative of the State at the seat of the League, or, where no such representative is maintained, the diplomatic representative of the said State at the capital of the country in which the seat of the League is situated.

The adoption of this principle will profoundly affect the general organisation of the Secretariat, and the following arrangements are based on the assumption that it will be accepted.

5. To assist him in dealing with the correspondence between the League of Nations and the States Members of the League, and generally in the secretarial services of the League as hereinafter described, the Secretary-General will have the following staff:—

Class 1.—A Principal Secretary nominated by each State represented on the Council, with such Assistant Secretaries as experience may prove necessary. (At the outset it is proposed that there should be one such Assistant Secretary for each State represented on the Council.) The whole of the time and services of these Principal Secretaries (and their Assistants) shall be permanently at the disposal of the Secretary-General. These Principal Secretaries (with their Assistants) shall serve as liaison officers between the Secretary-General and the representatives of the respective States on the Council, and should be in the fullest confidence of both;

Class 2.—A Secretary nominated by each State not represented on the Council, on whose services the Secretary-General shall, by arrangement with the diplomatic representative concerned, have a lien whenever questions especially affecting a State are under consideration. The Secretaries in this category, however, will

normally work with the representatives of their State at the seat of the League, or, where no such official is maintained, with the diplomatic representative of the State at the capital of the country in which the seat of the League is situated.

In both cases the above Secretaries will act as liaison officers between the Secretary-General and the States to which they belong, the distinction between Classes 1 and 2 is that, in the first case they will be permanent officials of the League, and in the second case they will be permanent officials attached to the respective missions on whose services the Secretary-General has a lien.

6. The Principal Secretaries in Class 1, who are permanent officials of the League, will each have attached to him such staff as the Secretary-General shall approve. Their duties will be as follows:—

- (i.) To keep the Secretary-General (through the Deputy Secretary-General referred to in the following article) posted as necessary with all information placed at his disposal by the respective members of the Council and (through the same channel) to take his instructions as regards circulation of information to the members of the Council or Assembly.
- (ii.) To obtain, through their respective members of the Council, all information required by the Secretary-General for the use of the League;
- (iii.) To conduct on behalf, and under the instructions, of the Secretary-General (working through the Deputy Secretary-General), and subject to the approval of their respective members of the Council, the correspondence of the League of Nations with their respective countries, as well as such other correspondence and business as the Secretary-General may direct;
- (iv.) To carry out the duties, in connection with the service of the Assembly and the Council, which the Secretary-General may allot to them.

7. To assist him in the discharge of his duties the Secretary-General shall have the assistance of—

- (i.) A private office as hereinafter described;
- (ii.) A Deputy Secretary-General, who will act for him in his absence, and shall, in addition, be responsible to him for the secretarial service of the Assembly and the Council, and for supervising the work of the principal secretaries referred to above;
- (iii.) An Assistant Secretary-General responsible to the Secretary-General for the whole of the administration of the interior economy of the League as described below in Chapter V.

CHAPTER III.

The Secretary-General.

1. To assist him in the discharge of his duties, the Secretary-General shall have the following personal assistants:—

- 1 Chef du Cabinet (English-speaking);
- 1 Chef du Cabinet (French-speaking);
- 1 Private Secretary (Personal);
- 1 Superintending Clerk;
- Stenographers;
- Clerks.

2. The Secretary-General will exercise his authority and control through such officers as he may from time to time designate, but more especially through his two principal assistants, namely, the Deputy Secretary-General and the Assistant Secretary-General.

3. The Secretary-General will be *ex officio* President of two Committees, of which the respective Chairmen will be the Deputy Secretary-General and the Assistant Secretary-General. These two Committees will respectively be composed of the Principal Officers of the Departments of the Deputy Secretary-General and Assistant Secretary-General.

4. The Secretary-General will act as Secretary at all meetings of the Assembly and of the Council, and shall always have the right of access to individual members of both these bodies.

CHAPTER IV.

The Department of the Deputy Secretary-General.

1. The duties allotted to the Deputy Secretary-General by the Secretary-General are as follows:—

- (i.) To take his place in case of absence on leave, on duty, or through ill-health;
- (ii.) To supervise, under the general instructions of the Secretary-General, the service both of the Assembly and of the Council;
- (iii.) To supervise and co-ordinate, under the general instructions of the Secretary-General, the work of the Principal Secretaries nominated by the States represented on the Council and of the Secretary Liaison Officers nominated by other States;
- (iv.) To make the secretarial arrangements for such Commissions and Sub-Committees as may from time to time be set up by the League of Nations;
- (v.) To sift the information supplied by the members of the Council through the Principal Secretaries with a view to the proper transmission of all essential information to the Secretary-General, but without overloading him with unnecessary detail. Also to take and carry out the Secretary-General's instructions as to the circulation of such information;

- (vi.) To arrange the roster of duty as Officer of the Day for the Principal Secretaries (see paragraph 14) and to keep the Secretary-General informed thereof;
- (vii.) To supervise the publicity department under general instructions from the Secretary-General;
- (viii.) To maintain touch with, and to keep the Secretary-General, the Assembly and the Council, as required, informed as to the work of the following organisations:—

The Permanent Naval and Military Commission to be established under Articles VIII and IX of the Covenant;

The Court of International Justice to be established under Article XIV;

The Mandatory Commission to be established under Article XXII;

The Permanent Bureau of Labour to be set up under Article XXIII (see also Draft Labour Convention);

Such organisation as may be set up to secure and maintain freedom of transit and equitable treatment for the commerce of States Members of the League (Article XXIII);

The various International Bureaux already established by general treaties when the consent of the parties to such treaties is obtained (Article XXIV);

The Central Office to be established in accordance with Article 82 of the General Act of Brussels for exercising general supervision over the trade in arms and ammunition (Article XXIII of the Covenant and Article 2 of the Draft Convention for the Control of the Arms Traffic).

2. Subject to the general authority of the Secretary-General, the Deputy Secretary-General will attend meetings of the Assembly and of the Council.

3. To assist him in his duties the Deputy Secretary-General shall have the following personal staff:—

- 1 Private Secretary (English-speaking);
- 1 Private Secretary (French-speaking);
- 1 Superintending Clerk;
- Stenographers;
- Clerks.

4. The Deputy Secretary-General shall also have under his immediate control the Principal Secretaries nominated by the States represented on the Council, and he shall have direct and personal relations with the Secretary Liaison Officers of the other States.

The Service of the Assembly.

5. The Secretary-General will be responsible for all arrangements for the service of the Assembly. He will be assisted in this duty by the Deputy Secretary-General, to whom he may depute all

detailed arrangements. The Deputy Secretary-General will be assisted by the Principal Secretaries nominated by the States represented on the Council.

6. The Deputy Secretary-General will keep the list of subjects awaiting consideration by the Assembly, and will advise the Secretary-General as to the subjects to be placed on the Agenda.

7. The Secretary-General will submit the Agenda Paper for the Assembly to the Council.

8. The proceedings of the Assembly shall be reported stenographically, but the Secretary-General has discretion to decide whether the protocol shall be a full stenographic note or merely a summary.

9. Immediately after every meeting the Secretary-General shall place at the disposal of the Assembly material for a telegraphic summary to be sent, at their discretion, to their respective Governments. It will be the duty of the Deputy Secretary-General to prepare this summary. The Secretary-General will also prepare a Press summary, which will be published, subject to the approval of the Assembly. It will be the duty of the Deputy Secretary-General to submit this summary to the Secretary-General.

