

LEAGUE OF NATIONS

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*League of Nations Publications*

GENERAL

1932

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[Communiqué à l'Assemblée,  
au Conseil et aux  
Membres de la Société.]

29 MAR. 1932

N<sup>o</sup> officiel: **A.** [Extr.] **2.** 1932.

Genève, le février 1932.

SOCIÉTÉ DES NATIONS

# ORDRE DU JOUR

DE LA

## SESSION EXTRAORDINAIRE DE L'ASSEMBLÉE

LEAGUE OF NATIONS

# AGENDA

OF THE

## SPECIAL SESSION OF THE ASSEMBLY

Série de Publications de la Société des Nations

QUESTIONS GÉNÉRALES  
1932. 1. ✓

# SOCIÉTÉ DES NATIONS

## Ordre du jour de la Session extraordinaire de l'Assemblée,

*qui s'ouvrira à Genève, le jeudi 3 mars 1932*

### APPEL DU GOUVERNEMENT CHINOIS EN VERTU DE L'ARTICLE 15 DU PACTE.

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#### Annexe I.

LETTRE DU GOUVERNEMENT CHINOIS, EN DATE DU 29 JANVIER 1932.

C.138. M.57. 1932. VII.

[Traduction.]

Genève, le 29 janvier 1932.

*Au Secrétaire général.*

D'ordre de mon Gouvernement, j'ai l'honneur de vous notifier, par les présentes, ce qui suit :

1. Il existe, entre deux Membres de la Société des Nations — la Chine et le Japon —, un différend résultant de l'agression de cette dernière Puissance contre l'intégrité territoriale et administrative et l'indépendance politique de la première, en violation des dispositions du Pacte de la Société des Nations.

2. Ce différend n'a été soumis ni à l'arbitrage ni à un règlement judiciaire, conformément à l'un quelconque des articles du Pacte.

3. Ce différend a actuellement atteint un point tel qu'il est susceptible d'entraîner une rupture immédiate entre la Chine et le Japon.

4. Par les présentes, la Chine demande (non pas en dérogation des mesures qui ont été ou pourront être prises par la Société conformément aux obligations que lui impose l'article 11, mais à titre additionnel) l'application à ce différend de l'article 10 ainsi que de l'article 15 du Pacte, et elle saisit formellement le Conseil de ladite question pour qu'il puisse prendre toutes les mesures appropriées et nécessaires que prévoient les deux articles précités.

5. A cette fin, la Chine se réfère à tous les exposés et pièces justificatives présentés et soumis jusqu'ici par elle au cours des délibérations tenues par le Conseil, conformément à l'article 11 du Pacte, au sujet de ce différend, depuis le 18 septembre 1931 à ce jour, et elle déclare par les présentes que ces documents constituent l'exposé de sa cause comprenant les faits pertinents et les pièces justificatives concernant ladite question.

(Signé) W. W. YEN.

**LEAGUE OF NATIONS**

**Agenda of the Special Session of the Assembly**

*to be held at Geneva on Thursday, March 3rd, 1932*

**APPEAL FROM THE CHINESE GOVERNMENT UNDER ARTICLE 15  
OF THE COVENANT.**

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Annex 1.

LETTER FROM THE CHINESE GOVERNMENT, DATED JANUARY 29TH, 1932.

C.138.M.57.1932.VII.

Geneva, January 29th, 1932.

*To the Secretary-General.*

Under instructions from my Government, I have the honour hereby to give notice as follows:

1. A dispute between two Members of the League of Nations—to wit, China and Japan—arising from the aggression of the latter against the territorial and administrative integrity and political independence of the former in violation of the provisions of the Covenant of the League of Nations, exists.

2. This dispute has not been submitted to arbitration or to judicial settlement in accordance with any of the Articles of the Covenant.

3. The said dispute has now reached a stage when it is likely to lead to an immediate rupture between China and Japan.

4. China hereby invokes the application (not in derogation of the measures taken, or which may be taken by the League in the exercise of its functions under Article 11, but in addition thereto) both of Article 10 and of Article 15 of the Covenant to said dispute and formally submits the said matter to the Council for all appropriate and necessary action under both of said Articles.

5. For this purpose, China begs leave to refer to, and hereby adopts as and for the statement of its case comprising the relevant facts and papers in relation to said matter, all the statements and papers heretofore made and submitted by China in the proceedings of the Council taken in said controversy under Article 11 of the Covenant from September 18th, 1931, to the date hereof.

(Signed) W. W. YEN.

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**Annexe II.**

LETTRE DU GOUVERNEMENT CHINOIS, EN DATE DU 12 FÉVRIER 1932.

C.219. M.114. 1932.VII.

Genève, le 12 février 1932.

[Traduction.]

*Au Secrétaire général.*

Au sujet du différend sino-japonais, dont le Conseil a été saisi en vertu des articles 10, 11 et 15 du Pacte de la Société des Nations, j'ai l'honneur de faire observer que, aux termes du paragraphe 9 de l'article 15 dudit Pacte, le Conseil peut porter le différend devant l'Assemblée et que celle-ci devra, de même, être saisie du différend à la requête de l'une des Parties; cette requête devra être présentée dans les quatorze jours à dater du moment où le différend est porté devant le Conseil.

Vu le délai susmentionné, le Gouvernement chinois se voit forcé de demander que ledit différend soit porté devant l'Assemblée. Toutefois, dans le cas où le Conseil aurait l'intention de saisir lui-même l'Assemblée, ou bien de la convoquer en vertu de ses pouvoirs généraux pour l'examen dudit différend, le Gouvernement chinois se déclare prêt à retirer, pour sa part, sa requête.

(Signé) W. W. YEN.

**Annexe III.**

RÉSOLUTION ADOPTÉE PAR LE CONSEIL LE 19 FÉVRIER 1932.

C.253. M.144. 1932.VII.

Le Conseil,

1. Considérant la requête présentée par le représentant de la Chine, aux termes des dispositions de l'article 15, paragraphe 9, du Pacte, tendant à ce que le différend sino-japonais soit porté devant l'Assemblée,

Décide que l'Assemblée est saisie dudit différend, conformément à l'article 15, paragraphe 9, du Pacte.

2. Considérant que des délégations de presque tous les Membres de la Société des Nations se trouvent actuellement à Genève afin de participer à la Conférence pour la limitation et la réduction des armements, et que l'Assemblée peut ainsi se réunir à bref délai,

Décide que la réunion de l'Assemblée aura lieu le 3 mars 1932.

3. Prend acte du fait que les mesures prises en vue de fournir les renseignements nécessaires pour permettre l'examen du différend se poursuivront.

4. Invite les parties au différend à faire toute diligence pour communiquer au Secrétaire général, à l'usage de l'Assemblée, l'exposé de leur cause avec tous faits pertinents et pièces justificatives, conformément à l'article 15, paragraphe 2.

5. La présente décision n'affecte pas le devoir qui s'impose au Conseil de poursuivre, conformément au Pacte, son activité en vue du maintien de la paix.

**Annex II.**

**LETTER FROM THE CHINESE GOVERNMENT, DATED FEBRUARY 12TH, 1932.**

C.219.M.114.1932.VII.

Geneva, February 12th, 1932.

*To the Secretary-General.*

With regard to the Sino-Japanese dispute, of which the Council has been seized under Articles 10, 11 and 15 of the Covenant of the League of Nations, I have the honour to observe that, according to Article 15, paragraph 9, of the said Covenant, it is within the competence of the Council to refer the case to the Assembly. At the same time, it is also provided that the dispute shall be so referred at the request of either party to the dispute—provided that such request be made within fourteen days after the submission of the dispute to the Council.

In view of the time-limit imposed, the Chinese Government is constrained hereby to request that the said dispute be referred to the Assembly. If, however, it should be the pleasure and intention of the Council to refer the said dispute at its own initiative to the Assembly or in virtue of the general powers vested in it to summon the Assembly for consideration of the dispute, the Chinese Government will then be prepared to withdraw the request on its part.

(Signed) W. W. YEN.

**Annex III.**

**RESOLUTION ADOPTED BY THE COUNCIL ON FEBRUARY 19TH, 1932.**

C.253.M.144.1932.VII.

The Council,

(1) Considering the request submitted by the representative of China, under the provisions of paragraph 9 of Article 15 of the Covenant, to the effect that the Sino-Japanese dispute should be referred to the Assembly:

Decides that the said dispute is referred to the Assembly in accordance with Article 15, paragraph 9, of the Covenant.

(2) Considering that delegations from almost every Member of the League are now present in Geneva in order to take part in the Conference for the Limitation and Reduction of Armaments, thereby enabling the Assembly to meet at short notice,

Decides that a meeting of the Assembly shall be held on March 3rd, 1932.

(3) Notes that the measures which have already been instituted in order to obtain information necessary for the consideration of the dispute will be continued.

(4) Requests the Parties to the dispute to use all diligence in communicating to the Secretary-General for the use of the Assembly the statements of their case, with all the relevant facts and papers as provided for in Article 15, paragraph 2.

(5) The duty of the Council to continue its work for the maintenance of peace in accordance with the Covenant remains unaffected by the present decision.

Geneva, May 5th, 1932.

LEAGUE OF NATIONS.

**AGENDA OF THE THIRTEENTH ORDINARY SESSION  
OF THE ASSEMBLY**

To be held at Geneva on Monday, September 5th, 1932.

2

(The following list gives no indication of the order in which the items will be taken.)

**1. Constitution of the Assembly and its Committees: Appointment of Officers; Adoption of the Agenda.**

[On arrival at Geneva, all delegates receive a printed booklet, which describes as clearly as possible the organisation of the Assembly.]

- (a) Election of the Credentials Committee.
- (b) Election of the President.
- (c) Examination and adoption of the agenda.
- (d) Nomination of the six Committees to which the Assembly usually refers the various questions, and election of Chairmen of these Committees.

The questions are generally divided between the Committees in the following manner:

- First Committee: Legal questions.
- Second Committee: Questions connected with the work of the technical organisations.
- Third Committee: Disarmament questions.
- Fourth Committee: Administrative and budgetary questions.
- Fifth Committee: Social questions.
- Sixth Committee: Political questions.

- (e) Election of Vice-Presidents.

**2. Report on the Work of the League since the Last Session of the Assembly.**

Each year the Secretary-General prepares a general report on the work of the League since the last Assembly, up to May 31st. This report is circulated on July 1st. The work accomplished during June and July is recorded in a supplementary report, which is circulated at the opening of the Assembly.

These two reports form the basis of the general discussion with which the Assembly usually opens, and during which the various delegations have an opportunity of stating their opinions on the work of the League.

The Assembly may refer to the appropriate Committee any part of these reports dealing with a question which does not appear on the agenda.

**3. Election of Three Non-permanent Members of the Council.**

The Assembly decided, in 1926, to elect each year three non-permanent Members of the Council for a period of three years from the date of their election.



**A. Items inserted by or arising out of the Decisions of the Assembly.**

**4. Amendment of the Covenant of the League of Nations in order to bring it into harmony with the Pact of Paris.**

In 1931, this question formed the subject of a report by a Sub-Committee of the First Committee which was approved by the First Committee and noted by the Assembly. The Assembly decided to create a Committee consisting of representatives of all the Members of the League, for the purpose of seeking unanimous agreement on the bases indicated in this report and of drawing up a final text for submission to the Assembly at its ordinary session of 1932.

The Secretary-General has been authorised by the Council to convene this Committee for a date to be fixed in consultation with the President of the Disarmament Conference, the Acting President of the Council and the Rapporteur.

**5. Nationality of Women.**

This question was brought before the Assembly at its session of 1931, in accordance with the Council's resolution of January 24th, 1931, by a report from the Secretary-General, to which were annexed proposals by a Committee of Representatives of various Women's International Organisations. The Assembly decided to consider the question further at its ordinary session of 1932. The Governments have been invited to submit their observations, including their views regarding the Convention on Nationality concluded at the Hague Conference of 1930. Such further observations as the Committee of Representatives of the Women's International Organisations may desire to present will also be before the Assembly.

**6. Situation as regards the entry into force of the Protocol of September 14th, 1929, concerning the Revision of the Statute of the Permanent Court of International Justice.**

At its session of 1931, the Assembly noted that this Protocol had obtained almost all the ratifications necessary to bring it into force, and instructed the Secretary-General to present to it at its ordinary session of 1932, for its consideration, a statement of the situation with regard to the ratification of the Protocol.

**7. Consideration of the Report of the Special Committee to study the Existing System of Elections to the Council.**

In execution of the Assembly's resolution of September 25th, 1931, the Council, at a meeting held on January 29th, 1932, duly appointed the Committee contemplated by the Assembly. On the date of issue of the present document the Committee had not yet met, and it will depend on the progress of its work whether a report can be presented for consideration by the Assembly in the present year.

**8. Organisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice.**

*(1) Reconsideration of the Question of Principal Officers of the Secretariat.*

The Assembly decided at its last session that this question should be reconsidered if the present Secretary-General officially notified the Council of his intention of resigning.

*(2) Questions relating to the Staff of the First Division, which were raised in the reports of the First and Second Committees of Thirteen Members (documents A.16.1930.X and A.8.1931.X) and postponed by the Assembly at its eleventh and twelfth ordinary sessions.*

**9. Election of One Member of the Supervisory Commission.**

The Assembly will have to elect, on the proposal of the Finance Committee, one member of the Supervisory Commission for the period January 1st, 1933, to December 31st, 1935.

**10. Commission of Enquiry for European Union.**

The Assembly, at its twelfth session, requested the Commission to submit a report on its further work to the next session of the Assembly.

**11. Co-operation of Women in the Organisation of Peace.**

The 1931 Assembly requested the Secretary-General to submit to its 1932 session a report on the possibilities of a more effective collaboration of women with the work of the League.

The women's organisations have been asked to make proposals to this effect. A report on this question will be circulated during the summer.

This question had been divided into two parts: collaboration in the general work of the League, and collaboration with the Disarmament Conference. The report on the latter question was submitted to the Bureau of the Disarmament Conference at the opening of the Conference.

**12. International Nansen Office for Refugees.**

Under its statutes, the Nansen International Office for Refugees is placed under the direction of the League of Nations, in pursuance of Article 24 of the Covenant, and it has to submit an annual report to the Assembly on its activities.

**13. Slavery.**

*(a) Annual Report by the Council.*

In 1926, the Assembly requested the Council to prepare every year a document mentioning the laws and regulations which parties to the Convention on Slavery, in accordance with Article 7 of that Convention, had communicated to the Secretary-General and to include therein any supplementary information which the Members of the League might furnish regarding the measures taken by them with a view to the progressive abolition of slavery and conditions analogous thereto.

*(b) Report of the Committee of Experts on Slavery.*

By its resolution adopted on September 25th, 1931, the Assembly requested the Council to appoint a Committee of Experts to examine the material upon slavery which has been supplied or transmitted by Governments since the signature of the Convention of 1926. This Committee was instructed to submit to the Council suggestions with a view to recommending to the next Assembly the measures of assistance which the League of Nations could render to those countries which have agreed to abolish slavery and which request such assistance.

The Committee's report will be communicated to the Assembly by the Council.

**B. Question placed on the Agenda on the Proposal of the Council.**

**14. Co-operation of the Press in the Organisation of Peace.**

In pursuance of a resolution adopted by the Assembly on September 24th, 1931, as the outcome of a proposal submitted by the Spanish delegation relating to the co-operation both of women and of the Press in the organisation of peace, the Council, by a resolution adopted on September 29th, 1931, requested the Secretary-General to consult Press associations through his services and to submit a report to the Assembly.

That report will contain an account of the results achieved by the Conference of Representatives of Government Press Bureaux. The Danish Government convened this Conference at Copenhagen and was good enough to supply information regarding it to the Council, which, at its meeting on January 30th, 1932, noted with satisfaction the work that had been done.

**C. Reports submitted by the Technical Organisations of the League.**

[The lists of questions appearing under each of the headings of this section of the Agenda are not complete. Their sole object is to indicate, for the convenience of the delegations, the principal subjects with which the technical organisations have been dealing.]

**15. Work of the Economic and Financial Organisations.**

**I. Economic Work:**

- (1) The economic crisis and international trade;
- (2) Unified Customs nomenclature;
- (3) Economic *rapprochements* in Europe;
- (4) Procedure for the friendly settlement of economic disputes between States;
- (5) Bribery and unfair commercial practices.

**II. Financial Work:**

- (1) Work of the Financial Committee;
- (2) Work of the Economic Information Service, including the study of the world economic situation;
- (3) Work of the Gold Delegation.

**16. Work of the Communications and Transit Organisation.**

**I. Fourth General Conference on Communications and Transit.**

(1) Resolutions relating to a negotiable document for the international transport of goods by rail and to barriers to maritime navigation.

(2) Recommendation concerning measures to be taken in cases of serious interruption of international transit routes.

(3) Act regarding the economic and social aspects of the stabilisation of movable feasts.

(4) Resolution regarding the economic and social aspects of the simplification of the Gregorian calendar.