10. The Deputy Secretary-General will also be responsible to the Secretary-General for the whole of the detailed arrangements for the meeting of the Assembly, including the summoning of the meetings; circulation of the approved agenda and any relative documents, for the reproduction, circulation for correction, incorporation of corrections, printing and final circulation of the protocols of the Assembly.

The Service of the Council.

(Note.—*The following arrangements are designed to give the Principal Secretaries nominated by the States represented on the Council and the Secretary Liaison Officers of the other States, a living interest in the work of the Council, and a personal acquaintance with its Members. The close knowledge of the work of the Council thus acquired should enhance their value as Liaison Officers and render them of the greatest value both to the Secretary-General and to the respective Members of the Council.*)

11. The Secretary-General will be responsible for all arrangements of the service of the Council. He will be assisted in this duty by the Deputy Secretary-General, on whom he may devolve all detailed arrangements. The Deputy Secretary-General will be assisted by the Principal Secretaries nominated by the States represented on the Council in the manner hereinafter mentioned.

12. The Deputy Secretary-General will keep the list of subjects awaiting consideration by the Council, and will advise the Secretary-General as to the subjects to be placed on the Agenda.

13. The draft *procès-verbal* of the Council will be prepared by the principal Secretaries designated by the Deputy Secretary-General, under whose directions they will work.

14. The Deputy Secretary-General will, at the end of each week, post a list of Secretaries for the Day for the following week, the said Secretaries for the Day being selected in rotation from the principal Secretaries nominated by the Powers represented on the Council.

15. The duties of the Secretary of the Day shall be as follows:—

(i.) *On the day preceding his day of duty.*

Under the instructions of the Deputy Secretary-General to prepare and circulate the agenda paper for any meeting arranged for the following day; to instruct the Distribution Department as to the circulation of agenda papers and relevant memoranda; to procure the attendance of all persons concerned in the discussion of the various items on the agenda paper, including such additional secretaries or stenographers as may be approved by the Deputy Secretary-General on behalf of the Secretary-General.

(ii.) *On his day of duty.*

To attend any meetings of the Council; to take notes of the proceedings of the meeting; to edit and produce a *procès-verbal* of the meeting, and to submit a rough draft of this *procès-verbal* to the Deputy Secretary-General as soon as possible after the meeting is over.

In order to expedite the production of the *procès-verbal*, by subdividing the work, the Deputy Secretary-General may authorise the principal Secretary of the Day to arrange for the presence, in succession, one at a time, of additional principal secretaries, for the purpose of taking notes of the different portions of the meeting. These principal secretaries will usually be selected according to the subject; for example, if a subject more especially affecting Italy was under consideration, an Italian principal secretary would attend for that subject. Immediately on the completion of that particular item on the agenda paper, the principal Secretary concerned will withdraw and prepare the first draft of that portion of the *procès-verbal*. At the end of the meeting the principal Secretary for the Day will incorporate each section in the complete *procès-verbal* and submit it to the Deputy Secretary-General.

The principal Secretary of the Day will also have the duty of circulating the draft *procès-verbal*, as approved by the Deputy Secretary-General, to all persons concerned for correction. This should, if possible, be done on the same day as the meeting.

Finally, on his day of duty the principal Secretary of the Day will be responsible for

dealing with, or taking the instructions of the Secretary-General on, any emergency business arising outside ordinary office hours.

(iii.) *On the days following his day of duty.*

To complete the incorporation of corrections, printing, and final circulation, in accordance with the instructions of the Deputy Secretary-General of the *procès-verbaux* of the meetings which take place on his day of duty.

(From the above it will be seen that the principal Secretary of the Day has in his hands all the arrangements for the proceedings of any meetings which may take place on the day on which he is on duty, commencing from the preparation of the Agenda Paper until the proceedings are finally printed. He has, however, the assistance at the actual meeting of other principal Secretaries, as may be arranged. Moreover, as there will be nine principal Secretaries, they will have rather less than one day on duty in each week. Furthermore, it is proposed that they should be at liberty to devolve some of their duties on their respective assistants. While, therefore, the principal Secretary will have the responsibility, it may be said that the British, or French, or Italian, or American, &c., section will be on duty rather than the individual.)

Arrangements for meetings held at places other than the seat of the League.

16. In cases where meetings of the League of Nations are held at places other than the seat of the League, the Deputy Secretary-General will be responsible for making all necessary arrangements, including the designation of the principal Secretaries whose attendance is required, of stenographers, clerks, of all necessary documents, and for arranging, through the Assistant Secretary-General's Department, for travelling arrangements and accommodation both for office and living purposes at the place where the meeting is to be held.

Co-ordinating Committee.

17. A Committee will be formed for the purpose of co-ordinating the work of the various sections of the department of the Deputy Secretary-General. It will be composed as follows:—

- The Secretary-General (*ex-officio* Chairman).
- The Deputy Secretary-General (vice-Chairman).
- The Assistant Secretary-General.
- The principal Secretaries nominated by the States represented on the Council.

Publicity Section.

18. The Deputy Secretary-General will have the Publicity Section under his immediate control.

19. The Publicity Section will comprise the following:—

- 1 Director,
- and Staff to be hereafter determined.

20. The director of the Publicity Section will be responsible for the following duties :—

1. Such official or semi-official communiqués as the Deputy Secretary-General may authorise.
2. For answering all Press inquiries connected with the League of Nations.
3. For ensuring that Press communiqués are not overlooked by the various Sub-Commissions.
4. For producing the official Gazette of the League of Nations, in which will be published :—

All appointments.

All Treaties, under Article XVIII of the League of Nations.

All official information.

5. For producing and circulating a confidential daily bulletin for the purpose of keeping all heads of departments in touch with the work of the League of Nations and of its Commissions.
6. For studying the Press of the world, and calling the immediate attention of the Secretary-General, Deputy Secretary-General and Assistant Secretary-General to any information of importance.

CHAPTER V.

The Department of the Assistant Secretary-General.

21. The Assistant Secretary-General will be responsible to the Secretary-General for the general control and co-ordination of the following departments :—

Finance.

Treaties Department.

Library.

Contracts.*

Works.*

Establishment, including—

Security.

Travelling.

Messengers.

Posts, telegraphs, and telephones.

Registry and indexing.

Record Office.

Shorthand-typists.

Distribution.

Interpreting and translating.

Printing.

Stationery.

22. For the purpose of co-ordinating the work of the sections of the Department of the Assistant Secretary-General, a Committee will be formed, composed as follows :—

The Secretary-General (*ex-officio* Chairman).

The Assistant Secretary-General

(Vice-Chairman).

The Deputy Secretary-General.

The Heads of Departments, as required for the business in hand.

* These departments will not be formed at the outset, but will be required as soon as there is a prospect of the League being established in permanent quarters.

23. To assist him in the conduct of his duties the Assistant Secretary-General will have the following personal staff:—

- 1 Private Secretary (English-speaking).
- 1 Private Secretary (French-speaking).
- 1 Superintending Clerk.
Stenographers.
Clerks.

The Finance Department.

24. It is laid down in the Covenant of the League of Nations that:—

“the expenses of the Secretariat shall be borne by the States members of the League in accordance with the apportionment of the expenses of the International Bureau of the Universal Postal Union.”

(It is desirable that the Director of Finance should either himself be an official with financial experience of the International Bureau of the Postal Union, or should have on his staff one or more experienced officials drawn from this body.)

25. The Director of Finance will have the general responsibility, under the Secretary-General and the Assistant Secretary-General, for the conduct of all the finances of the League of Nations, and for their apportionment among the States members of the League.

26. In particular he will be responsible for—

- (i.) The preparation of annual estimates of the expenses of the League, which should reach the countries concerned at dates to be fixed later;
- (ii.) The pay of the whole of the official Staff of the League itself and of the various Commissions and ancillary bodies;
- (iii.) Pensions;
- (iv.) The accounts of the League;
- (v.) All payments for whatsoever purposes;
- (vi.) All correspondence on financial questions.

27. The Director of Finance will have the following Staff:—

(Note.—This matter is so technical that it cannot be dealt with until the appointment of the Director of Finance. This should be one of the first appointments to be made. One of his first tasks should be to arrange for a credit of (say) £50,000 to cover expenses for the first few months.)

Treaties Department.

28. The primary function of the Treaty Department is to carry out Article XVIII of the Covenant under which—

“Every treaty or international engagement entered into hereafter by any Member of the League shall be forthwith registered with the Secretariat and shall as soon as possible be published by it. No such treaty or international engagement shall be binding until so registered.”

29. The head of the Treaties Department will be responsible that, on receipt of a treaty, it is at once registered and published in the Official Gazette of the League of Nations.

30. Copies of all treaties so registered will be filed in the Treaties Department.

31. A collection will also be made of all current Treaties entered into prior to the establishment of the League of Nations.

32. The staff of the Treaties Department will be composed as follows:—

1 Director of Treaties.

1 Private Secretary.

(The remainder of the staff will be arranged after the department is formed).

Library.

33. The staff of the Library at the outset will consist of:—

1 Librarian.

(The remainder of the staff will be appointed as necessity requires.)

34. At the outset the Librarian will arrange for the supply of useful works of reference from all countries.

35. He will also arrange for the supply of the official publications of all countries on subjects likely to be of value to the League of Nations.

36. Ultimately it is hoped to build up a valuable and unique international library.

The Establishment Department.

37. The Director of the Establishment Department will have the following duties:—

(i.) The provision of office accommodation and furniture, as well as of living accommodation, including its provision when the meetings of the Council and Assembly are held away from the seat of the League.

(ii.) The superintendence of the whole of the establishments of the League, whether temporary or permanent.

(iii.) The provision and superintendence of an adequate staff of messengers, with proper arrangements for their accommodation.

(iv.) Arrangements for continuation education for young messengers.

(v.) Superintendence of automobiles with their personnel and despatch riders.

(vi.) Charge of the Sub-Departments of Security and Travelling.

(vii.) Organisation of a Recreation Committee and Welfare Committee.

38. The Sub-Department of Security will provide for the policing and guarding of the whole of the premises of the League of Nations.

(N.B.—When the League of Nations has secured and established its permanent premises, this may become a separate Department.)

39. The Sub-Department of Travelling will make all travelling arrangements, including provision of passports, warrants or tickets, advance of travelling expenses, &c., as well as special trains or carriages when meetings are held away from the seat of the League.

(The staff of the Establishment Department will be fixed after the Establishment Officer has been appointed. The Establishment Officer will be selected from the nation in whose country the seat of the League is situated.)

Posts, Telegraphs and Telephones.

40. At the outset the principal work of this Department will be to organise an efficient telephone service within the offices of the League, whether temporary or permanent.

41. Later on, when the League is established at its permanent seat, more extended duties may fall to this section.

42. The first Director of this Department will be a national of the country in which the seat of the League is situated.

Registry and Indexing Departments.

43. This Department is of immense importance and must be highly organised from the very outset.

44. The system will have to be carefully adapted to the general organisation of the League, which must be settled in its main lines before the expert committee is formed.

45. An international expert Committee should be formed before the League is finally constituted to decide on the most suitable system for adoption.

46. Probably the best plan will be for the central registry and indexing departments to be organised by nations and by subjects with double entry. For example, a document furnished by Italy, relating to a labour question would be entered in the Italian section as well as in the Labour section. Similarly, a document relating to a military question affecting Bohemia and Poland would be entered in the military, Bohemian, and Polish sections.

47. The subject, however, is highly technical and essentially one for experts.

48. The staff of this office must be appointed and organised before the League commences to function.

The Shorthand-Typist Department.

49. 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.

50. The League of Nations will require, at the outset, a staff of at least 10 first-class shorthand-typists (5 French-speaking and 5 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 bilingual shorthand-typists could be found, but this is not easy.

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

The Records Department.

52. This department will work in close liaison with the indexing and registry departments, and will be responsible for the final custody of all the archives of the League.

53. The staff will have to be determined hereafter.

The Distribution Department.

54. The duty of this department will be to secure the prompt distribution of all documents both to the representatives of the various countries at the seat of the League and to the officials of the League.

55. The distribution beyond the seat of the League will be through the Staffs of the representatives of the States Members of the Council, and for other States through their diplomatic representative at the seat of the League, or, where there is no such official, through the diplomatic representatives of the countries concerned at the capital of the country in which the seat of the League is situated. (See Chapter II, paragraph 4.)

56. A sufficient number of despatch riders, automobiles, &c., will be placed at the disposal of the distribution department by the Establishment Officer.

57. The staff of this Department will have to be determined hereafter.

The Printing Department.

58. From the very outset the League of Nations will require an efficient printing department, capable of printing rapidly in the French and English languages.

59. The staff and equipment can only be worked out by technical experts, and, as soon as the seat of the League is settled, a Committee should be formed to report on the subject, taking into careful consideration the pros and cons of staffing the Department from nationals of the country in which the League of Nations is situated. In considering the matter the Committee should bear in mind that the Council will have very delicate questions to consider, in some stages of which secrecy may be of great importance.

The Interpreters and Translators Departments.

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

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

62. As all documents will have to be reproduced in French and English, a permanent staff of (say) six translators, covering French, English and German, will be required.

CHAPTER VI.

The Affiliated Commissions.

The Military Commission.

63. It is suggested that the Versailles Staff and Secretariat should be transferred *en bloc* to the seat of the League of Nations, and should be increased or decreased as necessity arises.

64. A naval and an air attaché should be added from each of the Great Powers.

65. For consideration of the larger questions, naval and military and air representatives of the General Staffs of the various nations should be invited to the seat of the League as required.

66. States Members of the League may refer any question for the advice of the Military Commission, but the Council, through the Secretary-General, shall receive and be entitled to discuss all its reports.

The Labour Commission.

67. The general organisation of the Labour Bureau is set forth in the Report of the Commission on Labour.

68. The Council and the Secretary-General will be generally advised on labour matters by the Director of the Labour Bureau, who will keep them informed of the general work of his Department.

The Permanent Court of International Justice.

69. One of the first tasks of the Council will be to work out the constitution of the Permanent Court of International Justice. The best plan would be to set up a Special Commission for the purpose.

The Mandatory Commission.

70. Another of the earliest tasks of the Council will be to set up and organise the Mandatory Commission.

71. Probably, at the outset, it might be composed of members of the Council with a staff selected from the Department of the Deputy Secretary-General.

72. A Special Committee of the Council should be set up to examine this question.

The Arms Traffic Commission.