**2. Work of the Advisory and Technical Committee and its Different Sub-Committees.**

(1) Public works and national equipment.

(2) Constitution and operation of a main network of permanent air routes.

(3) Negotiable document for the international transport of goods by rail.

(4) League of Nations wireless station.

(5) Lay-out of an aerodrome near the seat of the League of Nations.

(6) Jurisdiction of the European Commission of the Danube.

The results of these various activities will be set forth in the principal report on the work of the League since the last Assembly.

An account of the work of the seventeenth session of the Advisory and Technical Committee (June 1932) will be given in the supplementary report.

**17. Work of the Health Organisation.**

**I. Co-operation of the League of Nations in Health Matters with the Latin-American Countries.**

(a) International centre for the study of leprosy at Rio de Janeiro.

(b) Study of nutritional problems in Chile.

**II. Co-operation with the National Relief Commission for Victims in the Flooded Areas of China.**

**III. Study of the Problems arising out of the European Conference on Rural Hygiene (June 29th-July 7th, 1931) in co-operation with Various Institutes and Schools of Hygiene.**

**IV. International School for Advanced Health Studies at Paris.**

**V. Work of the Commissions, Technical Committees, and Conferences.**

For all these activities the annual report of the Health Organisation for 1931, which will appear shortly, may usefully be consulted.

**18. Work of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs.**

**1. Work of the Advisory Committee as regards the control of the application of the Opium Conventions and the suppression of the illicit traffic.**

**2. Conference on the Suppression of Opium-smoking, convened under Article XII of the Geneva Opium Agreement.**

**19. Work of the Advisory Commission for the Protection and Welfare of Children and Young People.**

**(a) Traffic in Women and Children Committee.**

**1. Amendments to the Conventions of 1910 and 1921.**

**2. Organisation and work of the central authorities.**

**3. Composition of the Committee.**

This question was placed on the agenda in virtue of a decision taken in 1929 at a joint meeting of the Traffic in Women and Children and Child Welfare Committees.

The Committee's report is contained in document C.390.M.220.1932.

(b) *Child Welfare Committee:*

1. Illegitimate children.
2. Organisation and working of juvenile courts.
3. Composition of the Committee.

This question was placed on the agenda in virtue of a decision taken in 1929 at a joint meeting of the Traffic in Women and Children and Child Welfare Committees.

The Committee's report is contained in document C.395.M.221.1932.

**20. Intellectual Co-operation.**

(a) *Work of the International Committee on Intellectual Co-operation.*

This Committee meets in July. Its report, which will be distributed in August, will contain *inter alia* particulars of the work of the International Institute of Intellectual Co-operation, which is the executive organ for the Committee's decisions, and also of the work of the International Educational Cinematographic Institute at Rome.

(b) *Report of the Mission of Educational Experts to China.*

In May 1931, the Council decided to send a mission of educational experts to China. This mission will report to the International Committee on Intellectual Co-operation and to the Council.

**D. Budget of the League of Nations.**

**21. Budget for 1933, including the Budgets of the International Labour Organisation and of the Permanent Court of International Justice; Audited Accounts for the Thirteenth Financial Period (1931): Reports of the Supervisory Commission. Report of the Administrative Board of the Staff Pensions Fund.**

**Examination of the Revised Estimate for the New Buildings of the League of Nations.**

The last Assembly instructed the Supervisory Commission to make a thorough study of the question of the new buildings with a view particularly to endeavour to keep within the estimate approved in 1930 and to submit to the Council for approval as soon as possible a programme which would comply with this decision.

At its sixty-sixth session the Council decided to execute the building programme approved by the Assembly at its tenth ordinary session, as modified by the proposals made by the Supervisory Commission in its report of January 25th, 1932 (document C.97.M.50.1932.X).

The revised total estimate, which amounts to 25,577,150 francs, as against an estimate of 23,633,150 francs voted by the Assembly at its tenth ordinary session, will be submitted for approval by the Assembly at its forthcoming session.

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Geneva, September 5th, 1932.

LEAGUE OF NATIONS

**AGENDA OF THE THIRTEENTH ORDINARY SESSION  
OF THE ASSEMBLY**

which will open at Geneva on Monday, September 26th, 1932

AND

**SUPPLEMENTARY LIST OF ITEMS**

3

**1. Constitution of the Assembly and its Committees: Appointment of Officers; Adoption of the Agenda.**

- (a) Election of the Credentials Committee.
- (b) Election of the President.
- (c) Examination and adoption of the agenda.
- (d) Nomination of the six Committees to which the Assembly usually refers the various questions, and election of Chairmen of these Committees.

The questions are generally divided between the Committees in the following manner:

First Committee: Legal questions.

Second Committee: Questions connected with the work of the technical organisations.

Third Committee: Disarmament questions.

Fourth Committee: Administrative and budgetary questions.

Fifth Committee: Social questions.

Sixth Committee: Political questions.

- (e) Election of Vice-Presidents.

**2. Report on the Work of the League since the Last Session of the Assembly.**

A.6.1932.

A.6(a).1932.

Each year the Secretary-General prepares a general report on the work of the League since the last Assembly, up to May 31st. This report is circulated on July 1st. The work accomplished during June and July is recorded in a supplementary report, which is circulated at the opening of the Assembly.

These two reports form the basis of the general discussion with which the Assembly usually opens, and during which the various delegations have an opportunity of stating their opinions on the work of the League.

The Assembly may refer to the appropriate Committee any part of these reports dealing with a question which does not appear on the agenda.

**3. Election of Three Non-permanent Members of the Council.**

The Assembly decided, in 1926, to elect each year three non-permanent Members of the Council for a period of three years from the date of their election.

**A. Items inserted by or arising out of the Decisions of the Assembly.**

**4. Amendment of the Covenant of the League of Nations in order to bring it into harmony with the Pact of Paris.**

In 1931, this question formed the subject of a report by a Sub-Committee of the First Committee, which was approved by the First Committee and noted by the Assembly. The Assembly decided to create a Committee consisting of representatives of all the Members of the League, for the purpose of seeking unanimous agreement on the bases indicated in this report and of drawing up a final text for submission to the Assembly at its ordinary session of 1932.

The Secretary-General has been authorised by the Council to convene this Committee for a date to be fixed in consultation with the President of the Disarmament Conference, the Acting President of the Council and the Rapporteur. For the reasons stated in the Supplementary Report to the Assembly, the Committee will not meet before the session of the Assembly.

**5. Nationality of Women.**

This question was brought before the Assembly at its session of 1931, in accordance with the Council's resolution of January 24th, 1931, by a report from the Secretary-General, to which were annexed proposals by a Committee of Representatives of various Women's International Organisations. The Assembly decided to consider the question further at its ordinary session of 1932. The Governments have been invited to submit their observations, including their views regarding the Convention on Nationality concluded at the Hague Conference of 1930. Such further observations as the Committee of Representatives of the Women's International Organisations may desire to present will also be laid before the Assembly.

A.15.1932.V.

A.23.1932.V.

**6. Situation as regards the entry into force of the Protocol of September 14th, 1929, concerning the Revision of the Statute of the Permanent Court of International Justice.**

At its session of 1931, the Assembly noted that this Protocol had obtained almost all the ratifications necessary to bring it into force, and instructed the Secretary-General to present to it at its ordinary session of 1932, for its consideration, a statement of the situation with regard to the ratification of the Protocol.

**7. Consideration of the Report of the Special Committee to study the Existing System of Elections to the Council.**

The Committee has met and, after taking steps to obtain the views of the Members of the League, has adjourned until after the Assembly's session.

**8. Organisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice.**

A.20.1932.X.

*(1) Reconsideration of the Question of Principal Officers of the Secretariat.*

The Assembly decided at its last session that this question should be reconsidered if the present Secretary-General officially notified the Council of his intention of resigning.

A.22.1932.X.

*(2) Questions relating to the Staff of the First Division, which were raised in the reports of the First and Second Committees of Thirteen Members (documents A.16.1930.X and A.8.1931.X) and postponed by the Assembly at its eleventh and twelfth ordinary sessions.*

**9. Election of One Member and of Two Substitute Members of the Supervisory Commission.**

The Assembly will be called upon to elect, on the proposal of its Finance Committee, one member and two substitute members of the Supervisory Commission for the period January 1st, 1933, to December 31st, 1935.

**10. Commission of Enquiry for European Union.**

16.1932.VII. The Assembly, at its twelfth session, requested the Commission to submit a report on its further work to the next session of the Assembly.

**11. Co-operation of Women in the Organisation of Peace.**

10.1932. The 1931 Assembly requested the Secretary-General to submit to its 1932 session a report on the possibilities of a more effective collaboration of women with the work of the League. The women's organisations have been asked to make proposals to this effect. A report on this question was recently circulated.

The question had been divided into two parts: collaboration in the general work of the League, and collaboration with the Disarmament Conference. The report on the latter question was submitted to the Bureau of the Disarmament Conference at the opening of the Conference.

**12. Nansen International Office for Refugees.**

24.1932. Under its statutes, the Nansen International Office for Refugees is placed under the direction of the League of Nations, in pursuance of Article 24 of the Covenant, and it has to submit an annual report to the Assembly on its activities.

**13. Slavery.**

*(a) Annual Report by the Council.*

13.1932.VI. In 1926, the Assembly requested the Council to prepare every year a document mentioning the laws and regulations which parties to the Convention on Slavery, in accordance with Article 7 of that Convention, had communicated to the Secretary-General and to include therein any supplementary information which the Members of the League might furnish regarding the measures taken by them with a view to the progressive abolition of slavery and conditions analogous thereto.

*(b) Report of the Committee of Experts on Slavery.*

By its resolution adopted on September 25th, 1931, the Assembly requested the Council to appoint a Committee of Experts to examine the material upon slavery which has been supplied or transmitted by Governments since the signature of the Convention of 1926. This Committee was instructed to submit to the Council suggestions with a view to recommending to the next Assembly the measures of assistance which the League of Nations could render to those countries which have agreed to abolish slavery and which request such assistance.

The Committee's report will be communicated to the Assembly by the Council.

**14. \* Penal and Penitentiary Questions.**

By its resolution on this subject dated September 23rd, 1931, the Assembly asked the Secretary-General to submit to the next session of the Assembly a report on the various points raised in the resolution. (See documents A.6.1932 (page 85) and A.6(a).1932.)

**B. Question placed on the Agenda on the Proposal of the Council.**

**15. Co-operation of the Press in the Organisation of Peace.**

In pursuance of a resolution adopted by the Assembly on September 24th, 1931, as the outcome of a proposal submitted by the Spanish delegation relating to the co-operation both of women and of the Press in the organisation of peace, the Council, by a resolution adopted on September 29th, 1931, requested the Secretary-General to consult Press associations through his services and to submit a report to the Assembly.

This report contains an account of the results achieved by the Conference of Representatives of Government Press Bureaux. The Danish Government convened this Conference at Copenhagen and was good enough to supply information regarding it to the Council, which, at its meeting on January 30th, 1932, noted with satisfaction the work that had been done.

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\* Note by the Secretary-General: This item was omitted by error from the Agenda of May 5th, 1932 (document A.2.1932).

### C. Reports submitted by the Technical Organisations of the League.

[The lists of questions appearing under each of the headings of this section of the Agenda are not complete. Their sole object is to indicate, for the convenience of the delegations, the principal subjects with which the technical organisations have been dealing.]

#### 16. Work of the Economic and Financial Organisations.

##### I. *Economic Work:*

- (1) The economic crisis and international trade;
- (2) Unified Customs nomenclature;
- (3) Economic *rapprochements* in Europe;
- (4) Procedure for the friendly settlement of economic disputes between States;
- (5) Bribery and unfair commercial practices.

##### II. *Financial Work:*

- (1) Work of the Financial Committee;
- (2) Work and publications of the Economic Intelligence Service, including the "World Economic Survey".
- (3) Work of the Gold Delegation.

C.502.M.243.  
1932.II.A.

#### 17. Work of the Communications and Transit Organisation.

##### I. *Fourth General Conference on Communications and Transit.*

- (1) Resolutions relating to a negotiable document for the international transport of goods by rail and to barriers to maritime navigation.
- (2) Recommendation concerning measures to be taken in cases of serious interruption of international transit routes.
- (3) Act regarding the economic and social aspects of the stabilisation of movable feasts.
- (4) Resolution regarding the economic and social aspects of the simplification of the Gregorian calendar.

##### 2. *Work of the Advisory and Technical Committee and its Different Sub-Committees.*

- (1) Public works and national equipment.
- (2) Constitution and operation of a main network of permanent air routes.
- (3) Negotiable document for the international transport of goods by rail.
- (4) League of Nations wireless station.
- (5) Lay-out of an aerodrome near the seat of the League of Nations.
- (6) Jurisdiction of the European Commission of the Danube.

Except for point 5, regarding which a communication will be made to the Assembly subsequently, the results of these various activities are set forth in the general report on the work of the League.

A.6.1932.

An account of the work of the seventeenth session of the Advisory and Technical Committee (June 1932) will be given in the supplementary report.

#### 18. Work of the Health Organisation.

##### I. Co-operation of the League of Nations in Health Matters with the Latin-American Countries.

- (a) International centre for the study of leprosy at Rio de Janeiro.
- (b) Study of nutritional problems in Chile.

##### II. Co-operation with the National Relief Commission for Victims in the Flooded Areas of China.

##### III. Study of the Problems arising out of the European Conference on Rural Hygiene (June 29th-July 7th, 1931) in co-operation with Various Institutes and Schools of Hygiene.

##### IV. International School for Advanced Health Studies at Paris.

##### V. Work of the Commissions, Technical Committees, and Conferences.



For all these activities the annual report of the Health Organisation for 1931, which will appear shortly, may usefully be consulted.

**19. Traffic in Opium and Other Dangerous Drugs.**

420.M.229.  
1932.XI.

I. Work of the fifteenth session of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs.

70.M.36.  
1932.XI.

2. Conference on the Suppression of Opium-smoking, convened under Article XII of the Geneva Opium Agreement.

**20. Protection and Welfare of Children and Young People.**

(a) *Traffic in Women and Children Committee.*

503.M.244.  
1932.IV.

I. Amendments to the Conventions of 1910 and 1921.

504.M.245.  
1932.IV.

2. Organisation and work of the central authorities.

3. Composition of the Committee.

This question was placed on the agenda in virtue of a decision taken in 1929 at a joint meeting of the Traffic in Women and Children and Child Welfare Committees.

The Committee's report is contained in document C.390.M.220.1932.IV.

(b) *Child Welfare Committee.*

265.M.153.  
1932.IV.

I. Illegitimate children.

975.M.540.  
1931.IV.

2. Organisation and working of juvenile courts.

3. Composition of the Committee.

This question was placed on the agenda in virtue of a decision taken in 1929 at a joint meeting of the Traffic in Women and Children and Child Welfare Committees.

The Committee's report is contained in document C.395.M.221.1932.IV.

**21. Intellectual Co-operation.**

(a) *Work of the International Committee on Intellectual Co-operation.*

11.1932.XII.

This Committee met in July. Its report, which has been distributed, contains, *inter alia*, particulars of the work of the International Institute of Intellectual Co-operation, which is the executive organ for the Committee's decisions, and also of the work of the International Educational Cinematographic Institute at Rome.

19.1932.XII.

(b) *Report of the Mission of Educational Experts to China.*

In May 1931, the Council decided to send a mission of educational experts to China. This mission has reported to the International Committee on Intellectual Co-operation and to the Council.

**D. Budget of the League of Nations.**

3.1932.X.  
3(a).1932.X.  
3(b).1932.X.  
3(c).1932.X.

**22. Budget for 1933, including the Budgets of the International Labour Organisation and of the Permanent Court of International Justice; Audited Accounts for the Thirteenth Financial Period (1931): Reports of the Supervisory Commission. Report of the Administrative Board of the Staff Pensions Fund.**

**Examination of the Revised Estimate for the New Buildings of the League of Nations.**

4.1932.X.  
4(a).1932.X.  
4(b).1932.X.

The last Assembly instructed the Supervisory Commission to make a thorough study of the question of the new buildings with a view particularly to endeavour to keep within the estimate approved in 1930 and to submit to the Council for approval as soon as possible a programme which would comply with this decision.

5.1932.X.  
14.1932.X.

At its sixty-sixth session, the Council decided to execute the building programme approved by the Assembly at its tenth ordinary session, as modified by the proposals made by the Supervisory Commission in its report of January 25th, 1932 (document C.97.M.50.1932.X).

The revised total estimate, which amounts to 25,577,150 francs, as against an estimate of 23,633,150 francs voted by the Assembly at its tenth ordinary session, will be submitted for approval by the Assembly at its forthcoming session.

**SUPPLEMENTARY LIST CIRCULATED IN ACCORDANCE  
WITH RULE 4, PARAGRAPH 3, OF THE RULES OF  
PROCEDURE OF THE ASSEMBLY.**

**ITEMS PROPOSED BY THE COUNCIL.**

**23. Convocation of a World Economic and Financial Conference.**

(a) *Resolution adopted by the International Labour Conference on April 30th, 1932.*

(b) *Decision of the Lausanne Conference, July 9th, 1932.*

At its meeting on May 21st, 1932, the Council decided to refer to the Assembly the resolution adopted by the International Labour Conference on April 30th, 1932, urging the undertaking of international public works and the settlement of outstanding financial and economic problems, and the convocation of a World Conference for this purpose.

On July 15th, the Council decided to accede to the request of the Lausanne Conference that a Conference on Monetary and Economic Questions should be convoked by the League of Nations.

**24. League of Nations Expenditure.**

1. On May 21st, 1932, the Council decided to request the Supervisory Commission to draw up for submission to the Assembly a report on questions relating to a possible reduction of staff and of salaries and a stricter control of the expenditure of the Secretariat and the autonomous organisations of the League.

21.1932.

2. At the same meeting, the Council also decided " that the attention of the Assembly should be drawn to the importance which the Council attaches to a general examination of League policy; since it is ultimately on that policy that expenditure, and consequently economy, must mainly depend ".

**ITEMS PROPOSED BY MEMBERS OF THE LEAGUE.**

**25. Draft Protocol for facilitating the International Circulation of Films of an Educational Character:  
Proposal by the Italian Government.**

This Protocol was drawn up in December 1929 in Geneva by a Committee of Experts of the International Educational Cinematographic Institute, revised in the light of observations received from Governments in May 1932, and endorsed by the Economic Committee of the League at its session in June 1932. In accordance with a proposal made by the Italian Government in its letter of June 6th, 1932, it is now communicated to all the Governments concerned in order that they may re-examine the text and empower their delegates to discuss and sign it.

9.1932.XII.

**26. Amendments to the Rules of Procedure of the Assembly: Proposal by the Norwegian Government.**

By a letter dated August 23rd, 1932, the Norwegian Government proposed certain amendments to Rules 4 and 17 of the Rules of Procedure of the Assembly.

12.1932.

\* \* \*

**27. Request of Iraq for Admission to the League of Nations.**

By letter dated July 13th, 1932, the Prime Minister of Iraq requests, in accordance with Article I of the Covenant, that Iraq may become a Member of the League of Nations.

17.1932.VII.

[Distributed to the Members  
of the League, the Assembly  
and the Council.]

Official No. : A 6. 1932.

Geneva, June 15th, 1932.

LEAGUE OF NATIONS

4

Report on the Work of the League since the  
Twelfth Session of the Assembly.

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Series of League of Nations Publications

GENERAL ✓  
1932. 3

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## INTRODUCTION.

The work of the League since the last Assembly, apart from the action taken in connection with the Sino-Japanese dispute by the Council and by the Extraordinary Session of the Assembly convened on March 3rd, 1932, has been inevitably directed mainly to questions connected with the Disarmament Conference and the present economic and financial crisis.

Among other matters of special interest, however, must be included the Conference on the Suppression of Opium-smoking, which met at Bangkok from November 9th to November 27th, 1931, and the measures adopted by the Council with a view to the termination of the mandate for Iraq.

## LEGAL QUESTIONS.

### AMENDMENT OF THE COVENANT OF THE LEAGUE.

Texts for the amendment of the Covenant of the League to bring it into harmony with the Pact of Paris were in 1930 considered and revised by the First Committee of the Assembly. The Secretary-General was asked to submit the revised texts to the Governments for their observations, and the 1931 Assembly decided that a final draft should be prepared by a Committee composed of representatives of all the Members of the League. The Council, in January 1932, authorised the Secretary-General to convene the Committee at a date to be fixed in agreement with the President of the Disarmament Conference, the President of the Council and its Rapporteur.

### APPOINTMENT OF A SPECIAL COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTIONS TO THE COUNCIL.

The Assembly, in 1931, asked that a special Committee should be appointed to study the existing system of elections to the Council. The Committee was duly constituted by the Council in January 1932 to consist of members appointed by the Governments of the Argentine, Belgium, the United Kingdom, Bulgaria, Canada, Colombia, Czechoslovakia, France, Germany, Italy, Japan, Poland, Portugal, Spain and Sweden. It will depend on the progress of the work of the Committee whether its report will be submitted to the Assembly in the present year.

### NATIONALITY OF WOMEN.

The Assembly, in 1931, noted a series of proposals drawn up by a Committee of representatives of the more important women's international organisations, which desired that steps should be taken to reconsider the provisions of the Hague Nationality Convention of 1930, bearing in mind the principle of equality as between men and women. The Governments have been requested to submit their observations on the subject, and the Committee of Representatives of Women's Organisations has been invited to formulate such further observations as it may wish to submit for the consideration of the next Assembly.

### WORK OF THE INTERNATIONAL INSTITUTE AT ROME FOR THE UNIFICATION OF PRIVATE LAW.

The International Institute for the Unification of Private Law is actively pursuing its enquiries into the unification of private law for the sale of goods and is continuing its preparatory work for the unification of private law in the matter of arbitration agreements. It is devoting considerable attention to the question of intellectual rights, and in this field it is giving all possible assistance to the International Institute of Intellectual Co-operation and the International Labour Office.

It has started an investigation into the Italian stock-exchanges and, with a view to a general investigation of the insurance problem, has undertaken to collect the texts of laws on insurance of a group of States concerning which the *Association internationale juridique pour le droit des assurances* has not yet been able to obtain exact information.

### FINANCES OF THE LEAGUE.

During the year 1931, 85.62 per cent of the amount of the contributions due for the year was received from the States Members, as against 86.62 per cent in 1930. The total amount received on account of arrears during 1931 was 1,565,521.80 gold francs, as compared with 1,038,218.21 gold francs during 1930.

The Secretariat of the League, on December 31st, 1931, showed a cash surplus of 82,033.89 gold francs and the Permanent Court of International Justice a cash surplus of 31,108.39 gold francs. On the same date, the International Labour Organisation showed a cash deficit of 545,318.45 gold francs.

The budget for 1933, as submitted to the Assembly, shows a reduction of 2,506,339 francs as compared with the budget for 1932, which included a considerable appropriation for the Disarmament Conference, and a reduction of 90,008 francs as compared with the budget for 1931.

The representative of the United Kingdom submitted to the Council, in May 1932, a proposal that the whole question of the expenditure of the League should be carefully reviewed as soon as possible, so that the Assembly might this year, in determining the budget for 1933, have full information on the situation and thus be able to decide whether it was practicable and desirable to effect further reductions. The Council decided, on May 21st, to request the Supervisory Commission to examine the expenditure of the League, in the light of the British proposal and of the observations of its various members, and to consider, in particular, a possible reduction of staff and salaries and a stricter control of expenditure. The Commission may for this purpose enlist the assistance of experts.

The Council considered that the attention of the Assembly should be drawn to the importance of a general review of League policy, since policy must ultimately determine expenditure and the limits within which economies may be effected.

#### CONSTRUCTION OF THE LEAGUE BUILDINGS.

The architects responsible for the new buildings presented in September 1931 a revised estimate, exceeding by approximately  $2\frac{3}{4}$  million francs the credit voted by the Assembly in 1930. The Assembly, confronted with this situation, instructed the Supervisory Commission to examine the financial position with regard to the new buildings and to submit to the Council for approval, as soon as possible, a programme complying with the decision of the Assembly to keep, in principle, within the limits of the previous figure. The position was considered to be all the more serious as the Building Committee had reported to the Secretary-General that even the increased estimate submitted by the architects might be inadequate and that there was reason to fear that the credit voted in 1930 would be exceeded by 7 or 8 million Swiss francs.

The Supervisory Commission, after interviewing the architects and the Building Committee, reported to the Council, in January 1932, that there was real danger of a considerable excess expenditure unless reductions were effected in the plans and unless a more effective control was exercised over their execution. It urged, in particular, that unity of direction was a question of the highest importance, deploring in this connection the errors and delays caused by the existing division of responsibility among five architects. It proposed, as an arrangement suggested by the architects themselves, that their Chairman should henceforth have executive powers as the responsible director of the work and that it should be his duty to take all necessary decisions within the customary time-limits.

As the result of a technical enquiry and of further calculations by the Supervisory Commission, a final revised estimate of 25,577,150 francs was established as compared with the estimate of 23,633,150 francs voted by the Assembly in 1930, the architects giving an undertaking that, apart from unforeseen circumstances, they would keep within that limit.

The Supervisory Commission, in face of these figures, was unable to agree upon a unanimous report. Three members were in favour of adjourning the construction of the Assembly Hall and the Committee Rooms until the general financial situation of the world should improve, while two members felt that such a suspension would involve so much unavoidable waste as to make it a thoroughly uneconomic solution of the difficulty. The Council, called upon to decide between the majority and the minority view, itself decided by a majority vote against the interruption of the work.

Building operations have since been actively continued according to the revised estimates. It is hoped that the buildings will be ready for occupation in 1934.

#### REDUCTION OF ARMAMENTS.

##### ARMAMENTS TRUCE.

On January 24th, 1931, the Council decided to convene the General Conference for the Reduction and Limitation of Armaments to meet on February 2nd, 1932. In September 1931, the Assembly, desiring to contribute to the success of the Conference by creating the right atmosphere, adopted suggestions put forward by certain delegations to the effect that Governments should be urged to abstain, pending the outcome of the Conference, from any steps towards the increase of the level of their armaments. The President of the Assembly invited the States which had been asked to take part in the Conference, but which were not

members of the League, to be represented on the relevant Committee of the Assembly during the discussions of the proposal. The invitation of the President was accepted by Costa Rica, Egypt, Turkey, the United States of America and Brazil.

The Assembly, as a result of the discussions which took place in committee, invited the Governments convened to the Disarmament Conference to become parties to an armaments truce and requested the Council to ask the Governments to state before November 1st, 1931, whether they were prepared, for one year from that date, to accept the truce.

Fifty-five Governments responded to the appeal, and all declared their willingness to accept the truce, though some made their acceptance conditional upon reciprocity or attached to their adherence interpretations and observations. The President of the Council, noting that reciprocity had in fact been achieved and that the interpretations and observations which accompanied the acceptances of certain Governments appeared to be in keeping with the spirit and letter of the resolution of the Assembly, decided to assume that, unless Governments should intimate any objection, the Armaments Truce should be regarded as accepted by the States invited to the Disarmament Conference for one year as from November 1st, 1931.

#### POSITION OF ARMAMENTS IN THE VARIOUS COUNTRIES.

Of the sixty-three Governments invited to participate in the Disarmament Conference, twenty-five had by September 1931 communicated information on the position of their armaments. The Assembly requested the Council to invite the Governments which had not yet forwarded information to do so as soon as possible and in any case before November 1st, 1931. Fifty-four States have, up to the present, furnished the information required.

#### “ ARMAMENTS YEAR-BOOK. ”

The Secretariat published in 1932 a special edition of the *Armaments Year-book* for distribution to the delegations at the opening of the Conference for the Reduction and Limitation of Armaments. The edition contains monographs on sixty-two countries prepared on the basis of official publications and on information supplied by the Governments themselves

#### CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The Conference for the Reduction and Limitation of Armaments was opened at Geneva on February 2nd, 1932, by Mr. Arthur Henderson. Fifty-nine States, including eight States not members of the League, were represented by delegations and one State by an observer.

The Conference, after appointing its committees to report on the credentials of delegates and to draw up its Rules of Procedure, appointed a Committee for the Examination of Petitions. Rules for the hearing of petitions were drafted and, on February 6th, the Conference, at a public and plenary meeting, heard petitions presented by women's, students' and labour organisations, religious groups, and League of Nations Unions.

The Conference, on February 4th, adopted its Rules of Procedure and decided to set up a General Commission consisting of the heads of the delegations of all the States represented. The General Commission held its first meeting on February 9th to elect its officers. Meanwhile, the Conference went into plenary session from February 8th to February 24th.

There followed a period of general discussion during which the representatives of some fifty delegations submitted verbal or written proposals or made general declarations of policy with a view to providing the Conference with a definite and practical basis for its future work.

The Conference on February 24th entered upon a further stage of its proceedings by communicating to the General Commission the draft Disarmament Convention established by the Preparatory Disarmament Commission, together with the draft texts and proposals submitted by the various delegations. At the same time, it authorised the General Commission to set up such other commissions as it might consider desirable.

The General Commission thereupon constituted five special commissions : Political, Land, Naval, Air, and National Defence Expenditure. The Political Commission, set up on the proposal of the French delegation, was appointed to examine, in particular, various proposals which had been put forward during the general discussion dealing either with the organisation of peace or with the supervisory bodies to be created with a view to ensuring the application of the Disarmament Convention.

The General Commission resolved to carry on its discussions within the framework of the draft Convention for the Reduction and Limitation of Armaments on the understanding that full liberty was reserved to all delegations to develop their own proposals in subsequent debate and to move their amendments in the form of modifications, additions or omissions at the appropriate point. It was decided that, in giving effect to this resolution, the General Commission should itself deal with questions of principle, technical questions being referred,



if and when necessary, to the special Commissions, which should report to the General Commission. Questions not requiring any preliminary discussion from the point of view of principle were to be referred by the General Commission immediately to the special Commissions, while the special Commissions might at any time submit to the General Commission any question of principle on which they required a preliminary decision.

The five special Commissions held their first meetings on February 27th. They noted that very few technical questions could be studied until the General Commission had laid down certain guiding principles, and when, on March 16th, the General Commission suspended its work, in view of the Easter vacation and in order to enable the delegations to keep in touch with their Governments, the special Commissions also adjourned their proceedings.

The General Commission, on resuming its work on April 11th, discussed certain questions of principle, arising out of Article 1 of the draft Convention, affecting the substance of the problem of the reduction and limitation of armaments and, in the course of the following two weeks, adopted resolutions to the following effect :

1. That the reduction of armaments, as provided in Article 8 of the Covenant, should, after the Conference had taken the first decisive step of general reduction to the lowest possible level, be progressively achieved by means of successive revisions at appropriate intervals ;

2. That, in determining criteria for the limitation and reduction of armaments, the provisions of Article 8 of the Covenant should be applied, and that armaments should therefore be reduced to the lowest point consistent with national safety and the enforcement by common action of international obligations, account being taken of the geographical situation and special circumstances of each State ;

3. That the principle of qualitative disarmament should be accepted — namely, the selection of certain classes or descriptions of weapons, the possession or use of which should be absolutely prohibited to all States or internationalised by means of a general convention ;

4. That, with a view to applying the principle of qualitative disarmament, the range of land, sea and air armaments should be examined by the competent special commissions with a view to selecting those weapons whose character was the most specifically offensive or those most efficacious against national defence or most threatening to civilians.

The Land, Naval and Air Commissions resumed their work on April 26th, entering upon a detailed consideration of the armaments to which the principle of qualitative disarmament should apply in accordance with the terms of the resolution adopted by the General Commission, and the General Commission suspended any further study of the questions on its agenda pending their reports. The discussions in the special Commissions under the resolution adopted by the General Commission were concluded in the first week of June and their reports were duly forwarded to the General Commission.

Three other commissions have dealt with special questions : a Committee on Chemical and Bacteriological Weapons, a committee on Moral Disarmament and a Committee on Effectives.

#### ARBITRATION AND SECURITY : GENERAL CONVENTION TO IMPROVE THE MEANS OF PREVENTING WAR.

The Assembly, in 1931, approved the text of a General Convention to Improve the Means of Preventing War and decided to open it for signature by the Members of the League and by non-member States. Article 4 of the Convention provides that the Council shall, if it thinks fit, appoint commissioners to verify on the spot the execution of any conservatory measures of a military character which may be recommended by the Council and stipulates that the rules to be followed for the composition and working of commissions of inspection shall be embodied in executive regulations to be prepared by the competent organs of the League. The Assembly requested the Council to make the necessary arrangements, and the Council accordingly requested the Permanent Advisory Commission for Military, Naval and Air Questions to draw up the draft regulations in question.

The Permanent Advisory Commission, which met on April 20th and 22nd and May 3rd, 1932, framed a body of regulations dealing fully with the constitution and work of the commissions of inspection, the facilities to be accorded them by parties to a dispute and the conditions under which their Presidents would keep the Council informed of their activities. The regulations were adopted by the Council on May 18th, 1932.

On that date, the General Convention had been ratified by one Member of the League and signed by nineteen other Members.

## COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The Assembly, in September 1931, requested the Commission of Enquiry for European Union to continue its work in conformity with the principles laid down in 1930. It approved, in principle, the proposal of the Commission to set up special committees to study (1) a pact of economic non-aggression and (2) the extension of a preferential system to agricultural products other than cereals, recommending, however, that the findings of the second committee should be submitted for examination to the Economic Committee of the League before being sent to the Commission of Enquiry.

The Committee to Study the Extension of Preference to Agricultural Products other than Cereals met in October 1931 and considered proposals put forward with a view to extending preference or special facilities to tobacco, raisins, figs, oranges, livestock and derivative products, timber, mohair, cotton, grapes and plums. It came to the conclusion that the measures to be taken in each case would be best determined by bilateral negotiations. It considered, however, that the attention of Governments might usefully be drawn to the critical position of the European tobacco producers, and that the Economic Committee might be asked to consider any proposals submitted to it by the countries concerned with regard to the other products under review.