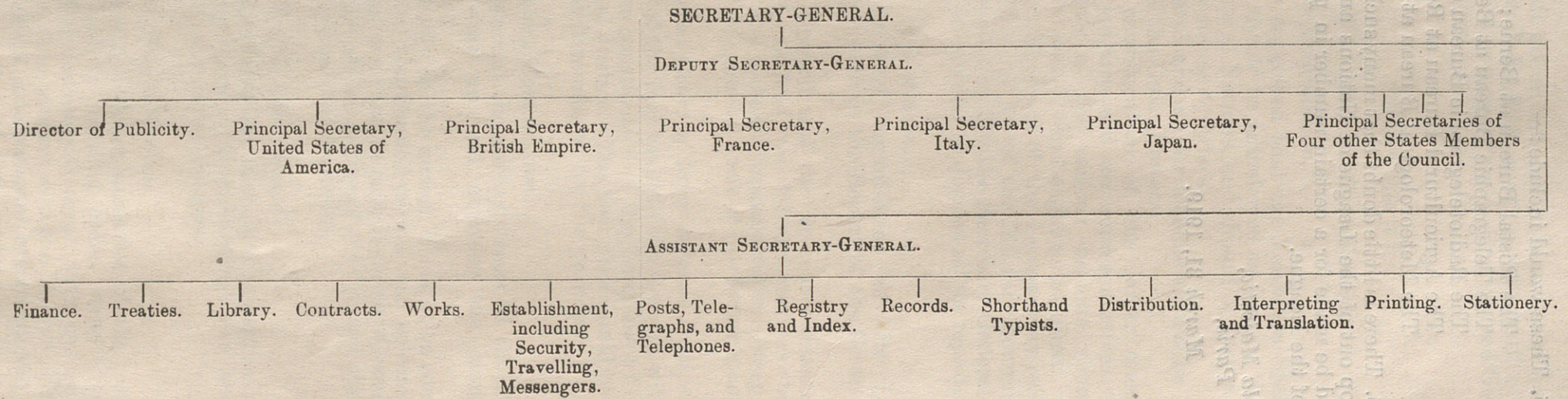
73. It is understood that an organisation of this kind already exists at Brussels, which can be transferred to the seat of the League.

Other International Bodies.

74. As soon as the organisation of the League is completed and in working order, steps should be taken by the Secretary-General, with the authority of the Council, to connect with the League of Nations all other official international organisations. Their transfer to the seat of the League will be a matter of time.

LEAGUE OF NATIONS.

Organisation of Secretariat.



LEAGUE OF NATIONS.

ORGANIZATION OF SECRETARIAT.

Secretary-General.

Deputy Secretary-General

Assistant Secretary-General

Director of
Publicity

Principal
Secretary,
United
States of
America.

Principal
Secretary,
British
Empire.

Principal
Secretary,
France.

Principal
Secretary,
Italy.

Principal
Secretary,
Japan.

Principal Secretar-
ies of Four other
States Members
of the Executive
Council.

Finance

Treaties

Library

Contracts

Works

Establish-
ment,
including
Security
Travelling
Messengers

Posts,
Tele-
graphs,
& Tele-
phones.

Regis-
try &
Index

Records

Short-
hand
Typists

Distribu-
tion

Inter-
pret-
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Trans-
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Printing

Stat-
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THE LEAGUE OF NATIONS.
SKETCH PLAN OF ORGANISATION.

A very rough sketch plan for the organisation and working of the League of Nations as described in the draft Covenant, is attached herewith. It is, of course, impossible to foresee exactly how the League will develop, and any arrangement adopted now must be regarded as merely provisional. Nevertheless, the adoption of some outline plan is essential before the Staff can be selected and the necessary accommodation for the temporary home of the League ^{arranged} selected. Before the designs for the permanent seat of the League are drawn up it is desirable that some experience should be gained of the actual working of the system. If a successful organisation can be set up and tested, before the building designs are prepared, time and money will both be saved. The buildings can then be adapted to the actual proved needs of the League, allowance being made for expansion.

2. It is suggested that, after selecting the place for the seat of the League, the next step to be taken by the League of Nations Commission is to approve a provisional organisation on which the scheme of temporary accommodation can be based. The attached scheme might perhaps be useful as a basis of discussion. It is founded on the experience of the British Committee of Imperial Defence, War Cabinet, and Imperial War Cabinet, of the Supreme War Council, and other Inter-Allied War Organisations, as well as of the Preliminary Peace Conference.

3. The.....

3. The scheme is, of course, no more than a skeleton, the ^{bones} lines of which have to be covered. One of the first tasks of the Committee on Organisation, after approving a general scheme of organisation, will be to draw up a scheme of pay and emoluments of the principal officers. These should be on a liberal scale, if a good class of official is to be attracted to the League.

4. As soon as the pay and emoluments have been decided the Secretary-General should be appointed, and he should be invited to advise as to the appointment of the principal officials of the League, e.g., the Deputy Secretary-General, Assistant Secretary-General, Paymaster and Accountant-General. These officials, as soon as they are appointed, should then advise the Secretary-General as to the appointment of their principal officers and as to the Staff they require.

5. The selection of officials at the outset will be a matter of great difficulty. An office that is to work harmoniously should be staffed by persons with mutual knowledge and understanding, who are accustomed to work together.

6. Ultimately it is to be hoped that the League of Nations may have its own university, combining the best features of the universities of all nations, which will form a nursery for the creation of a civil service, not only for the League of Nations itself, but, if it is not too much to hope, for the diplomatic and Foreign Office services of the world. If a system of interchange could be developed between the staff of the League of Nations and the Foreign Offices of the States members of the League, the realisation of the aim of this scheme would become more sure. Friendships formed in the impressionable days of youth would be renewed and strengthened among those whose business it is to conduct the relations between States. There would be a constant infusion into the Foreign Offices and diplomatic services of officials with experience of the League of Nations and vice versa, bringing an atmosphere of goodwill and understanding.

7. If mutual knowledge, and personal friendship, are a factor of importance in the handling of international politics - and Lord Beaconsfield among British statesmen of the past, and Mr. Lloyd George among statesmen of the present have declared that it is - then the scheme proposed above is one that might have the greatest influence on the future peace of the world.

8. The scheme is one that cannot be realised in full at the outset. Nevertheless, in the original selection of officials it should be borne in mind.

9. Probably, at the present time it would be advisable to staff the League of Nations to a considerable extent from among officials who have worked together at the Peace Conference. The leading officials, at any rate, should be so chosen.

10. With the object of aiming at an interchange of officials as outlined above, the appointments should be made for a period of 5 years only. These appointments, however, should be renewable, if deemed expedient. It would be deplorable if a man who had become a pivot of the office should be withdrawn owing to the

existence of a hard and fast rule.

11. Moreover, the heads of States members of the League should agree and let it be known that service in the offices of the League would be regarded as "good service." Further, leave of absence to be granted by the Secretary General should be on a reasonably generous scale.

12. The question of pensions is a difficult one, as some of the States members of the League (e.g. the United States of America) do not grant pensions. The scheme of interchange of officials outlined above would obviate the necessity of granting pensions in the cases of many of the officials of the League as they would merely be lent from the service of their own States and would remain under the respective pension schemes of their own services. Nevertheless, it is desirable that these officials who, for reasons of special aptitude and experience, are retained on the permanent establishment of the League for a period exceeding (say) ten years, should come automatically on to a pension scheme. Moreover, there will be large numbers of subordinate officials for whom some pension scheme should be worked out.

13. This is a technical matter for a special Committee. It is, however, an element of great importance in the building up of a sound and contented staff for the League of Nations. People will not accept employment unless their future is secured. Consequently, the matter should be dealt with on general principles at an early stage.

14. Another matter that should be dealt with at once is the general organisation of the registry and indexing department. Either a first rate man with the requisite experience should be appointed, and given a free hand to organise it as he thinks fit, or a Committee should be appointed. This part of the organisation should be completely ready the moment the office of the League of Nations is established. It is difficult to pick up

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arrears in this matter, which is of an importance often under-rated.

15. The appointment of the head of the pay and accounts department, who had probably best be selected from the staff of the financial section of the International Postal Bureau at Berne, should also not be delayed. It would be necessary to arrange for an original credit to start the League. He would also be invaluable in fixing salaries and on similar matters.

16. The Government of the Country in which the seat of the League is to be situated would probably have little difficulty in finding a good Establishment Officer. A man with ^{the} experience of a first rate hotel would probably be useful. He, also, should be one of the early appointments.

17. The designs for the permanent housing and accommodation of the League, together with a number of questions such as the municipal law to prevail when the League is established, police, communications, travelling arrangements and a number of other details, might well stand over until the League is established in temporary quarters.

18. Mention should perhaps be made of two assumptions that have been made in preparing the attached proposals:-

1. That the Executive Council will remain in permanent session, consisting of representatives of the 9 countries concerned, who will live permanently at the seat of the League, although their places may be taken on occasion by more important representatives of their respective countries, such as the Prime Minister or Foreign Secretary. This assumption is fundamental to the whole scheme.
2. That the French and English languages will be the official languages of the League. Some alteration in detail will have to be made in the scheme, if this assumption is incorrect.

SECRET.

SECRETARIAT OF THE LEAGUE OF NATIONS.

Draft of Provisional Organisation.

CHAPTER I.

Introduction.

The duties devolved upon the Secretary-General by the Covenant of the League of Nations are as follows:-

- (1) The secretarial service of the body of delegates: (Article V):
- (2) The secretarial service of the Executive Council (Article V):
- (3) The selection and appointment of the staff, subject to the confirmation of the Executive Council (Article V):
- (4) The correspondence of the League:
- (5) The financial arrangements of the League (Article V):
- (6) The organisation, interior economy, maintenance of the buildings and such police arrangements as result from the privilege of extra-territoriality (Article VI):
- (7) Coordination of the work of the following organisations attached to the League:-

The Permanent Naval and Military Commission to be established under Articles VIII. and IX. of the Covenant:

The Court of International Justice to be established under Article XIV:

The Mandatory Commission to be established under Article XIX:

The Permanent Bureau of Labour to be set up under Article XX (see also Draft Labour Convention):

Such organisation as may be set up to secure and maintain freedom of transit and equitable treatment for the commerce of States Members of the League (Article XXI):

The various International Bureaux already established by general treaties when the consent of the parties to such treaties is obtained (Article XXII):

The Central Office to be established in accordance with Article 82 of the General Act of Brussels for exercising general supervision over the trade in arms and ammunition (Article XVIII of the Covenant and Article 2 of the Draft Convention for the Control of the Arms Traffic):

- (8) To bring to the notice of the Executive Council any matter that constitutes a threat of war and is therefore a matter of concern (Article XI):
- (9) To make all necessary arrangements for full investigation and consideration of disputes likely to lead to conflict between States when these questions are referred to the Executive Council (Articles XV and XVI):
- (10) The publication of documents as provided for under Article XV and generally for such degree of publicity as the body of delegates and the Executive Council may determine:
- (11) The registration of Treaties under Article XXIII:
- (12) To draw the attention of the body of delegates to treaties which may have become inapplicable and to international conditions of which the continuance may endanger the peace of the world. (Article XXIV):
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CHAPTER II.

General Scheme of Organisation.

The object of the League of Nations, as defined in the Preamble to the Covenant, is:†

"To promote international cooperation and to secure international peace and security by the acceptance of obligations not to resort to war, by the prescription of open, just, and honourable relations between nations, by the firm establishment of the understandings of international law as the actual rule of conduct among governments, and by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organized peoples with one another."

To secure these objects the first essential is that the League of Nations should receive early, ample, and accurate information of what is going on in every part of the world.

2. In order to avoid the expense and complication of the establishment in the early days of the League of Nations of a vast diplomatic organisation exclusively devoted to the service of the League of Nations, it is desirable to work through the existing channels of information maintained by the States Members of the League. To this end it is essential:-

"That each State, which is a Member of the League of Nations, should undertake to place all its sources of information at the disposal of the League."

This will most conveniently be effected in the following manner:-

- (i) In the case of States represented on the Executive Council, by sending all useful information to their representatives on the Executive Council, who should be given full authority to communicate it to their colleagues;
- (ii) In the case of States not represented on the Executive Council, by sending all useful information to the diplomatic or other representatives at the seat of the League; or, if no such diplomatic representative is permanently maintained at the seat of the League, to their diplomatic representatives at the capital of the country in which the seat of the League is situated, with a view to its communication to the League;
- (iii) During sessions of the body of delegates by keeping the delegates similarly informed;
- (iv) By deputing to some central bureau (e.g. the Cabinet Office where there is one, or the Foreign Office) in the Home Government the duty of acting as an agent for supplying the representatives of the State at the seat of the League with all useful information and all information asked for;
- (v) By giving its representatives at the seat of the League such staff as is required for sorting, tabulating, cyphering, decyphering, and for general correspondence purposes.

4. If the above arrangements are accepted, the normal channel for all communications between the Secretary-General of the League of Nations and the States Members of the League will be as follows:-

- (i) In the case of States represented on the Executive Council:-

The representative of the said State on the Executive Council:

- (ii) In the case of other States:-

The diplomatic or other representative of the State at the seat of the League, or, where no such representative is maintained, the diplomatic representative of the said State at the capital of the country in which the seat of the League is situated.

The adoption of this principle will profoundly affect the general organisation of the Secretariat, and the following arrangements are based on the assumption that it will be accepted.

5. To assist him in dealing with the correspondence between the League of Nations and the States Members of the League, and generally in the secretarial services of the League as hereinafter described, the Secretary-General will have the following Staff:-

Class 1: A Principal Secretary nominated by each State represented on the Executive Council, with such Assistant Secretaries as experience may prove necessary. (At the outset it is proposed that there should be one such Assistant Secretary for each State represented on the Executive Council). The whole of the time and services of these Principal Secretaries (and their Assistants) shall be permanently at the disposal of the Secretary-General. These Principal Secretaries (with their Assistants) shall serve as liaison officers between the Secretary-General and the representatives of the respective States on the Executive Council, and should be in the fullest confidence of both:

Class 2: A Secretary nominated by each State not represented on the Executive Council, on whose services the Secretary-General shall, by arrangement with the diplomatic representative concerned, have a lien whenever questions especially affecting a State are under consideration. The Secretaries in this category, however, will normally work with the representative of their State at the seat of the League, or, where no such official is maintained, with the diplomatic representative of the State at the capital of the country in which the seat of the League is situated.

In both cases the above Secretaries will act as liaison officers between the Secretary-General and the States to which they belong, the distinction between classes 1 and 2 is that, in the first case, they will be permanent officials of the League, and, in the second case, they will be permanent officials attached to the respective missions on whose services the Secretary-General has a lien.