The Economic Committee, noting these recommendations in January 1932, declared that it had no special observations to make.

The Committee appointed to examine the draft Pact of Economic Non-Aggression, on which non-European States were represented, met in November 1931. It discussed a draft Protocol, submitted by the Government of the Union of Soviet Socialist Republics, whereby the contracting parties were invited solemnly to affirm the principle of the peaceful co-existence of countries irrespective of their social, political or economic systems and to undertake in their mutual relations to forgo any discrimination whatever.

The Committee endorsed the general idea underlying the draft Protocol, but noted that its terms were variously interpreted and that it would be difficult to define aggression or discrimination within its framework. It found that the draft under consideration was unlikely to secure unanimous acceptance, or even acceptance by a majority of its members. It therefore decided that a further consideration of the question would be necessary, account being taken of any amendments or observations which the Governments might submit.

## POLITICAL QUESTIONS.

### 1. APPEAL BY THE CHINESE GOVERNMENT.

The action taken by the League of Nations in dealing with the Sino-Japanese dispute, between the date of the first appeal of the Chinese Government under Article 11 of the Covenant on September 21st, 1931, and the date on which the Council referred the matter to the Assembly under Article 15, paragraph 9, of the Covenant, is described in the report submitted by the Secretary-General to the Extraordinary Session of the Assembly, which came together on March 3rd, 1932 (document A. Extr. 4.1932.VII).

The subsequent action taken by the Assembly and by the Council is described in the General Report for 1932 on the Work of the League since the last session of the Assembly (document A.6.1932).

### 2. MEMEL TERRITORY.

The German Government, on February 8th, 1932, drew attention to the situation which had arisen in the Territory of Memel. The President of the Directorate had been dismissed by the Lithuanian Governor and provisionally replaced. In the view of the German Government, these facts, aggravated by the arrest of the President, constituted a violation of the Memel Statute. It asked that the question should be placed urgently on the agenda of the Council under Article 17 of the Memel Convention of May 8th, 1924.

The Lithuanian Government, on February 9th, contended that its action was not contrary to the Memel Convention or the Memel Statute, representing that the Lithuanian Governor had the right to dismiss the President, who had engaged in negotiations with the German Government without the knowledge of the responsible central authorities. It added that the Governor had got into touch with the President of the Diet at Memel for the purpose of constituting a new Directorate.

The Council, on February 20th, noting an assurance of the Lithuanian Government that it intended to respect its international obligations and to establish a Directorate under the conditions laid down in the Memel Statute, observed, however, that it was important to deal with the abnormal situation which had arisen and which called for urgent steps to prevent its aggravation. It pointed out that, even though the Governor might possess the right which he had exercised, it would still be necessary to consider whether the circumstances were such as to warrant him in exercising it.

The representatives of France, the United Kingdom, Italy and Japan undertook to forward to their Governments for examination a request of the German representative that the matter

should be laid before the Permanent Court of International Justice with a view to obtaining a decision both regarding points of law and questions of fact and, on April 11th, 1932, the Registrar of the Permanent Court of International Justice informed the Secretariat that on that date France, the United Kingdom, Italy and Japan had filed an application introducing a plea against Lithuania with regard to certain disputes concerning the interpretation of the Memel Statute.

**3. CLAIM MADE BY THE FINNISH GOVERNMENT AGAINST THE GOVERNMENT OF THE UNITED KINGDOM WITH REGARD TO FINNISH SHIPS USED DURING THE WAR BY THE GOVERNMENT OF THE UNITED KINGDOM.**

The Permanent Finnish delegate accredited to the League of Nations, in a letter dated July 30th, 1931, requested that a dispute between the Finnish Government and the Government of the United Kingdom with regard to the use of certain Finnish merchant vessels during the war should, in virtue of the Covenant, be submitted to the Council for examination. The dispute relates to thirteen ships, registered at Finnish ports and belonging to Finnish nationals, which were used by His Britannic Majesty's Government in 1916 and 1917. The Finnish Government, on October 5th, 1920, requested the Government of the United Kingdom, on behalf of its nationals, for a settlement of the question. It subsequently asked that, should the Government of the United Kingdom not admit its liability, the question under dispute should be submitted to an international tribunal for arbitration. The Government of the United Kingdom refused to agree to arbitration and the Finnish Government thereupon referred the matter to the Council.

The owners of the ships in question, in August 1924, submitted claims to a special British tribunal known as the Admiralty Transport Arbitration Board, which dismissed the application. The Government of the United Kingdom, communicating its observations to the Council on August 28th, 1931, after dealing with various points of law and fact connected with its use of the vessels, finally pointed out that the shipowners, having submitted their claim to the Admiralty Transport Arbitration Board, had a right of appeal from that decision to the Court of Appeal and ultimately to the House of Lords. The shipowners had not availed themselves of that right and, the local remedies not having been exhausted, the Finnish Government had no title to make a diplomatic claim in the matter; still less could it claim as of right that the matter should be referred to arbitration.

The Finnish representative, at a meeting of the Council on September 14th, 1931, urged that the dispute was plainly of an international character and that the settlement of the claim came within the categories enumerated in Article 13 of the Covenant and Article 36, paragraph 2, of the Statute of the Permanent Court of International Justice. The British representative contested these declarations and insisted that the matter before the Council was a private question between the Government of the United Kingdom and foreign nationals.

The Council, on September 19th, 1931, appointed a Committee to consider whether it was desirable that it should deal with questions such as that submitted to it by the Finnish Government. The Committee, after considering various memoranda submitted by the parties and hearing their statements and explanations, reported to the Council in January 1932. It considered that the Council was competent to deal with the question under Article 11, paragraph 2, of the Covenant, but expressed the view that it would be expedient to examine first the two following questions:

(a) Have the Finnish shipowners or have they not exhausted the means of recourse placed at their disposal by British law?

(b) Would the fact that the shipowners had not exhausted the means of recourse in question constitute an obstacle such as to prevent the Finnish Government from claiming compensation from the Government of the United Kingdom?

The Committee suggested that the Council might, if necessary, ask for an advisory opinion from the Permanent Court of International Justice on any point relating to these two questions.

The representative of the United Kingdom undertook to communicate the report of the Committee of the Council to his Government for consideration, and the Council thereupon decided to postpone a further study of the question to a later session.

The two Governments concerned subsequently entered into direct negotiations upon the conclusions reached by the Committee of the Council, and the Council was duly informed that they had, by an exchange of notes, agreed on the method by which the first two questions arising out of the Finnish claim should be settled.

**4. THE STRAITS COMMISSION.**

The Secretary-General has received the seventh annual report of the Straits Commission forwarded to the League of Nations under Article 15 of the Straits Convention of July 24th, 1923. The report has been communicated to the States Members of the League, to the Powers that signed the Straits Convention and to the technical organisations of the League.

## ADMINISTRATIVE QUESTIONS.

### THE TERRITORY OF THE SAAR.

The Council, during its sessions held in September 1931 and January 1932, dealt with the question of the proposed loan to be issued by the Governing Commission of the Saar and the appointment of the Chairman and members of the Governing Commission.

The Governing Commission, in a proposal submitted to the Council in August 1931, suggested that it should be authorised to contract a loan of 150 million French francs with the object of enabling the Saar districts and communes to consolidate their short-term debts. The Financial Committee, requested by the Council to examine the proposal with the assistance of the Governing Commission, expressed the opinion that the financial situation of the Saar Territory was sound and that the service of the proposed loan should place no undue strain upon its finances. It felt, however, that the Council, in view of the uncertainty of the position after 1935, when the future situation of the Saar Territory would be determined by plebiscite, should make a declaration to the effect that, in determining the future status of the Saar, the necessary measures would be taken to protect the interests of the lenders. The Council has formally approved the recommendations of the Financial Committee.

The Council, on January 30th, 1932, appointed the five members and Chairman of the Governing Commission for a period of one year as from April 1st, 1932.

The Governing Commission, during the period covered by its reports to the Council in the period under review, gave special attention to measures taken to deal with unemployment, to regulate economic and exchange transactions with the German Reich and to effect economies in the administration.

### FREE CITY OF DANZIG.

The Council, during its sessions in September 1931, January 1932 and May 1932, dealt with questions relating to the amendment of the Constitution of the Free City, the general situation at Danzig, access to and anchorage in the Port of Danzig for Polish war vessels, use of the Port of Danzig by Poland, the treatment of Polish nationals and other persons of Polish origin or speech at Danzig, railway matters and a contention on the part of the Government of the Free City that the Polish Government, by issuing certain instructions to the Danzig Customs Administration, had proceeded to measures which constituted "direct action" on the part of Poland as against the Free City.

The Bill for the amendment of the Constitution of Danzig, approved by the Council of the League on September 19th, 1931, passed its second reading on October 2nd, 1931. It provides for a reduction in the salaries and pensions of officials and employees on the active list and retired officials and their surviving dependents.

The High Commissioner, in a report to the Council on August 15th, 1931, intimated that the Danzig Senate had issued a certain number of decrees designed to ensure the maintenance of public order in the Free City, which was still disturbed by party strife. The new measures placed considerable restrictions on citizens wearing uniform as compared with the rights enjoyed by other citizens. The High Commissioner also called attention to a dispute which had arisen between Poland and Danzig arising out of the sending of detachments ashore by Polish warships anchoring in the port of Danzig and to certain demonstrations organised in the territory of the Free City by parties of German and Danzig nationals in favour of the return of Danzig to the German Reich. Reference was also made to the economic and financial situation of the Free City and to the problem of unemployment and of Polish labour in Danzig.

In a supplementary report to the Council, dated August 20th, the High Commissioner called attention to the position which had arisen as between Danzig and Poland regarding access to and anchorage in the Port of Danzig for Polish war vessels. The provisional agreement of October 8th, 1921, had been denounced by the Free City and the time limit for the negotiation of a further agreement expired on August 15th, 1931. The Senate of the Free City had proposed to extend the time limit by one month and had intimated that, if the negotiations did not result in an agreement within that period, it would consider any use of the Port of Danzig by Polish war vessels which was not in strict conformity with the international regulations in force as constituting "direct action" on the part of Poland as against Danzig within the meaning of that term as defined by the Council in a resolution adopted on March 13th, 1925.

The Council, on September 19th, 1931, decided to ask the Permanent Court of International Justice for an advisory opinion and requested the High Commissioner, pending a final decision, to draw up provisional regulations which should in no wise prejudice a final solution of the question.

The Permanent Court of International Justice, on December 11th, 1931, gave an opinion, which was adopted by the Council in January 1932, to the effect that the relevant treaties and decisions did not confer upon Poland rights or attributions as regarded access to or anchorage in the Port and waterways of Danzig for Polish war vessels. The Danzig Government thereupon stated that it was willing to prolong, until April 1st, 1932, the validity of provisional

regulations issued by the High Commissioner in order to enable the Polish Government to state its wishes regarding the special facilities appropriate to local circumstances which the Danzig Government was willing to grant to Polish warships.

The High Commissioner, on October 26th, 1931, gave his decision on the question of the full use of the Port of Danzig by the Polish Government. The Government of the Free City and the Polish Government both appealed to the Council against the decision of the High Commissioner and the questions raised by these appeals were considered by a Committee of Jurists in April 1932. The Council, in May 1932, confirmed several points in the decision of the High Commissioner, but requested that further statements from the parties should be furnished to the High Commissioner with a view to a decision being taken on the question whether the Polish Government is in fact making full use of the Port of Danzig under the relevant decisions and agreements.

The Polish Government, in September 1931, asked that certain measures taken by the Danzig Customs authorities with a view to regulating the finishing trade at Danzig should be declared as constituting a breach of treaty provisions. The Polish Minister of Finance subsequently instructed the Danzig Customs Administration to put a stop to the trade within a specified time limit. The Danzig Customs Administration refused to comply with that request, whereupon the Polish Ministry of Finance took measures with a view to preventing goods subject to the finishing trade at Danzig from entering Poland. The Government of the Free City, on January 29th, asked the High Commissioner to declare that these measures constituted "direct action" on the part of Poland as against Danzig and to decide that the Polish Government must withdraw them.

The High Commissioner took a provisional decision to the effect that the action of the Polish Government did in fact constitute direct action. The Polish Government, on May 8th, 1932, lodged an appeal against the decision of the High Commissioner and the Council entered upon an examination of the question during its May session.

The Council, on May 19th, 1932, affirmed that a provisional decision of the High Commissioner regarding direct action should be immediately executed in letter and in spirit. The Polish Government withdrew its appeal and it was agreed that, pending a settlement by the High Commissioner of the concrete questions involved, the measures taken by the Polish Ministry of Finance would not be applied in such a way as to prejudice the final solution.

#### GRECO-BULGARIAN MIXED COMMISSION.

The Greco-Bulgarian Mixed Commission completed its work on January 31st, 1932, and a report on the results of its activities has been communicated to the Council and to the Members of the League of Nations. It appears from the report that some 100,000 Bulgarians from Macedonia and Thrace and some 50,000 Greeks from Bulgaria have benefited from the application under the direction of the Mixed Commission of the Emigration Convention of November 27th, 1919.

#### PROTECTION OF MINORITIES.

Since the last session of the Assembly, the Council has continued to deal with a number of questions previously submitted to it; in particular, the position of the German minority in the Voivodias of Silesia, Poznan and Pomorze (Poland); petitions from the Prince of Pless concerning the situation of his father's property in the Voivodie of Silesia; and petitions from descendants of the former Szekler (Hungarian) Frontier-Guard Regiment concerning measures taken by the Roumanian authorities in regard to their property. It has further been asked to deal with two new questions — namely, the position of the Ukrainian minority and the application of agrarian reform in Poland.

The customary procedure followed in dealing with minorities petitions has been regularly applied. Minorities Committees have met at frequent intervals and the members of the Council not represented on these Committees have been duly informed by letters addressed to the Secretary-General of the results of the examinations of the petitions considered. In a number of cases, the letters have been made public, with the consent of the Government concerned, in conformity with the Council resolution of June 13th, 1929 (paragraph 5). In one case, with the agreement of the Government concerned, a communication was issued to the Press by the Committee in the course of its examination. This procedure gave rise to reservations on the part of certain Governments which are parties to minority undertakings and, on their request, the relevant correspondence was communicated by the Secretary-General to all the Members of the Council.

The question, submitted to the Council in January 1931, of the position of the German minority in the Voivodias of Silesia, Poznan and Pomorze is now closed. The Council in its final conclusions observed that its task was to ensure normal relations in the future between the Polish authorities and the German minority in these districts and it was noted that the Polish representative had given assurances that his Government would make every effort to inspire in the minority the feeling of confidence without which it would be impossible to establish co-operation between the minority and the State. Allusion was made in this

connection to the appeal made by the President of the Council in January 1931 to the majority to realise that the suppression of the rights of the minority was not in accordance with its interests and to the minority to realise that it was in its true interest to co-operate loyally with the Government of the country in which it lived.

The position of the Ukrainian minority in Poland was brought to the notice of the Council by the members of a Minorities Committee in September 1931 and the Council considered the question in January 1932. The petitions in the case related chiefly to events which took place in the Voivodies of Lwow, Stanislawow and Tarnopol during the summer and autumn of 1930. It was alleged that the Ukrainian population had been treated by the Polish authorities in a manner contrary to the provisions of the Polish Minorities Treaty and that the Polish Government, in repressing certain disturbances in the Ukrainian villages, had instituted a system of violence and tyranny.

The detailed particulars communicated by the Polish Government seemed, in the opinion of the Rapporteur, "to dispose of the idea that it had any intention of pursuing a systematic policy of oppression and violence towards the Ukrainian minority", and the documents submitted to the Council appeared to indicate that a terrorist and revolutionary campaign had been started in the territory of Eastern Galicia, notably during the summer of 1930, by certain Ukrainian nationalist organisations. The Council felt bound to express its explicit and formal condemnation of any endeavour to ensure respect for the rights of a minority by such means and methods. It observed, however, that the situation which had arisen could not justify on the part of the authorities conduct such as that revealed in the information provided and noted that the Polish Government had itself duly taken disciplinary action to prevent the renewal of such events, though it had not, to the regret of the Council, felt able to grant compensation to the innocent victims. It expressed the hope that the Polish Government would maintain its line of conduct with the necessary tenacity and that its policy of conciliation would arouse among the population concerned the spirit of loyalty which was an essential condition for the success of that policy.

The German Government called the attention of the Council to the question of the application of agrarian reform in Poland in January 1932 and the Council in May 1932 gave its consideration to the matter. A Committee of the Council, composed of the Rapporteur on minorities questions, assisted by the English and Italian members of the Council, has been instructed to prepare and submit a report to the Council in September 1932.

The Polish representative observed that the German Government was appealing to the Council in regard to a matter which had previously been submitted to a Minorities Committee of the Council. He urged that the aim of the procedure before the Minorities Committee had been to eliminate as far as possible direct intervention by individual members of the Council and expressed the view that a parallel and simultaneous application of two procedures was at variance with the resolutions upon minority procedure adopted by the Council. The Polish representative further contended that the representative of Germany, by quoting before the Council a letter to the Secretary-General by which the members of a Minorities Committee had informed the other members of the Council of the conclusions at which it had arrived on a previous occasion concerning the application of the agrarian reform in Poland, had deliberately infringed the procedure in force, which required that the publication of such a letter should only take place with the consent of the Government concerned.

The German representative explained that the appeal of the German Government to the Council was due to a conviction that measures taken by the Polish authorities were not in harmony with the conclusions previously reached by the Minorities Committee and he hoped that the procedure now to be applied by the Council would put an end to any divergencies of opinion as to the practical effect of those conclusions. He protested against the contention that to quote before the Council a letter from a Minorities Committee was an infringement of the established procedure, such a letter being a necessary document in the case.

The Polish representative reserved the right of his Government to raise the question of procedure at a subsequent meeting and the French representative expressed the view that it might be necessary for the Council or some other body, for instance, the Sixth Committee of the Assembly, to deal with the question of procedure.

The Council, in September 1931, decided to defer its consideration of the petitions from the descendants of the former Szekler (Hungarian) Frontier-Guard Regiment in the hope that it would be settled by direct negotiations between the Roumanian Government and the petitioners. The petitioners represent that property belonging to the descendants of the Szekler (Hungarian) Frontier-Guard Regiment have been taken over by the Roumanian Government without compensation, whereas properties belonging to the descendants of two Roumanian Frontier-Guard Regiments have been maintained in their previous position under the agrarian legislation of the Roumanian Government or by arrangement. The Council was asked to decide whether the action of the Roumanian Government could be regarded as discriminatory treatment in violation of Article 9 of the Roumanian Minorities Treaty. The Roumanian Government contended that there was a fundamental difference between the position of the properties of the Hungarian Regiment and the two Roumanian Regiments. The Roumanian properties were held in full ownership, whereas the Hungarian property had belonged to the Hungarian Government, the members of the regiment enjoying only a usufruct. It further contended that

the question of the proprietary rights over the property fell within the sole jurisdiction of the Roumanian Courts and that the petitioners were bound to exhaust the ordinary legal remedies before applying to the League.

The Council, at its session in May 1932, having received a report presented by a Committee of Jurists, appointed in January to study this preliminary question, felt that it would be in the interests of all concerned if a practical solution of the problem could be found by negotiation and the Roumanian Government accepted a suggestion that its representative should for this purpose enter into negotiation with the Rapporteur, assisted by the representatives of Norway and the United Kingdom. It was pointed out that, in the event of a solution being found, it would not be necessary for the Council to express an opinion on the conclusions of the report of the jurists. The Roumanian Government agreed to afford the Rapporteur any facilities necessary for acquiring a thorough knowledge of the elements of the question and a report on the result of these negotiations will be submitted to the Council in September 1932.

The Council, during its sessions in January and in May 1932, examined in detail a petition from the Prince of Pless regarding the situation of his father's property in the Voivodie of Silesia. The Prince of Pless represented that pressure had been exercised by the Polish authorities with a view to the ultimate Polonisation of his father's undertakings in the Voivodie, alleging that discrimination had been exercised by the Polish authorities by curtailing the share of the Pless mines in the coal deliveries for the State railways and by certain fiscal measures taken against the Pless management. The Council came to the conclusion that the reduction of the coal quota of which the petitioner complained could not seriously affect the economic stability of his undertakings and noted that the coal orders of the Polish State had been reduced in April 1930 for all the Silesian firms. Moreover, the fiscal measures taken by the Finance Administration, of which complaint was made, had been completely and finally annulled by the Polish Government. The Council, therefore, concluded that the case might be regarded as having been satisfactorily settled.

A further petition from the Prince of Pless, however, on the same question, was communicated to the Council on March 29th, 1932. The Council was informed on May 18th, 1932, by the German representative, that his Government would submit the question to the Permanent Court of International Justice for a decision under the Geneva Convention of May 15th, 1922. The Council accordingly declared its consideration of the matter to be closed.

## MANDATES.

### GENERAL WORK OF THE MANDATES COMMISSION.

The Council, in September 1931, reviewed and approved the observations and recommendations of the Mandates Commission, adopted during its twentieth Session, regarding the administration during 1930 of the mandated territories of Iraq, Palestine, Syria and the Lebanon, South West Africa, New Guinea and Nauru.

The Mandates Commission, during its twenty-first session, held in Geneva from October 26th to November 13th, 1931, reviewed the administration for 1930 of the mandated territories of Tanganyika, the Cameroons and Togoland under French mandate, the Cameroons and Togoland under British mandate, Ruanda Urundi, Western Samoa and the Islands under Japanese mandate.

The Commission had frequent occasion to consider the situation which, as a consequence of the present economic crisis, had arisen in the mandated territories, where prosperity was largely dependent on the ruling prices of raw materials. The Commission asked that the mandatory Powers should supply it with adequate reports on the policy which they intended to follow in dealing with the resulting financial and economic problems and hoped that the necessary budget economies might not compromise the development of public services and native administration.

### TERMINATION OF THE MANDATE FOR IRAQ.

The Council, on September 4th, 1931, noted the conclusions reached by the Permanent Mandates Commission, during its twentieth session, regarding the general conditions to be fulfilled before a mandate could be brought to an end in respect of a mandated territory and decided that, whenever a proposal might be made to emancipate a mandated territory, its degree of maturity should be determined in the light of the principles laid down by the Commission after a searching investigation of the particular case. The British representative thereupon expressed the hope that the Mandates Commission would study without delay the special question whether the mandate for Iraq might be terminated, and the Council requested the Commission to submit its opinion on the proposal of the British Government for the emancipation of Iraq in the light of the general conditions previously stipulated.

The opinion of the Mandates Commission was submitted to the Council during its session held in January 1932. The Commission pointed out that, apart from petitions, its information had been derived solely from the annual reports of the mandatory Power, which must therefore

be held responsible for the view that the progress achieved by the country justified the step proposed. The accredited representative of the mandatory Power had, in fact, declared to the Mandates Commission that his Government fully recognised its responsibility in recommending that Iraq should be admitted to the League and that the moral responsibility must rest with H.M. Government if Iraq should prove herself unworthy. The Commission, but for that declaration, would have been unable to contemplate the termination of a system which had some years ago appeared to be necessary in the interests of all sections of the population. It agreed with the accredited representative that the attainment of an ideal standard of administrative efficiency and stability was not a necessary condition for the termination of the mandatory regime in Iraq, which could not justifiably be expected to challenge comparison with the most highly developed and civilised nations of the modern world.

Iraq, in the opinion of the Commission, possessed a settled government and an administration capable of maintaining the regular operation of essential government services; it was able to maintain public peace throughout the territory; it had at its disposal adequate financial resources to provide regularly for normal government requirements; it possessed laws and a judicial organisation likely to afford equal and regular justice to all. Though Iraq could not be regarded as able to maintain its territorial integrity and political independence against a foreign aggressor by means of its own national forces, she would, if admitted to the League, enjoy the guarantees of security afforded by the Covenant and, in case of attack, would also, under the Anglo-Iraqi Treaty of Alliance of 1930, be entitled to claim the immediate assistance of the United Kingdom. The Commission, examining the undertakings entered into by Iraq with the United Kingdom, expressed the view that the provisions of the Treaty of Alliance did not explicitly infringe the independence of the new State and were compatible with an independent status.

There remained the question of the guarantees to which Iraq should be asked to subscribe before being released from the mandatory system. First came the guarantees under which effective protection would be accorded to racial, linguistic and religious minorities. These guarantees might be secured by means of a declaration to be made by the Iraqi Government before the Council of the League of Nations and by the acceptance by Iraq of the procedure laid down by the Council for dealing with petitions concerning minorities.

Next came the guarantees required to safeguard the interests of foreigners in judicial matters. Should there be a return to the system of capitulations? Or should that system be replaced by an undertaking to be entered into by Iraq before the Council? Further guarantees would be required to ensure freedom of conscience and public worship, the free exercise of the religious, educational and medical activities of missions, respect for rights legally acquired under the mandatory system and the maintenance in force of international conventions. The Council must also be assured that the financial obligations assumed by the mandatory Power would be carried out and, finally, that the principle of economic equality would be safeguarded, all States Members of the League of Nations being, as a transitory measure, accorded most-favoured-nation treatment.

The Council, reviewing the recommendations of the Mandates Commission in January 1932, decided that the information available was sufficient to show that Iraq had satisfied the conditions which had been laid down as necessary to the emancipation of a mandated territory.

It declared itself prepared, in principle, to terminate the mandate as soon as Iraq had given the required undertakings. It requested a committee, consisting of such of its members as had been dealing particularly with minorities questions, questions of international law and mandates to prepare, in consultation with representatives of the Iraqi Government and, if necessary, with a representative of the Permanent Mandates Commission, a draft declaration covering the various guarantees recommended by the Commission. It was understood that a decision to terminate the mandate for Iraq, after examination of the undertakings to be given by the Iraqi Government, would become effective only as from the date on which Iraq was admitted to the League of Nations.

The Council examined the report of its Committee during its session in May 1932. The Committee, which had previously consulted the Prime Minister of Iraq, submitted a precise and comprehensive declaration which covered the protection of minorities, economic equality under the most-favoured-nation clause, judicial organisation, acquired rights and financial obligations, freedom of conscience and the right of appeal. The declaration was approved by the Council, together with the report and recommendations of the Committee.

The general minority provisions of the declaration are similar to those embodied in existing Minorities Treaties, but special clauses refer to the personal status and family law of the non-Moslem minorities, the use of the Kurdish language officially in Kurdish districts and the recruiting of officials. Iraq undertakes to grant most-favoured-nation treatment for a period of ten years to all Members of the League on condition of reciprocity. Provision is made for a uniform judicial system applicable to Iraqis and foreigners alike. Iraq agrees to consider herself bound by the international agreements and conventions to which she has become a party during the mandatory period. She undertakes to respect all rights of whatever nature acquired before the termination of the mandatory system by individuals, associations, or juridical persons, and to fulfil all financial obligations assumed on her behalf by the mandatory Power.



Any Member of the League of Nations may draw the attention of the Council to infringements of the conditions of the declaration, and any Member of the League represented on the Council may request that any difference of opinion thereon with Iraq shall be referred to the Permanent Court of International Justice.

The Council was requested to approve the action which the British Government would take, on the acceptance of the declaration by Iraq, with a view to obtaining the consent of Powers whose citizens enjoyed capitulatory rights in the former Ottoman Empire to renounce them in future, since the new statute contemplated for Iraq would render such jurisdictional privileges superfluous.

#### FRONTIER BETWEEN SYRIA AND IRAQ.

The Council, in December 1931, examined a joint request by the British and French Governments relating to the delimitation of the frontier between Iraq and Syria. Differences of opinion had arisen between the two Governments as to the determination of the frontier under the Convention of December 1920, and the parties were of opinion that it was not within the competence of a Delimitation Commission, appointed under that Convention, to modify the boundary to an extent sufficient to remove features which were regarded as being unsatisfactory.

The Council decided to set up a Commission to collect full information on the spot and to make such suggestions as might assist it in taking a final decision.

The Council, in January 1932, at the request of the British and French Governments, approved an agreement concluded between them on October 31st, 1931, concerning the Syrian-Jebel Druse-Transjordan frontier. In view of the importance of an immediate settlement of the question, the Council took the view that it was not essential previously to refer the matter to the Permanent Mandates Commission, whose opinion would in other circumstances have been requested.

#### ECONOMIC QUESTIONS.

##### ECONOMIC RELATIONS IN EUROPE.

The Economic Committee was instructed by the Assembly in 1931 to study, on the basis of the preparatory work done by the Secretariat and the observations submitted by Governments, the possibility of securing closer economic relations between the countries of Europe.

The Committee has not so far been able to do more than hold a preliminary discussion on the subject, as several Governments have not yet indicated their views. It has, for the moment, arrived at only one definite conclusion — namely, that the present situation is of such an exceptional character that it is perhaps premature to contemplate any plans for the future, pending a return of international trade to more normal conditions.

##### INFLUENCE OF THE ECONOMIC AND FINANCIAL DEPRESSION ON INTERNATIONAL TRADE.

The Economic Committee devoted a large part of its sessions in October 1931 and January 1932 to the disturbances caused by the world economic depression to international trade and, in a report to the Council in October 1931, it dealt, in particular, with the safeguarding and defensive measures adopted by States in order to meet the present difficulties.

The public authorities of certain countries have found it necessary to intervene in various spheres of commercial and financial activity of importance to their foreign relations. They restrict imports in an attempt to redress the balance of payments and make efforts to ensure a surplus of foreign currencies in order that their financial obligations towards foreign countries may be met. They bring under control the trade in foreign currencies, with a view to preserving them either for the support of their own currency or for the purchases which are considered to be most useful to the national economy. Countries the monetary situation of which has remained relatively strong also take restrictive measures on the ground that a general decrease in purchasing power and a depreciation of currency are restricting their markets, while, at home, sales at low prices, effected by countries in financial difficulties, swell their imports to an abnormal extent and threaten them with an extension of unemployment.

The general introduction of import prohibitions and restrictions and the establishment of monopolies or a control of dealings in foreign exchange tend to make commercial relations precarious and unstable and, if generally introduced, must ultimately paralyse international trade. Restrictions become increasingly more severe and, as between countries which apply them, tend to be mutually destructive. Such measures are admittedly regarded by the countries taking them as at the moment imperatively necessary and as being the only means of preventing a financial and economic collapse. If, however, they cannot be avoided, it is essential that they should be attended by precautions and guarantees calculated to limit their harmful effects as much as possible. A Government putting such measures into force to meet a critical

situation should, for example, previously consult the other Governments concerned, and the measures should be concerted with the States which are bound to feel their effects. Steps should be taken to prevent them from being diverted from their immediate purpose and constituting a form of indirect protectionism, and they should be regarded as essentially temporary.

The Economic Committee again emphasises the necessity of securing the utmost possible freedom of trade. It recognises, however, that it will only be practicable to secure greater freedom of circulation of goods, capital and services by restoring public confidence and urges that such a development is impossible until all uncertainty has been dispelled as to the solution of important international problems which are not all of an economic character.

The views expressed by the Economic Committee in October 1931 were repeated with greater emphasis in January 1932, when it definitely expressed the opinion that the general result of national measures to cope with the effects of the crisis was almost inevitably to prolong and seriously to aggravate it. The Committee pointed out that, in dealing with the complicated problems which had arisen between creditor and debtor countries, only two methods were available — action in the sphere of financial obligations towards foreign countries (debts) or measures designed to influence foreign trade (imports and exports). Though the economic crisis was largely due to the charges resulting from debts, particularly private debts, the countries affected were turning their attention almost exclusively to measures intended to influence foreign trade. The different States were still endeavouring, by regulating foreign exchanges, to protect their national currency and credit, and still making efforts to protect national production against the import of cheap goods. The debtor countries were bound to restrict their imports and to increase their exports. The creditor countries found that their credits and their exports were alike endangered by these proceedings and were driven to take counter restrictive measures. The resulting situation was a paradox: the creditor countries, soundest financially, should, on financial grounds, encourage exports from the debtor countries, since the debtor countries could only find the means necessary to meet their obligations by increasing their trade. Nevertheless, the creditor countries were setting up barriers against foreign imports and thus depriving their debtors of the capacity to pay.

The Economic Committee, in these circumstances, realising that the financial interests of the different countries are often utterly at variance with their economic interests, finds itself unable to put forward any useful suggestions for trade policy until there has been a settlement of international financial obligations. It points out that a continuation of the present conditions must inevitably place the creditor countries in a serious dilemma. Either they must lower barriers to imports from debtor countries or expect to see the prospects of recovering their debts correspondingly reduced.

#### ENQUIRY INTO THE INTERNATIONAL SITUATION OF CERTAIN BRANCHES OF PRODUCTION.

The Economic Committee, continuing its enquiry into the international situation of certain branches of production, has organised consultations of experts to consider the situation in respect of coal, timber and hops.

The coal experts, including representatives of Governments, employers, workers and the consuming countries, met in January and emphasised the urgent necessity for an international coal agreement.

The experts in timber, consulted in April 1932, expressed themselves in favour of some regulation of exports and, as a result of their meeting, representatives of the exporting countries in northern Europe opened negotiations on a commercial basis. It was hoped that an agreement between these countries would pave the way to a general agreement between all the exporting countries of northern and central Europe.

The experts on hops, who met in February 1932, were in favour of developing and regulating the cultivation of hops and were of opinion that the constitution of an International Hops Bureau would make it possible to strengthen relations between the producers in the various countries on a really international basis.