6. The Principal Secretaries in Class 1, who are permanent officials of the League, will each have attached to him such staff as the Secretary-General shall approve. Their duties will be as follows:-

- (i) To keep the Secretary-General (through the Deputy Secretary-General referred to in the following article) posted as necessary with all information placed at his disposal by the respective Members of the Executive Council and (through the same channel) to take his instructions as regards circulation of information to the Members of the Executive Council or body of delegates;
- (ii) To obtain, through their respective Members of the Executive Council, all information required by the Secretary-General for the use of the League;
- (iii) To conduct, on behalf, and under the instructions of the Secretary-General (working through the Deputy Secretary-General), and subject to the approval of their respective Members of the Executive Council, the correspondence of the League of Nations with their respective countries, as well as such other correspondence and business as the Secretary-General may direct;
- (iv) To carry out the duties in connection with the service of the body of delegates in the Executive Council which the Secretary-General may allot to them.

7. To assist him in the discharge of his duties the Secretary-General shall have the assistance of:-

- (i) A Private Office as hereinafter described:
- (ii) A Deputy Secretary-General, who will act for him in his absence, and shall, in addition, be responsible to him for the secretarial service of the body of delegates and the Executive Council, and for supervising the work of the Principal Secretaries referred to above:
- (iii) An Assistant Secretary-General responsible to the Secretary-General for the whole of the administration of the interior economy of the League as described below in chapter.....

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CHAPTER III.

The Secretary-General.

1. To assist him in the discharge of his duties the Secretary-General shall have the following personal assistants:-

- 1 Chef du Cabinet (English-speaking):
- 1 Chef du Cabinet (French-speaking):
- 1 Private Secretary (Personal):
- 1 Superintending Clerk:
- ... Stenographers:
- ... Clerks:

2. The Secretary-General will exercise his authority and control through such Officers as he may from time to time designate, but more especially through his two Principal Assistants, namely, the Deputy Secretary-General and the Assistant-Secretary-General.

3. The Secretary-General will be ex officio President of two Committees, of which the respective Chairmen will be the Deputy Secretary-General and the Assistant Secretary-General. These two Committees will respectively be composed of the Principal Officers of the Departments of the Deputy Secretary-General and Assistant Secretary-General.

4. The Secretary-General will act as Secretary at all meetings of the body of delegates and of the Executive Council, and shall always have the right of access to individual Members of both these bodies.

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CHAPTER IV.

The Department of the Deputy Secretary-General.

1. The duties allotted to the Deputy Secretary-General by the Secretary-General are as follows:-
- (i) To take his place in case of absence on leave, on duty, or through ill-health:
 - (ii) To supervise, under the general instructions of the Secretary-General, the service both of the body of delegates and of the Executive Council:
 - (iii) To supervise and coordinate, under the general instructions of the Secretary-General, the work of the Principal Secretaries nominated by the States represented on the Executive Council and of the Secretary Liaison Officers nominated by other States:
 - (iv) To make the secretarial arrangements for such Commissions and Sub-Committees as may from time to time be set up by the League of Nations:
 - (v) To sift the information supplied by the Members of the Executive Council through the Principal Secretaries with a view to the proper transmission of all essential information to the Secretary-General, but without overloading him with unnecessary detail. Also to take and carry out the Secretary-General's instructions as to the circulation of such information:
 - (vi) To arrange the roster of duty as Officer of the Day for the Principal Secretaries (see later) and to keep the Secretary-General informed thereof: para. 14
 - (vii) To supervise the publicity department under general instructions from the Secretary-General:
 - (viii) To maintain touch with, and to keep the Secretary-General, the body of delegates and the Executive Council, as required, informed as to the work of the following organisations:-

The Permanent Naval and Military Commission to be established under Articles VIII. and IX. of the Covenant:

The Court of International Justice to be established under Article XIV:

The Mandatory Commission to be established under Article XIX:

The Permanent Bureau of Labour to be set up under Article XX (see also Draft Labour Convention):

Such organisation as may be set up to secure and maintain freedom of transit and equitable treatment for the commerce of States Members of the League (Article XXI):

The various International Bureaux already established by general treaties when the consent of the parties to such treaties is obtained (Article XXII):

The Central Office to be established in accordance with Article 82 of the General Act of Brussels for exercising general supervision over the trade in arms and ammunition (Article XVIII of the Covenant and Article 2 of the Draft Convention for the Control of the Arms Traffic):

2. Subject to the general authority of the Secretary-General, the Deputy Secretary-General will attend Meetings of the body of delegates and of the Executive Council.

3. To assist him in his duties the Deputy Secretary-General shall have the following personal staff:-

- 1 Private Secretary (English-speaking):
- 1 Private Secretary (French-speaking):
- 1 Superintending Clerk:
- ... Stenographers:
- ... Clerks:

4. The Deputy Secretary-General shall also have under his immediate control the Principal Secretaries nominated by the States represented on the Executive Council, and he shall have direct and personal relations with the Secretary Liaison Officers of the other States.

The Service of the Body of Delegates.

5. The Secretary-General will be responsible for all arrangements for the service of the body of delegates. He will be assisted in this duty by the Deputy Secretary-General, to whom he may depute all detailed arrangements. The Deputy Secretary-General will be assisted by the Principal Secretaries nominated by the States represented on the Executive Council.

6. The Deputy Secretary-General will keep the list of subjects awaiting consideration by the body of delegates, and will advise the Secretary-General as to the subjects to be placed on the Agenda.

7. The Secretary-General will submit the Agenda Paper for the body of delegates to the Executive Council.

8. The proceedings of the body of delegates shall be reported stenographically, but the Secretary-General has discretion to decide whether the protocol shall be a full stenographic note or merely a summary.

9. Immediately after every Meeting the Secretary-General shall place at the disposal of the body of delegates material for a telegraphic summary to be sent, at their discretion, to their respective governments. It will be the duty of the Deputy Secretary-General to prepare this summary. The Secretary-General will also prepare a press summary, which will be published, subject to the approval of the body of delegates. It will be the duty of the Deputy Secretary-General to submit this summary to the Secretary-General.

10. The Deputy Secretary-General will also be responsible to the Secretary-General for the whole of the detailed arrangements for the Meeting of the body of delegates, including the summoning of the Meetings, circulation of the approved agenda and any relative documents, for the reproduction, circulation for correction, incorporation of corrections, printing, and final circulation of the protocols of the body of delegates.

(NOTE: The following arrangements are designed to give the Principal Secretaries nominated by the States represented on the Executive Council, and the Secretary Liaison Officers of the other States, a living interest in the work of the Executive Council, and a personal acquaintance with its Members. The close knowledge of the work of the Executive Council thus acquired should enhance their value as Liaison Officers and render them of the greatest value both to the Secretary-General and to the respective Members of the Executive Council.)

The Service of the Executive Council.

11. The Secretary-General will be responsible for all arrangements of the service of the Executive Council. He will be assisted in this duty by the Deputy Secretary-General on whom he may devolve all detailed arrangements. The Deputy Secretary-General will be assisted by the Principal Secretaries nominated by the States represented on the Executive Council in the manner hereinafter mentioned.

12. The Deputy Secretary-General will keep the list of subjects awaiting consideration by the Executive Council, and will advise the

the Secretary-General as to the subjects to be placed on the Agenda.

13. The draft proces verbal of the Executive Council will be prepared by the Principal Secretaries designated by the Deputy Secretary-General, under whose directions they will work.

14. The Deputy Secretary-General will, at the end of each week, post a list of Secretaries for the Day for the following week, the said Secretaries for the Day being selected in rotation from the Principal Secretaries nominated by the Powers represented on the Executive Council.