#### AGRICULTURE.

The Economic Committee, after consulting its agricultural experts, has decided that, in present circumstances, it would not be opportune to call together a conference of agriculturists with a general agenda and that, for the moment, studies of agricultural products should be confined to exploring the possibility of international agreement in respect of special commodities.

#### CUSTOMS NOMENCLATURE.

The Committee of Experts on the Unification of Customs Nomenclature has held four sessions since the Assembly in 1931, and the work entrusted to it by the Economic Committee in 1927 is now completed. The draft nomenclature, with explanatory notes, will be forwarded

to the Governments of all the States Members and non-members of the League for their consideration and comments. The experts, after reviewing the observations of the Governments, will give to the draft nomenclature a final form for immediate practical application.

#### INTERNATIONAL INDUSTRIAL AGREEMENT.

The Economic Committee has continued its study of the economic aspects of international industrial co-operation. A review of the economic aspects of several international industrial agreements, published by its experts in the autumn of 1930, was followed, in the autumn of 1931, by a general report on the subject. The experts analyse the various forms of industrial agreements which have been concluded and discuss their effects both on the industries which have formed a trust and on the consumers and workers. They also deal with the relations between such agreements and tariff policy and their relation to public authority.

#### PROCEDURE FOR THE FRIENDLY SETTLEMENT OF ECONOMIC DISPUTES BETWEEN STATES.

The Economic Committee was instructed by the Assembly in 1930 to submit definite suggestions with a view to the constitution of a permanent organ of conciliation and arbitration for the settlement of all disputes of an economic nature arising between States. The Committee in January 1932 submitted a report to the Council in which, after describing the present system of bilateral and international agreements for the pacific settlement of disputes, it declared itself nevertheless in favour of providing States with a possibility, if they so desired, of recourse to a procedure which, while it would not affect rights and obligations arising under existing agreements, would be elastic, rapid and simple to the desired degree.

The Committee suggested the appointment by the Council of a body of experts from whom the parties might at any time freely elect persons to whom they would entrust their economic disputes, either by arbitration or conciliation. The Council in January 1932 approved the scheme and decided to place at the disposal of the Members of the League a body of experts prepared to act on the request of any States which might wish to avail themselves of the procedure.

#### BRIBERY AND UNFAIR PRACTICES.

The Council in January 1932 considered a report of the Economic Committee embodying the results of its enquiries into the possibility of eliminating unfair commercial practices and resort to bribery as a means of competition. The Committee observed that many countries had already adopted legislation on the subject, but that, if the campaign against bribery was to become effective, it would be necessary to secure the co-operation of commercial and industrial circles and the education of public opinion.

The Council has communicated the report to the various Governments, in order to obtain further information on the subject and to ascertain their views on the possibility of framing an international Convention to secure protection from unfair forms of competition for the nationals of the contracting parties.

#### CONVENTION FOR THE REGULATION OF WHALING.

A draft Convention for the regulation of whaling, prepared by the Economic Committee, was examined by a special Committee of Experts during the twelfth session of the Assembly in 1931 in the light of the observations submitted by the Governments concerned. The final draft of the Convention was approved by the Assembly on September 24th, 1931, and opened for signature.

The object of the Convention is to prohibit the capture or killing of certain species of whales which have become extremely rare and to secure the fullest possible use of the whales whose capture continues to be authorised.

On March 31st, 1932, the date on which the period during the Convention remained open for signature expired, it had been signed on behalf of the following countries: Albania, Australia, Belgium, Canada, Colombia, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain and Northern Ireland, Greece, India, Italy, Mexico, The Netherlands, New Zealand, Norway, Poland, Roumania, the Union of South Africa, Spain, Switzerland, Turkey, the United States of America and Yugoslavia.

#### ECONOMIC INTELLIGENCE SERVICE.

The *Statistical Year-Book of the League of Nations* for 1931-32, published in June, contains for the first time indices of the world production of raw material of foodstuffs established by the League of Nations, a table on balances of payments of some thirty countries expressed in dollars and detailed statistics showing conditions of unemployment and employment by industries.

*The Review of World Trade, 1930*, published in December 1931, describes the main tendencies which have prevailed since the beginning of the economic depression in 1929.

*International Trade Statistics, 1930*, published in April 1932, covers the years 1928 to 1931 and contains the detailed trade statistics for sixty-four countries.

*Balances of Payments, 1930*, published in June 1932, includes an analysis of capital movements in 1931.

*The Review of World Production, 1931*, covers the period from 1925 to 1931, and the *Memorandum on Commercial Banks*, published in 1932, gives for the first time in a single volume a scientific analysis of the development of commercial banking in the world as a whole and of the position of the banks in each country.

The Economic Intelligence Service has under preparation a *World Economic Survey, 1931-32*, which will be published in August. It presents in a popular form a description and an analysis of world economic developments during the past ten years.

## ECONOMIC AND FINANCIAL CRISIS.

### RESOLUTION ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE ON APRIL 30TH, 1932.

The Director of the International Labour Office, on May 5th, 1932, forwarded to the Secretary-General the text of a resolution adopted by the International Labour Conference at its sixteenth session. The International Labour Conference desired that the attention of the Council of the League of Nations and of all the Members of the International Labour Organisation and of the League should be drawn to the following suggestions :

(1) That Government delegates authorised to that effect should be given instructions to draw up a list of big international public works for economic equipment and for national works on a large scale calculated to encourage the general economic development of the countries concerned, to make the financial arrangements necessary for that purpose and to arrange for the works to be undertaken without delay ;

(2) That the League of Nations and the International Labour Organisation should be invited to the Conference convened at Lausanne to settle the problem of reparations and other international political debts ;

(3) That States should take joint action to settle the general problems of currency and credit and to lay the foundations for a stable international monetary system ;

(4) That the problems of production and international trade should be examined by Governments in collaboration with delegates appointed by organisations of employers and workers in various countries for the purpose of concluding such international conventions as might ensure a resumption of economic activity.

The Council, on May 21st, 1932, noted the resolution adopted by the International Labour Conference and referred it to the Assembly. It requested the Committee of Enquiry on Public Works and National Technical Equipment<sup>1</sup> to accelerate its proceedings and declared that the various League organisations would be at the disposal of the Lausanne Conference, should it express a desire for their assistance.

The Council further decided to lay before the Assembly the question of the summoning of a world conference to consider problems of international production and trade with a view to the conclusion of international conventions, and instructed the Secretariat to make the necessary preliminary investigations.

## FINANCIAL QUESTIONS.

### *General Observations.*

The Financial Committee of the League has, since the last Assembly, been fully occupied with the constantly increasing difficulties created by the world depression for States which have in the past reorganised their finances with the aid of the League. The Committee has held four sessions since last September, extending altogether over a period of more than two months.

The Committee observed, in September 1931, that the causes and circumstances of the present crisis were radically different from those prevailing at the time when the League undertook its various schemes of reconstruction. Former difficulties had been due to local inflation and rising money prices. The existing difficulties, on the contrary, were due to a fall of money prices in all parts of the world, with a consequent increase in the real value of money wages and in the burden of money debts, aggravated by decreases in the profits of enterprise. The Committee emphasised that, though individual methods of restriction in particular countries were undoubtedly necessary, a successful solution of present difficulties must depend upon an early solution of the general world price problem, which was equally pressing in all the great primary producing countries.

The Committee, while devoting special attention to the problems of individual States, has since repeatedly reverted to the importance of dealing promptly with the general financial

<sup>1</sup> See under Public Works, page XXII.

problem, and the measures which it has recommended in particular cases have been put forward in the hope that the interested Powers would shortly be able to settle the major financial questions and, more particularly, the question of political debts.

In March 1932, of the four countries with which the League had been particularly concerned, Austria had already been compelled to arrange for a *Stillhalte* covering the principal of most of her banking debts, Hungary had declared a moratorium of transfer on the great bulk of her external obligations, both public and private, while Greece and Bulgaria had declared their inability to meet in full the service of their foreign debt in foreign currencies. The fundamental causes of these failures were not to be sought in defects of internal administration or policy, but were owing to a collapse in world prices which had, in respect of raw materials and foodstuffs, fallen since 1928 by approximately 40 per cent, while the burden of fixed charges on producers of such commodities had increased by some 70 per cent.

The Financial Committee urged that it was of paramount importance for creditor States to take prompt steps to remove the barriers established to the detriment of countries which had been forced to adopt temporary measures for the control of their currencies, and it recommended, as an immediate and specific measure, a system of secured loans to be placed at the disposal of certain Governments requiring financial assistance. The desirability of establishing closer economic relations in Central Europe at the earliest possible moment was emphasised. Finally, the Committee submitted to the Council considerations regarding the action which should be taken by a country which could not meet its foreign obligations, at the same time warning the debtor States against taking steps which might in the future do irreparable harm to their credit.

The Council, on May 21st, 1932, requested the Financial Committee to appoint a delegation to consider, with the assistance of Government experts, the financial problems raised in the general section of its report with a view to the submission of specific proposals at a later date.

#### *Austria.*

A request that the Council should examine the economic and financial difficulties of Austria was forwarded to the Secretary-General by the Austrian Government on August 7th, 1931, and the Financial Committee, in September 1931, examined the position with the assistance of the Federal Chancellor.

The Chancellor enumerated the measures which he intended to take to remedy the situation. They included an immediate reduction of expenditure with a view to substantially decreasing the deficit estimated for the current financial year, a substantial reduction of the budget expenditure for 1932, the constitution in 1932-33 of a margin of supplementary receipts for the redemption of the floating debt, the restoration of financial equilibrium of the railways and postal services, a reduction in the expenditure of local administration, a revision of banking legislation and continuous co-operation between the Austrian Government and a representative of the Financial Committee in Vienna.

The Financial Committee, in January and March 1932, noted that the Austrian Government had given effect to most of the items of its programme. In the absence of external assistance, however, the situation in regard to the supply of foreign exchange had grown steadily worse, and the Federal Government, in May 1932, was contemplating a suspension of the transfers for the service of its external debt. The Federal Chancellor called the attention of the Council and of the Financial Committee to the seriousness of the situation, and the Council, meeting on May 21st, 1932, decided to refer the communication of the Federal Chancellor to the meeting between Government representatives and the delegation of the Financial Committee to which allusion has already been made. It addressed an earnest appeal to the Austrian Government to do all that lay in its power to avoid a failure to meet its obligations.

#### *Hungary.*

The Hungarian Government applied to the Council in September 1931 requesting that the financial position of the country should be examined by experts, and the Financial Committee, deciding that enquiry on the spot was indispensable, sent a special delegation to Budapest in October 1931. The Financial Committee itself met in special session in Budapest from October 16th to October 22nd.

The Committee, in its report to the Council, deals with the budget, the national debt, the indebtedness of Hungary to foreign countries, the trade balance and the banking position.

The Hungarian Government undertook further to reduce its budget expenditure, so that the deficit for the current financial year might not be increased, and strictly to balance the budget for 1932-33. It asked that a representative of the Financial Committee should be appointed in Budapest to assist it in framing a detailed programme of budget economies and administrative reforms. It further undertook to exercise very strict control over foreign, public and private loans.

The service of the foreign indebtedness of Hungary amounts to some 300 million pengö annually. The trade balance, on the other hand, has been seriously affected by the general fall in the price of wheat and other Hungarian exports. Hungary has increasing difficulties

in obtaining fresh credit and credits previously obtained have been partially withdrawn. The reserves of the National Bank have therefore steadily decreased.

Towards the end of the year, the Hungarian Bank was obliged to issue a decree providing for the partial suspension for twelve months of transfers in foreign exchange for debt service. The Financial Committee recognised that, in the circumstances, it was difficult for Hungary to find any alternative to this very serious measure. Negotiations, moreover, are in progress with foreign creditors for the conclusion of *Stillhalte* agreements. The Committee, recognising that such steps can only be regarded as provisional, has, with the approval of the Council, intimated its readiness to facilitate a final settlement of the long-term debts of which the transfer has now been suspended by appointing one or more persons of international experience to work with the Hungarian Government with a view to bringing about an agreement between all the parties concerned.

#### *Bulgaria.*

The Bulgarian Government, in January 1932, asked the Financial Committee to send one of its members to Sofia. The Council authorised the Committee to accept the invitation and the results of the enquiries conducted at Sofia were communicated to the Financial Committee in March 1932. The Committee examined, in particular, the transfer and budget problems.

The reserve of the National Bank fell in 1931 from 2,248 million leva on January 1st to 1,768 million leva on December 31st. Bulgaria, having no invisible exports, has to rely almost entirely on her commercial exports for procuring foreign exchange. Her principal markets in Central Europe are, however, gradually being closed. Meanwhile, the service of the Bulgarian public debt during 1931 has involved an average monthly transfer of 91 million leva.

The Committee, faced with this situation, decided that the Bulgarian Government would be justified in reducing by 50 per cent, during the six months April to September 1932, all transfers in respect of its external public debt, the portion not transferred being paid to the National Bank in leva to a blocked account. The Committee was also of opinion that restrictive action was necessary with regard to private debts.

The Council, on April 15th, 1932, indicated that it was for the Bulgarian Government to come to an agreement with the bondholders, who were alone competent to consent to any waiving of their rights. The Bulgarian Government immediately suspended the transfer of half the service of all its foreign debt, and the trustees for the loans issued under the auspices of the League in 1926 and 1928, and the establishments which had issued the loans, protested to the Bulgarian Government and to the Council. The Council, on May 21st, 1932, referred the question back to the Financial Committee.

The enquiries at Sofia included a study of the budget position, and the Financial Committee came to the conclusion that a complete plan of reform was necessary. The probable deficit for 1932-33 was estimated at about 1,300 million leva, to be reduced by steps under consideration by the Government to some 300 million leva. The Committee was of opinion that the budget should be balanced at all costs, and recommended the strict application of a system of monthly budgets.

The Committee, in January, noted that the work done for the settlement of refugees in Bulgaria was practically terminated. A total of 31,057 refugee families had been settled on a total area of 107,788 hectares; 10,203 houses had been constructed, the majority including a complete set of farm buildings. Moreover, 6,947 families had been settled in the houses left vacant by Greek emigrants.

#### *Greece.*

The Greek Government and the Bank of Greece invited the Financial Committee to send one of its members to Athens in January 1932, and the Council authorised that arrangement on January 29th, 1932.

The enquiry at Athens revealed that there was a large prospective budget deficit for the year 1932-33, and that there was a steady and increasing fall in the foreign exchange resources of the Bank of Greece. The most urgent and difficult problem appeared to be that of transfer, and the Committee was of opinion that it was not possible in present circumstances for the Greek Government to continue to transfer the whole of the funds necessary for the service of its external debt. It accordingly supported a proposal of the Greek Government for the suspension of the transfer of the amortisation payments in respect of the external Greek loans, recommending that the drachmæ amounts on account of amortisation should continue to be paid into an account opened with the Bank of Greece.

The Council, meeting on April 15th, heard a statement from the Greek Prime Minister to the effect that the Greek Government was obliged temporarily to suspend, not only the amortisation of its external debts, but also the transfer of the sums necessary to meet the interest. The amount in drachmæ needed for this service would be temporarily paid into a blocked account with the Bank of Greece and would bear interest for the benefit of the holders.

The Greek Government has since that date, without communicating with the bondholders, suspended the transfer of all sums required for its foreign loans. The representative of the United Kingdom, supported by the French representative, submitted a protest to the Council on May 21st, and the Council urged upon the Greek Government the necessity of making every effort to comply with its obligations.

## TRANSIT QUESTIONS.

### THE FOURTH GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT.

The fourth general Conference on Communications and Transit met at Geneva from October 12th to 24th, 1931. Forty-three States were represented and numerous international organisations also took part in the work.

The Conference, approving the work done by the Advisory and Technical Committee for Communications and Transit since 1927, adopted two resolutions requesting the Committee to continue its enquiry into the possibility of introducing a negotiable transport document for the international transport of certain goods by rail over certain routes and to study, in collaboration with the interested Governments, any measures calculated to remove such barriers to maritime navigation as had been, or might in the future be, brought to its notice.

The Conference further renewed the membership of the Committee by the appointment of the following States: the Argentine Republic, Belgium, China, Cuba, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain and Northern Ireland, Hungary, Italy, Japan, Poland, Portugal, Spain, Switzerland and Uruguay.

The Conference adopted a recommendation concerning measures to be taken in the event of a serious interruption of transit routes. It urged that States with means of transport which might be of help in establishing traffic temporarily in place of interrupted traffic should co-operate, each within its own territory, for that purpose.

Finally, the Conference dealt with the question of calendar reform. It examined the expediency from the economic and social point of view of fixing moveable feasts and simplifying the Gregorian calendar. The question had been studied in advance by a preparatory committee and by a large number of national committees in the different countries. The Conference adopted an Act embodying a declaration that the signatories were of opinion that the common good called for the stabilisation of moveable feasts. The majority of the Governments at the Conference pronounced in favour of fixing Easter for the Sunday following the second Saturday in April. The Council was requested to bring this recommendation to the notice of the religious authorities and to notify the Governments before April 30th, 1932, of any views expressed by them and any action which they might propose to take.

The majority of the delegations to the Conference were of opinion that the present was not a favourable time to proceed with the simplification of the Gregorian calendar. It asked the Advisory and Technical Committee to continue its efforts with a view to enlightening the public as to the advantages or disadvantages of calendar reform.

### WORK OF THE ADVISORY AND TECHNICAL COMMITTEE.

The Advisory and Technical Committee for Communications and Transit has taken steps to carry into effect the resolutions and recommendations adopted in November and December 1930 by the Conference for the Reform of River Law and, in March 1931, by the European Conference on Road Traffic. The subjects now under examination by the competent bodies include commercial road transport, light signalling for road traffic, signals to be made by officials directing traffic and by drivers of vehicles, proposals for a convention relating to attachment in river law and for a convention on assistance and salvage in river navigation.

### PUBLIC WORKS.

The Advisory and Technical Committee for Communications and Transit, in June 1931, set up a Committee of Enquiry on questions relating to Public Works and National Technical Equipment, and the Council, in September 1931, entrusted to that Committee the study of the question of large-scale public works for the reduction of unemployment and the mitigation of the economic crisis.

The Committee, which met for the first time in Geneva in October 1931, prepared a report on programmes for large-scale public works, and invited Governments to send to the Secretary-General such schemes as they might be contemplating. Experts were subsequently appointed by the Committee to make a preliminary examination of the schemes received from the Governments, and the Committee, at a second session, held in March and April 1932, discussed the criteria to be applied in passing judgment on the schemes submitted. It decided that the three main points to be kept in view were the value of the schemes as a relief for unemployment, the productivity of the public works suggested, and their international interest.

The Committee, in a report to the Council in May 1932, declared its approval of certain schemes and expressed its desire to examine other proposals. The Council requested the Committee to continue its work.

#### ASSISTANCE AFFORDED BY THE TRANSIT ORGANISATION TO THE CHINESE GOVERNMENT.

The Advisory and Technical Committee authorised its Chairman, in 1931, to appoint experts to advise the Chinese Government on a proposal to regularise the Hwai River, on problems under consideration by the North China River Commission and on the technical aspect of the proposal for a Greater Shanghai Port development scheme. The experts in question have made a study of these proposals on the spot and are now back in Europe preparing a detailed report on their mission. The Chairman of the Advisory Committee has further appointed two engineers to assist the Chinese National Government in connection with the construction of roads and the formation of a national service of public works engineers.

#### LEAGUE WIRELESS STATION.

The construction of the building for the League Wireless Station was completed on September 1st, 1931, and the station began to be operated upon the opening of the Disarmament Conference in February 1932.

#### HEALTH QUESTIONS.

##### ECONOMIES EFFECTED BY THE HEALTH ORGANISATION.

The Assembly, in 1931, decided that the budget of the Health Organisation for 1932, as compared with that of the previous financial year, should be reduced by 24 per cent. The Health Committee accordingly found it necessary this year to cancel its spring session. The Committee noted that the reduction in its budget was due to exceptional circumstances and expressed the hope that the credits allotted in future would be sufficient to enable it to carry out the work entrusted to it by the Council and by the Assembly.

##### APPEAL BY THE LEAGUE ON BEHALF OF THE VICTIMS OF FLOODS IN CHINA.

The Assembly, in 1931, issued an appeal on behalf of the victims of the floods in China, and the Council subsequently invited the Health Organisation to co-ordinate the international campaign against epidemics which had been rendered necessary.

The Health Section of the League, acting upon this invitation, addressed a letter to the Directors of National Health Administrations indicating the character of the contributions needed for a successful prosecution of the campaign. The Governments or certain State institutions of Belgium, Denmark, Egypt, Indo-China, the Netherlands, the Netherlands East Indies, Poland and Spain responded to the appeal and despatched sera, pharmaceutical products, field laboratories and medical staff to China. The Governments of Canada, Norway, Spain, Sweden, and Yugoslavia offered anti-typhoid and other vaccines, which were not, however, required. Liberal contributions in material, staff and transport facilities were made by the Japanese Government, but, in September 1931, the Chinese Government declined any further offers from that source. The Health Organisation has helped in organising refugee camps and in combating epidemics in China, and from the middle of September to the end of December 1931 the Medical Director acted as technical adviser to the National Flood Relief Commission. An appeal has been made for further supplies of sera, chemical and pharmaceutical products and field bacteriological laboratories, and steps have been taken by the Health Organisation to meet this request.

##### CO-OPERATION WITH THE GOVERNMENTS OF VARIOUS COUNTRIES IN PUBLIC HEALTH MATTERS.

The Chinese National Government is proceeding with the scheme of public health reorganisation submitted to the Council in May 1930. The national quarantine service, established last year at Shanghai and Amoy, is now working in the ports of Hankow, Nankin, Swatow, Newchang and Antung. It will shortly be extended to the ports of Tientsin, Tsintao and Chingwangtao. Several sections of the Central Field Health Station, inaugurated in May 1931, have begun work, including the sections dealing with school health and physical education, maternity and child welfare, parasitology and malariology, sanitary engineering and propaganda. The campaign against cholera and smallpox in the Shanghai area is being actively pursued.

The Health centre at Athens, established by the Greek Government on a plan drawn up in concert with the Health Organisation, is now in full working order. In particular, the School of Hygiene, which forms one of the divisions of the centre, has been working since March 1931 and has successfully prepared candidates for the public health diploma, who now occupy posts in the Greek health administration. The divisions dealing with malariology and sanitary engineering are also actively at work.



The Council has invited the Health Committee and the Economic Committee to consider a request, received in March 1932, from the Government of Chile, for the co-operation of the technical organisations of the League in a study of the problem of popular nutrition in that country. The Council has requested the Government of Chile to forward to the Health Committee and the Economic Committee such information as may be necessary for a preliminary examination of the question.

#### RURAL HYGIENE.

The European Conference on Rural Hygiene, held in July 1931, established a programme of international studies dealing with the training of health visitors and sanitary engineers, the cost of medical and health services in rural districts, the milk supply in country districts, the anti-fly campaign, the epidemiology of typhoid fever and methods of analysing drinking water and waste water. The Health Organisation, entrusted with the study of the first item on the programme, is also co-ordinating the enquiries into the other subjects, which have been entrusted to various institutes and schools of hygiene in Europe. It is hoped that these enquiries will be sufficiently advanced to justify a meeting this year of the staffs of the institutes concerned, with a view to preparing general reports and conclusions.

#### WORK OF THE REPORTING COMMITTEES AND TECHNICAL COMMISSIONS.

The Health Committee has appointed committees to report on the present state of practice and knowledge in certain branches of public health and social medicine. A reporting committee on maternal welfare and hygiene of infants and children of pre-school age submitted its conclusions to the Health Committee in October 1931, and, during 1932, committees which have been asked to report on the welfare of children of school age and the campaign against tuberculosis and venereal diseases will also complete their work.

The Commission for the Study of Treatment of Syphilis will complete in 1932 an enquiry which has involved the sifting of 25,000 individual case records.

The Malaria Commission has continued its investigation of malaria in deltas and carried out an enquiry into the geographical distribution of malaria and the world requirements of quinine. Seventy States, colonies, protectorates and mandated territories have furnished information in regard to their quinine requirements, and it is hoped that ultimately a Government conference may be convened to deal with the various aspects of the problem. International courses in malariology, held this year at Paris and Rome, will be followed by courses of field work in Spain, Italy and Yugoslavia.

The Opium Commission published, in October 1931, a recapitulatory list of all preparations which do not come under the International Convention of 1925, and the list has been communicated to all States.

The Permanent Commission on Biological Standardisation is at present devoting its attention to the choice of a diphtheria prophylactic to serve as an international standard, the standardisation of diphtheria toxins used for the Schick test and the adoption of an international standard for oestrine.

The Commission on the Fumigation of Vessels completed its work by the adoption in April of a report analysing the various methods of clearing a vessel of rats by fumigation.

#### EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

The *Monthly Epidemiological Report* is now, for reasons of economy, issued as a periodical published every two months.

The annual meeting of the Advisory Council of the Eastern Bureau at Singapore, which should have been held in the spring of 1932, has been adjourned until 1933, and contact between public health administrations and the Eastern Bureau is, for the moment, secured by the Director of the Bureau, who keeps in personal touch with the heads of the administrations. The Director of the Bureau has, during the present year, visited China, Siam and the Netherlands East Indies.

#### QUARTERLY BULLETIN OF THE HEALTH ORGANISATION.

The material which had formerly to be consulted in the records of international conferences, minutes of committees and reports by experts will henceforth be published in a quarterly bulletin, where it will be more accessible and more widely distributed. The first number of the *Quarterly Bulletin* appeared in March 1932. It includes the resolutions adopted by the Conference of Experts on Immunisation against Diphtheria, a report on medical education in England, and on the milk supply in North American cities, a survey of tropical pneumonia, an analysis of the annual statistics relating to anti rabies treatment in Pasteur institutes, and a report on the campaign against epidemics in China.

#### INTERNATIONAL LEPROSY CENTRE AT RIO.

The Brazilian Government, in April 1931, offered to set up at Rio de Janeiro an international leprosy centre to be placed under the auspices of the League. The offer was accepted by the Council last September, and it is hoped that the centre will be able to start work early in 1933.

#### INTERNATIONAL SCHOOL OF ADVANCED HEALTH STUDIES.

In October 1930, the French Government offered to establish in Paris an international school of advanced health studies to be placed under the auspices of the League. The offer was accepted by the Council, and the Chamber of Deputies, on March 30th, 1932, passed a Bill providing for the establishment of the school. The Committee of organisation, set up at the request of the French Government, will make the necessary preparations to enable the school to begin work before the end of the year.

#### CO-OPERATION OF WOMEN IN THE ORGANISATION OF PEACE.

The Spanish delegation, on September 11th, 1931, submitted to the Assembly the following resolution on the co-operation of women in the organisation of peace :

“ The Assembly,

“ Convinced of the great value of the contribution of women to the work of peace and to good understanding between the nations, which is the principal aim of the League of Nations :

“ Requests the Council to examine the possibility of women co-operating more fully in the work of the League.”

The Council, on September 29th, 1931, decided as a first step to consult the women's organisations in order to ascertain their views upon the means of giving effect to the resolution. The Secretary-General was instructed, in giving effect to this decision, to ask the advice of the women's organisations regarding ways in which women might co-operate both at the Disarmament Conference and also in the general work of the League. The results of the first part of the enquiry have been submitted to the Bureau of the Disarmament Conference and the result of the second part will be submitted to the Assembly.

#### CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE.

The Assembly, in 1931, asked the Council to consider the possibility of studying, with the help of the Press, the problems arising from the spread of inaccurate information threatening to peace or to good understanding between nations. The Council, on October 2nd, 1931, suggested that a report should be submitted to the Assembly in 1932 dealing with the results of a conference to be summoned at Copenhagen by the Danish Government and with material assembled as the result of a consultation of the Press associations.

The Conference of Government Press Bureaux and Press Representatives met at Copenhagen from January 11th to January 14th, 1932. Thirty-four Governments, eleven Press agencies and three international journalists' organisations were represented. On the question of false information, three committees of the Conference, consisting respectively of the directors of Government Press bureaux, the representatives of Press associations and the international journalists' associations, arrived at separate conclusions. The Council, during its session in January 1932, noted that there was nevertheless a certain community of ideas between the directors of Government Press bureaux and the representatives of the Press.

The consultation of Press associations has been carried out in sixty-five countries Members or non-members of the League, and the Information Section of the Secretariat of the League has approached eighty-nine associations in Europe. Overseas the consultation has been arranged, as far as possible, through the official Press bureaux or other qualified bodies, which have been asked to communicate with the Press associations in their several countries. It is not yet possible to submit a complete survey of the results of the consultation.

#### THE LEAGUE OF NATIONS AND CHINA.

The National Economic Council, set up by the Chinese Government “ to accelerate economic reconstruction, improve the means of livelihood of the people and to regulate national finances ”, met for the first time at Nankin on November 15th, 1931. It appointed sub-committees on industry, agriculture, banking, communications, education and health and set up a permanent technical secretariat to supplement the normal machinery of the individual ministries. A programme known as the three-year plan was established. Attention is to be concentrated on urgent work practicable during the next few years. The plan covers land reform and agriculture,

the organisation of a technical civil engineering station in Nankin for the training of civil engineers, a scheme of harbour development in the area of Greater Shanghai, road-making, land reclamation schemes, the reform of education, industrial development, financial policy and problems of public health and medicine.

Reference is made elsewhere<sup>1</sup> to the special assistance rendered by the several technical organisations of the League in carrying the plan into effect. Co-operation with the National Economic Council is maintained by the constant presence in China of a Director of one of the technical sections of the Secretariat. The Director of the Health Section was relieved in December 1931 by the Director of the Transit and Communications Section.

#### REQUEST OF THE LIBERIAN GOVERNMENT FOR ASSISTANCE.

The Council, in January 1931, appointed a committee to enquire in what practical manner it would be possible to assist the Liberian Government to give effect to the recommendations and suggestions of the International Commission of Enquiry set up, in the autumn of 1929, by the Government of Liberia, to examine whether forced labour and slavery existed in that country.

The Committee of the Council decided to send to Liberia three experts with general competence in matters of general administration, finance and public health. The experts reported to the Council in September 1931, recommending certain reforms and proposing that the Liberian Government should obtain the services of qualified foreign specialists to be chosen by the League and to be given executive power by Liberia. They stated, however, that the present financial resources of Liberia were inadequate to cover the cost of a programme of assistance and suggested that the necessary funds should be obtained by negotiations with two American groups with important interests in Liberia.

The Committee of the Council, reviewing the report of the experts in May 1932, recommended that the Government of Liberia should engage foreign specialists for administration and for the public health services. It should retain the financial adviser appointed under the loan contract into which it had entered with one of the American groups, to which reference has already been made, and a Chief Adviser appointed by the League of Nations should be attached to the Central Government, appeal lying to the Council of the League should any difficulties arise in the application of the plan of assistance.

The Committee of the Council proposed that an agreement should be sought with the American groups concerned on the basis of these recommendations.

The Committee was informed during its session of hostilities which had taken place in the Kroo region between the tribes and the frontier force, resulting in loss of life. It unanimously recommended the Council to send to the Kroo region a representative to secure the pacification of the Kroo tribes, and the Council, in agreement with the Liberian Government, adopted that recommendation on May 21st, 1932.

#### PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

##### TRAFFIC IN WOMEN AND CHILDREN.

The Committee on Traffic in Women and Children held its eleventh session from April 4th to April 9th, 1932. The principal efforts of the Committee during the past year have been directed to securing new accessions to the Convention of 1921 on the traffic in women and children and studying possible amendments to the Conventions of 1910 and 1921 with a view to strengthening their provisions.

The Committee has for several years studied the question of eliminating the age-limit prescribed in the two Conventions of 1910 and 1921, which provide for the punishment of anyone who, in order to gratify the passions of another person, has procured, enticed or led away, with or without her consent, a person under the age of twenty-one years for immoral purposes; the Conventions also aim at suppressing the traffic in women over age, whenever the trafficker has used fraud, violence, threats or any other method of compulsion, or has committed an abuse of authority. It is now proposed that the traffic in women be a punishable offence, even if the women are over age and freely consent to their exploitation. The Committee has asked the Council to approach Governments with a view to obtaining the introduction of the necessary modifications in their national legislations and in the two Conventions.

The draft Protocol of the Convention of 1921 providing for the punishment of souteneurs, drawn up by the Committee on the Traffic in Women and Children in 1931, was thereafter submitted to the Members of the League and parties to the Convention for their observations.

The Committee examined, during its session in April, the possibility of establishing closer contact between the Secretariat and the central authorities established by the various Governments under the Agreement of 1904 on the traffic in women and children, and of organising an international central information bureau for such questions at the seat of the League. It also recommended that the organisation of the central authorities and the possible extension of their powers of action should be examined by the Governments concerned.

<sup>1</sup> See Pages XXIII and XXX.

The Committee observed that a large number of States did not yet send annual reports regularly to the Secretariat. A revised questionnaire has been sent to Governments, in the hope that fuller and more accurate information may henceforth be obtained.

The Committee of Enquiry into the Traffic in Women and Children in the East has completed its task. The travelling commission has returned to Geneva and is preparing its report which, under the decision of the Council on May 14th, 1930, will be examined by a Committee of Government delegates before being submitted to the Council or to the Assembly.

#### CHILD WELFARE.

The Child Welfare Committee held its eighth session at Geneva from April 9th to April 15th, 1932, and submitted its report to the Council on May 18th, 1932.

The Committee considered various means of improving the position of illegitimate children and, among other methods, studied the question of social insurance and official guardianship. It continued its study of the question of special jurisdiction for minors, and, in particular, the organisation and working of children's courts. It further drew up a questionnaire which will be used for collecting material relating to institutions for erring or delinquent minors. It renewed its declaration of the previous year to the effect that all confinement in prisons should be absolutely excluded in the case of delinquent children.