15. The duties of the Secretary of the Day shall be as follows:-

(i) On the day preceding his day of duty:-

Under the instructions of the Deputy Secretary-General, to prepare and circulate the Agenda Paper for any Meeting arranged for the following day; to instruct the Distribution Department as to the circulation of Agenda Papers and relevant memoranda; to procure the attendance of all persons concerned in the discussion of the various items on the Agenda Paper, including such additional secretaries or stenographers as may be approved by the Deputy Secretary-General on behalf of the Secretary-General:

(ii) On his Day of Duty:-

To attend any Meetings of the Executive Council; to take notes of the proceedings of the Meeting; to edit and produce a proces verbal of the Meeting, and to submit a rough draft of this proces verbal to the Deputy Secretary-General as soon as possible after the Meeting is over.

In order to expedite the production of the proces verbal, by subdividing the work, the Deputy Secretary-General may authorize the Principal Secretary of the Day to arrange for the presence, in succession, one at a time, of additional Principal Secretaries, for the purpose of taking notes of the different portions of the Meeting. These Principal Secretaries will usually be selected according to the subject; for example, if a subject more especially affecting Italy was under consideration, an Italian Principal Secretary would attend for that subject. Immediately on the completion of that particular item on the Agenda Paper, the Principal Secretary concerned will withdraw and prepare the first draft of that portion of the proces verbal. At the end of the Meeting the Principal Secretary for the Day will incorporate each section in the complete proces verbal and submit it to the Deputy Secretary-General.

The Principal Secretary of the Day will also have the duty of circulating the draft proces verbal, as approved by the Deputy Secretary-General, to all persons concerned for correction. This should, if possible, be done on the same day as the meeting.

Finally, on his day of duty the Principal Secretary of the day will be responsible for dealing with, or taking the instructions of the Secretary-General on, any emergency business arising outside ordinary Office hours.

(iii) On the days following his Day of Duty:-

To complete the incorporation of corrections, printing, and final circulation, in accordance with the instructions of the Deputy Secretary-General, of the proces verbaux of the Meetings which take place on his day of duty.

(From the above it will be seen that the Principal Secretary of the Day has in his hands all the arrangements for the proceedings of any Meetings which may take place on the day on which he is on duty, commencing from the preparation of the Agenda Paper until the proceedings are finally printed. He has, however, the assistance at the actual Meeting of other Principal Secretaries, as may be arranged. Moreover, as there will be 9 Principal Secretaries, they will have rather less than one day on duty in each week. Furthermore, it is proposed that they should be at liberty to devolve some of their duties on their respective assistants. While, therefore, the Principal Secretary will have the responsibility, it may be said that the British, or French, or Italian, or American, &c., Section will be on duty rather than the individual).

Arrangements for Meetings held at places other than the seat of the League.

16. In cases where Meetings of the League of Nations are held at places other than the seat of the League, the Deputy Secretary-General will be responsible for making all necessary arrangements, including the designation of the Principal Secretaries whose attendance is required, of stenographers, clerks, of all necessary documents, and for arranging, through the Assistant Secretary-General's Department, for travelling arrangements and accommodation both for office and living purposes at the place where the Meeting is to be held.

Coordinating Committee.

17. A Committee will be formed for the purpose of coordinating the work of the various sections of the Department of the Deputy Secretary-General. It will be composed as follows:-

The Secretary-General (ex-officio Chairman):
The Deputy Secretary-General (Vice Chairman):
The Assistant Secretary-General:
The Principal Secretaries nominated by the States represented on the Executive Council.

Publicity Section.

18. The Deputy Secretary-General will have the publicity section under his immediate control.

19. The publicity section will comprise the following:-

1 Director,
and Staff to be hereafter determined.

20. The Director of the Publicity Section will be responsible for the following duties:-

- (1) Such official or semi-official communiqués as the Deputy Secretary-General may authorize.
- (2) For answering all press inquiries connected with the League of Nations.
- (3) For ensuring that press communiqués are not overlooked by the various Sub-Commissions.
- (4) For producing the official Gazette of the League of Nations, in which will be published:-

All appointments:
All Treaties, under Art. XXII. of the
League of Nations:
All official information.

- (5) For producing and circulating a confidential Daily Bulletin for the purpose of keeping all heads of departments in touch with the work of the League of Nations and of its Commissions.
- (6) For studying the Press of the world, and calling the immediate attention of the Secretary-General, Deputy Secretary-General and Assistant Secretary-General to any information of importance.

. . .

CHAPTER V.

The Department of the Assistant Secretary-General.

21. The Assistant Secretary-General will be responsible to the Secretary-General for the general control and coordination of the

the following Departments:-

Finance:
Treaties Department:
Library:
x Contracts:
x Works:
Establishment, including:-
Security:
Travelling:
Messengers:
Posts, Telegraphs, & Telephones:
Registry & Indexing:
Record Office:
Shorthand-Typists:
Distribution:
Interpreting and Translating:
Printing:
Stationery:

22. For the purpose of coordinating the work of the Sections of the Department of the Assistant Secretary-General, a Committee will be formed, composed as follows:-

The Secretary-General (ex-officio Chairman):
The Assistant Secretary-General (Vice Chairman):
The Deputy Secretary-General:
The Heads of Departments, as required for the business in hand.

23. To assist him in the conduct of his duties the Assistant Secretary-General will have the following personal Staff:-

1 Private Secretary (English-speaking):
1 Private Secretary (French speaking):
1 Superintending Clerk:
.... Stenographers:
.... Clerks:

The Finance Department.

24. It is laid down in the Covenant of the League of Nations that:-

"the expenses of the Secretariat shall be borne by the States members of the League in accordance with the apportionment of the expenses of the International Bureau of the Universal Postal Union."

(It is desirable that the Director of Finance should either himself be an official with financial experience of the International Bureau of the Postal Union, or should have on his staff one or more experienced officials drawn from this body.)

x These Departments will not be formed at the outset, but will be required as soon as there is a prospect of the League being established in permanent quarters.

25. The Director of Finance will have the general responsibility under the Secretary-General and Assistant Secretary-General, for the conduct of all the finances of the League of Nations, and for their apportionment among the States members of the League.

26. In particular he will be responsible for:-

- (i) The preparation of annual estimates of the expenses of the League, which should reach the countries concerned at dates to be fixed later:
- (ii) The pay of the whole of the official Staff of the League itself and of the various Commissions and ancillary bodies:
- (iii) Pensions:
- (iv) The accounts of the League:
- (v) All payments for whatsoever purpose:
- (vi) All correspondence on financial questions.

27. The Director of Finance will have the following Staff:-

(NOTE: This matter is so technical that it cannot be dealt with until the appointment of the Director of Finance. This should be one of the first appointments to be made. One of his first tasks should be to arrange for a credit of (say) £50,000 to cover expenses for the first ~~year~~ *few months*).

Treaties Department.

28. The primary function of the Treaty Department is to carry out Art. XXIII. of the Covenant under which:-

"The High Contracting Parties agree that every treaty or international engagement entered into hereafter by any State member of the League shall be forthwith registered with the Secretary-General and as soon as possible published by him, and that no such treaty or international engagement shall be binding until so registered."

29. The head of the Treaties Department will be responsible that on receipt of a treaty, it is at once registered and published in the Official Gazette of the League of Nations.

30. Copies of all treaties so registered will be filed in the Treaties Department.

31. A collection will also be made of all current Treaties entered into prior to the establishment of the League of Nations.

32. The Staff of the Treaties Department will be composed as follows:-

1 Director of Treaties:
1 Private Secretary:

(The remainder of the Staff will be arranged after the Department is formed).

Library.

33. The Staff of the Library at the outset will consist of:-

1 Librarian.

(The remainder of the Staff will be appointed as necessity requires).

34. At the outset the Librarian will arrange for the supply of useful works of reference from all countries.

35. He will also arrange for the supply of the official publications of all countries on subjects likely to be of value to the League of Nations.

36. Ultimately it is hoped to build up a valuable and unique international library.

The Establishment Department.

37. The Director of the Establishment Department will have the following duties:-

- (i) The provision of office accommodation and furniture, as well as of living accommodation, including its provision when the meetings of the Executive Council and Body of Delegates are held away from the seat of the League:
- (ii) The superintendence of the whole of the establishments of the League, whether temporary or permanent:
- (iii) The provision and superintendence of an adequate staff of messengers, with proper arrangements for their accommodation:
- (iv) Arrangements for continuation education for young messengers:
- (v) Superintendence of automobiles with their personnel and despatch riders:
- (vi) Charge of the Sub-Departments of Security and Travelling:
- (vii) Organisation of a Recreation Committee and Welfare Committee:

38. The Sub-Department of Security will provide for the policing and guarding of the whole of the premises of the League of Nations.

(N.B.-- When the League has secured and established its permanent premises, this may become a separate Department).

39. The Sub-Department of travelling will make all travelling arrangements, including provision of passports, warrants or tickets, advance of travelling expenses, &c., as well as special trains and or carriages when meetings are held away from the seat of the League.

(The Staff of the Establishment Department will be fixed after the establishment officer has been appointed. The establishment officer will be selected from the nation in whose country the seat of the League is situated).

Posts, Telegraphs, and Telephones.

40. At the outset the principal work of this Department will be to organise an efficient telephone service within the offices of the League, whether temporary or permanent.

41. Later on, when the League is established at its permanent seat, more extended duties may fall to this section.

42. The first Director of this Department will be a national of the country in which the seat of the League is situated.

Registry and Indexing Departments.

43. This Department is of immense importance and must be highly organised from the very outset.

44. The system will have to be carefully adapted to the general organisation of the League, which must be settled in its main lines before the expert committee is formed.

45. An international expert Committee should be formed before the League is finally constituted to decide on the most suitable system for adoption.

46. Probably the best plan will be for the central registry and indexing departments to be organised by nations and by subjects with double entry. For example, a document furnished by Italy, relating

to a labour question would be entered in the Italian section as well as in the Labour Section. Similarly, a document relating to a military question affecting Bohemia and Poland, would be entered in the military, Bohemian, and Polish sections.

47. The subject, however, is highly technical and essentially one for experts.

48. The Staff of this Office must be appointed and organised before the League commences to function.

The Shorthand-Typist Department.

49. 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.

50. The League of Nations will require, at the outset, a staff of at least 10 first-class shorthand-typists (5 French-speaking and 5 English-speaking), accustomed to take down evidence, and competent to report in full the proceedings of the Body of Delegates, the Executive Council or of Commissions. This number may have to be increased as the work of the League of Nations developed. The number might be reduced if bi-lingual shorthand-typists could be found, but this is not easy.

51. In addition there will be required a large staff of second-class shorthand-typists and ordinary typists, ~~who might largely be~~
~~drawn~~.

The Records Department.

52. This department will work in close liaison with the indexing and registry departments, and will be responsible for the final custody of all the archives of the League.

53. The staff will have to be determined hereafter.

THE DISTRIBUTION DEPARTMENT.

54. The duty of this department will be to secure the prompt dis-
the
tribution of all documents both to ~~xx~~ representatives of the var-
ious countries at the seat of the League and to the officials of
the League.

55. The distribution beyond the seat of the League will be through
the Staffs of the representatives of the States Members of the Exe-
cutive Council, and for other States through their diplomatic re-
presentative at the seat of the League, or, where there is no such
official, through the diplomatic representatives of the countries
concerned at the capital of the country in which the seat of the
League is situated. (See ^{Chapter} ~~para.~~ II para. 4.)

56. A sufficient number of despatch riders, automobiles, &c., will
be placed at the disposal of the distribution department by the
Establishment Officer.

57. The staff of this Department will have to be determined here-
after.

The Printing Department.

58. From the very outset the League of Nations will require an ef-
ficient printing department, capable of printing rapidly in the
French and English languages.

59. The Staff and Equipment can only be worked out by technical ex-
perts, and, as soon as the seat of the League is settled, a Commit-
tee should be formed to report on the subject, taking into careful
consideration the pros and cons of staffing the Department from na-
tionals of the country in which the League of Nations is situated.
In considering the matter the Committee should bear in mind that
the Executive Council will have very delicate questions to consider,
in some stages of which secrecy may be of great importance.

The Interpreters and Translators
Departments.

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

German.

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

62. As all documents will have to be reproduced in French and English, a permanent staff of (say) six translators, covering French, English, and German, will be required.

Chapter VI
SAFETY

The Affiliated Commissions.

The Military Commission. 63. It is suggested that the Versailles Staff and Secretariat should be transferred en bloc to the seat of the League of Nations, and should be increased or decreased as necessity arises.

64. A naval and an air attaché should be added from each of the Great Powers.

65. For consideration of the larger questions, naval and military and air representatives of the General Staffs of the various nations should be invited to the seat of the League as required.

66. States, members of the League, may refer any question to the advice of the Military Commission, but the Executive Council, through the Secretary-General, shall receive and be entitled to discuss all its reports.

The Labour Commission. 67. The general organisation of the Labour Bureau is set forth in the Report of the Commission on Labour.

68. The Executive Council and the Secretary-General shall generally be advised on labour matters by the Director of the Labour Bureau, who will keep them informed of the general work of his Department.

The Permanent Court of International Justice. 69. One of the first tasks of the Executive Council shall be to work out the constitution of the Permanent Court

Justice. The best plan would be to set up a special Commission for the purpose.

The Mandatory Commission. 70. Another of the earliest tasks of the Executive Council will be to set up and organise the Mandatory Commission.

71. Probably, at the outset, it might be composed of members of the Executive Council with a staff selected from the Department of the Deputy Secretary-General.

72. A special Committee of the Executive Council should be set up to examine this question.

The Arms Traffic Commission 73. It is understood that an organisation of this kind already exists at Brussels, which can be transferred to the seat of the League.

Other International Bodies. 74. As soon as the organisation of the League is completed and in working order, steps should be taken by the Secretary-General, with the authority of the Executive Council, to connect with the League of Nations all other official international organisations. Their transfer to the seat of the League will be a matter of time.

75. These would include:-

- The Postal Bureau at Berne:
- The Telegraphic Bureau at Berne:
- The Radiotelegraphic Bureau at Berne:
- The Agricultural Bureau at Rome:
- (?) The Meteorological Bureau at ?

76. There is little doubt that many such bodies will develop out of the League of Nations and provision should be made a certain number in planning the seat of the League.

Villa Majestic,
Paris,
March 31, 1919.

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Lettre originale remise à la
bibliothèque pour le musée

M. Képioty

6 juin 1947



29
Hankey Sir M
File B 2 (a)

BRITISH DELEGATION,
PARIS.

5th May, 1919.

Dear Sir Eric Drummond,

At a meeting between M. Clemenceau, President Wilson and Mr. Lloyd George this morning, it was agreed that the Secretary-General of the League of Nations should be authorised to establish the temporary and provisional organisation of the League of Nations in London.

Yours very sincerely,

M. P. A. Hankey

The Hon. Sir Eric Drummond, K.C.M.G., C.B.,
Hotel Astoria.

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1919.