The Child Welfare Committee, in 1931, asked the Council to set up a special committee consisting of experts nominated by Governments with instructions to examine the question of assistance to destitute foreigners and the execution in foreign countries of maintenance orders. The Council has invited the following countries to appoint experts: the Argentine, the United Kingdom, Canada, Denmark, France, Germany, Hungary, Italy, Japan, the Netherlands, Poland and Switzerland. The date on which the Committee will meet has not yet been decided.

#### CONSTITUTION AND METHODS OF WORK OF THE ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

The Advisory Commission, on the invitation of the Council, examined, in April 1932, certain questions concerning its own statute and composition. It was unanimously agreed that the time had come to reconsider the constitution and methods of work of the Commission, and a special committee was appointed to undertake a preliminary study of the matter. It was agreed that the Commission needed for its work Government delegates familiar with the views of the various administrations concerned, representatives of public opinion through the intermediary of international voluntary organisations, and experts in the questions under consideration.

#### PENAL AND PRISON QUESTIONS.

Standard Minimum Rules for the Treatment of Prisoners, drafted by the International Prison Commission, were referred by the Assembly, in 1930, to the Governments of States Members and non-members of the League for consideration, and the Assembly, in 1931, instructed the Secretary-General to forward to the International Penal and Prison Commission the replies and observations received from the Governments with a view to a revision of the original text. The International Penal and Prison Commission has not yet submitted its views.

The Assembly further instructed the Secretary-General to ask certain international organisations "in what manner the assistance of the League of Nations might be of value with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime". The representatives of the organisations consulted met at Geneva from May 8th to May 10th, 1932, with a view to reaching common conclusions. They unanimously adopted a resolution declaring that the League of Nations might afford very valuable assistance in the progressive unification of criminal law and indicating the questions of criminal law which might be the subject of unification, as well as the methods whereby the League might assist in efforts for the prevention and repression of crime.

It was urged that the activity of the League of Nations in this field did not call for the creation of any new bodies, since the League might co-operate with specially qualified institutions such as the International Bureau for the Unification of Penal Law, the International Penal and Prison Commission, the International Criminal Police Commission and the Howard League for Penal Reform.

The International Labour Office, invited by the Assembly to continue its studies upon work done in prisons, has published the memorandum on this question which it submitted last year to the Assembly.

## TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

### THE CONFERENCE ON THE SUPPRESSION OF OPIUM-SMOKING.

The Conference on the Suppression of Opium-smoking, which was convened in order to review the position in regard to the application of Chapter II of the Hague International Opium Convention of 1912 and of the Geneva Agreement of 1925, met, by invitation of the Siamese Government, at Bangkok from November 9th to November 27th, 1931. The following States were represented : the United Kingdom, France, India, Japan, the Netherlands, Portugal and Siam. The Government of the United States of America sent an observer. The Conference concluded an Agreement and a Final Act, which were signed at Bangkok on November 27th, 1931.

The Bangkok Agreement is supplementary to the Geneva Agreement of 1925. It provides that the retail sale and distribution of opium shall, in principle, take place only from Government shops. It prohibits persons under twenty-one years of age from smoking opium and from entering any smoking establishment. The High Contracting Parties agree to give a legal basis to the practice of selling prepared opium for cash only. The purpose of the Agreement is, in brief, to regularise the production, sale, distribution and smoking of opium in territories where the practice is temporarily authorised.

The Conference adopted a series of recommendations addressed to the Governments concerned and to the Council of the League. It suggested, among other things, that all possible steps should be taken to bring about an agreement for the effective limitation of the production of opium ; that the Governments of territories in which opium-smoking is temporarily authorised should examine the possibility of applying a system of licensing and rationing ; that all Governments should adopt some form of registration of opium-smokers ; that the Governments concerned should include in their policy a programme of development of medical and health services ; that special revenue and expenditure opium accounts should be forwarded annually to the League of Nations ; that the Governments should enforce the penalty of imprisonment against persons who are proved to be involved in the illicit traffic ; that the exchange of information and views between Governments regarding the illicit traffic should be extended to cover all matters of common interest in connection with the suppression of the practice of opium-smoking, conferences being held from time to time between the representatives of the services concerned ; that all Governments should make adequate provision for the treatment of addicts desiring to be cured ; and that arrangements should be made for enquiries into the physiological and psychological effects of opium-smoking on the individual.

The Conference felt it necessary, in a special declaration, to call attention to the difficulties which the illicit traffic in opium from China and Persia was causing to the Governments of Far Eastern territories in the discharge of their international obligations in regard to the use of prepared opium.

The results of the Conference at Bangkok were reviewed at length by the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs during its session from April 15th to May 4th, 1932. Several members of the Committee expressed their regret that the Conference had not led to more conspicuous results in the direction of the suppression of opium for smoking and urged that the Governments concerned should adopt a policy which aimed at making them independent of the sources of revenue which they derived from opium. The Chinese delegate and the United States observer stated that, in the opinion of their Governments, the only effective method of completely suppressing the use of opium-smoking was prohibition by law. The representatives of the countries parties to the Bangkok Agreement, on the other hand, emphasised that their Governments had performed their contractual obligations and were doing all in their power under existing conditions to suppress opium-smoking in their territories, pointing out that the Conference, after examining all the information at its disposal, had come to the conclusion that, as long as the production and export of raw opium was not subject to effective control and as long as opium was smuggled in large quantities into the territories in question, any further large-scale restriction of opium-smoking would merely have the effect of promoting the illicit traffic and illicit consumption.

### WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

The Advisory Committee held its fifteenth session from April 15th to May 4th, 1932. Its examination of the annual reports and statistics supplied by the Governments showed that there had been a remarkable reduction in the manufacture of drugs during the period 1928 to 1930 in the principal manufacturing countries, and that there had also been a considerable decrease in the export of drugs from France and Germany.

Under the Decree of March 20th, 1930, which came into force in France in September of that year, all industrial and commercial transactions in connection with narcotics are subject to an authorisation given by ministerial decree and subject to the report of a Commission

appointed for the purpose. The French Government is now contemplating the establishment of an office in Paris which will be responsible for centralising all information concerning the campaign against narcotics. The new regulations have already revealed several weaknesses in the previous system, and there is a case at present under investigation from which it appears that 2,374 kilogrammes of morphine and 2,210 kilogrammes of diacetylmorphine recently escaped into the illicit traffic.

The Advisory Committee noted with satisfaction that the control over the trade in narcotics has also been rendered more effective in Switzerland under a decree of January 17th, 1930, and that a new law on narcotic drugs came into force in Yugoslavia on January 1st, 1932.

The illicit traffic in manufactured drugs is now carried on mainly with North America, the Far East and Egypt. Several important States still do not give all the assistance desirable in tracing these transactions. The French Government has withdrawn licences from three factories and some dozen firms engaged in the drug trade, and licences have also been withdrawn by the authorities in Germany, Switzerland and Japan. The Advisory Committee again urges the closest possible co-operation between Governments in the investigation of illicit transactions and the movements of persons engaged in the traffic.

There has been a notable decline in the number of addicts in Egypt, and heroin is no longer imported into that country in bulk. There has also been a striking improvement in the situation in India regarding illicit imports of cocaine, and the Japanese Government is prepared actively to co-operate with the Indian Government with a view to achieving yet more satisfactory results. The delegate of India expressed some doubt as to whether there is yet in Japan an effective system of continuous control over the distribution of drugs from the factory to the consumer by way of the dealer. The Japanese delegate observed that the effect of the new regulations in Japan had not yet been felt to their full extent and that his Government will certainly amend them if it should prove necessary to do so.

The Turkish Government has decided to adhere to the Hague Convention of 1912, the Additional Protocol of 1914 and the Geneva Convention of 1925. The Advisory Committee expressed its satisfaction at this event. The adherence of Turkey to these instruments should ensure an effective control over the production, distribution and export of raw opium, which will in turn facilitate control over the manufacture of drugs.

The export of raw opium from Persia is now in the hands of a single person who holds an exclusive concession and is bound under his agreement with the Persian Government to obtain import licences from the country of destination for all quantities exported. In 1931, 1,700 chests, each containing 72.5 kilogrammes of raw opium, were nevertheless despatched to Vladivostok. The Persian delegate undertook to obtain details regarding the import certificates under which these consignments had been forwarded. The Advisory Committee noted that the Persian Government had decided to ratify the Convention of 1931 and hoped that this important step would be followed by the accession of Persia to the Conventions of 1912 and 1925.

The Advisory Committee, under decisions taken by the Council and the Assembly in 1931, was invited to consider the preparation of a Conference to investigate the possibility of the limitation and control of poppy-growing and of the cultivation and harvesting of the coca leaf. It decided to draw up two questionnaires, one for the opium poppy and another for the coca leaf, to be addressed to the Governments Members of the League of Nations, with a view to the collection of material which might serve as a basis for the work of the proposed Conference. The Council, in May 1932, requested the Advisory Committee to do everything in its power to hasten as much as possible the collection of the necessary information.

#### WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

The Permanent Central Opium Board submitted to the Council, in September 1931, its annual report embodying the conclusions it had drawn from its examination of the statistics communicated to it for 1930.

The situation in Turkey had caused anxiety to the Board during the greater part of 1930, and the position was considered in all its aspects by the Board at its sessions in January and April 1931, and again in August 1931 in the presence of a Turkish representative. The Board had no doubt that Turkey had, in 1930 and at the beginning of 1931, been a centre of the illicit traffic. The Turkish Government, however, had issued a decree in February 1931 for the control of narcotic drugs; one of the three drug factories at Istanbul was closed and the other two placed under strict supervision. The legal export of manufactured narcotic drugs from Turkey thereupon practically ceased, and the Board was informed that a draft law for the establishment of a monopoly in narcotics had been presented to the Turkish National Assembly.

The general statistics received for 1930 were very satisfactory in comparison with those of the previous year. They showed that there had been a considerable reduction in the total manufacture of morphine, in the conversion of substances not coming under the Convention and in the quantity of morphine available as such, while the total manufacture of cocaine had declined. The manufacture of diacetylmorphine had, however, increased, and the Board felt bound to draw attention to the fact that their statistics did not include any figures for Turkey, which was manufacturing drugs on a large scale, or from the Union of Soviet Socialist

Republics, which was known to be manufacturing cocaine from imported crude cocaine. The Board found that during 1930 some 4½ tons of morphine and heroin had escaped into the illicit traffic from France alone, while 1,300 kilogrammes of morphine and 4,200 kilogrammes of heroin had been exported from Turkey to countries which had declared that no import of drugs had been effected from Turkey during that period. Thus from France and Turkey alone at least 3,675 kilogrammes of morphine and 6,474 kilogrammes of heroin had passed into the illicit traffic.

The Board, during its session in January 1932, examined the Convention for the Limitation of the Manufacture of Narcotic Drugs, with reference to the duties which it was asked to undertake under that instrument. It noted that, since the quantity of narcotic drugs to be manufactured in future was to be limited to the requirements of each country for medical and scientific purposes, an examination of the statistics of consumption became of considerable importance and that, in comparing the consumption in the various countries, it was essential that a common basis should be found. It felt that to establish such a basis was beyond its competence and suggested that the question should be referred to the Health Committee.

## REFUGEES.

The Assembly, in 1931, adopted resolutions relating to the future work of the Nansen International Office for Refugees. The most important questions covered by these resolutions were the transfer of Armenian refugees to the Republic of Erivan, the evacuation of Russian refugees in China and the preparation of a convention for the protection of refugees after the winding up of the International Office.

The Governing Body of the Office held its fourth and fifth sessions in October 1931 and April 1932.

Some 4,750 refugees have been transferred from Greece to the Republic of Erivan; the refugees were well received, provided with temporary assistance and found employment in the various industrial and agricultural enterprises of the country. The Office is now considering the transfer from Bulgaria of 1,000 unemployed refugees who have received permission to enter Armenia.

The Mennonite organisations have been entrusted with the duty of evacuating about 800 refugees from Harbin.

Enquiries are being made with a view to the collection of such information as may be necessary to the Office for the preparation of a convention for the protection of refugees following its liquidation.

Some 15,750 refugees have been successfully established in agricultural colonies or urban quarters in Syria with the financial assistance of the French Government and various philanthropic organisations.

The accounts for the year 1931 show that, during the first nine months of its existence, the Office has spent for the benefit of refugees a total of 1,700,000 francs.

## INTELLECTUAL CO-OPERATION.

### CONSTITUTION AND PROGRAMME OF WORK OF THE ORGANISATION FOR INTELLECTUAL CO-OPERATION.

The Assembly, in September 1931, recognised the existence of the Intellectual Co-operation Organisation as comprising the International Committee on Intellectual Co-operation acting as an advisory body of the League; the Commission and Committees dependent upon it; the international Institute of Intellectual Co-operation as its executive organ; the Educational Cinematographic Institute; and the National Committees on Intellectual Co-operation.

The Council of the League, in January 1932, felt it necessary to consider whether some adjustment of the work of the Organisation was not necessary in view of the present economic and financial crisis. It adopted a resolution requesting the Committee on Intellectual Co-operation to consider, at its next session, what arrangements might be made for safeguarding the work of the Organisation during the period of financial restriction and decided to postpone until September 1932 any decision relating to the composition or renewal of the Committee.

The Committee on Intellectual Co-operation will meet in July 1932 and will frame proposals regarding its work for submission to the Council.

The work of the Permanent Committee on Arts and Letters and of the various Committees of Experts of the Organisation for Intellectual Co-operation will be reviewed by the plenary Committee in July.

### CO-OPERATION WITH THE CHINESE GOVERNMENT.

The Assembly and the Council, in September 1931, approved proposals submitted by the Committee on Intellectual Co-operation with a view to assisting the Chinese National Government in the reform of public education in China. A mission of educational experts

visited China from September 1931 to January 1932. The mission reached unanimous conclusions, and the statements of its members were co-ordinated at a meeting held in Paris in April 1932. The report of the meeting will be communicated to the Chinese Government, to the Committee on Intellectual Co-operation and to the Council of the League. Three European professors have been appointed to the University of Nankin.

**MORAL DISARMAMENT : ASSISTANCE RENDERED BY THE INTELLECTUAL CO-OPERATION ORGANISATION TO THE DISARMAMENT CONFERENCE.**

On September 17th, 1931, the Polish Government communicated to the Secretary-General a memorandum containing proposals for moral disarmament with a view to their discussion by the Disarmament Conference. Some of these proposals came within the scope of the work at present being undertaken by the Intellectual Co-operation Organisation and, in November 1931, the Executive Committee of the Organisation decided to place at the disposal of the Conference a full statement of its activities in the field of moral disarmament. Preliminary draft proposals for a convention on moral disarmament were prepared and submitted to the special Committee of the Disarmament Conference which had been appointed to deal with the matter. The proposals are at present under discussion by the Disarmament Conference. They include provisions dealing with the education of the younger generation, the co-operation of intellectual workers and the use of broadcasting and the cinema in the spread of information.

Work undertaken by the Intellectual Co-operation Organisation which may be described as coming within the field of moral disarmament includes : a special enquiry into the instruction of youth in the aims of the League of Nations, conducted by a Sub-Committee of Experts of the plenary Committee ; an enquiry into instruction in international relations as given in training colleges for teachers ; an enquiry addressed to institutes for the scientific study of international relations ; the possibility of producing and circulating educational films dealing with the work of the League ; and the revision of school textbooks.

**WORK OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.**

The work of the International Institute of Intellectual Co-operation, as the executive organ of the International Committee, will be reviewed by the International Committee in July. Among its activities during the current year may be included its work in connection with moral disarmament, the scientific study of international relations and higher education ; its organisation of meetings between international students' organisations ; and its enquiries into the following subjects : the promotion of contact between University Institutes devoted to the history of art and archæology, the revision of school textbooks, exchanges between the Universities, the creation of educational information centres in the various countries, the use of wireless for educational purposes, the co-ordination of scientific terminologies and of scientific bibliographies, the teaching of poetry and broadcasting of music, the publication of an international list of existing resources in recorded music and the creation of gramophone-record libraries in every country, the use of popular art in connection with the employment by workers of their spare time and the international protection of intellectual rights.

**INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.**

The Council, in January 1932, considered the report of the Governing Body of the International Educational Cinematographic Institute on the work of the Institute from October 1930 to October 1931.

The International Educational Cinematographic Institute has further developed its co-operation with other League bodies and bodies interested in the problem of educational films. It has continued its work with a view to preparing an international convention for the abolition of Customs duties on educational films.

The Institute is taking special interest in experiments in the use of the cinema either for general educational purposes or in connection with social education in the field of public health, agriculture or accident prevention. It has made a comparative study of laws relating to the cinema in various countries, particularly as regards the censorship of films and health regulations for cinema theatres.

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1.

LEGAL QUESTIONS.

I. AMENDMENT OF THE COVENANT OF THE LEAGUE OF NATIONS IN ORDER TO BRING IT INTO HARMONY WITH THE PACT OF PARIS.

At the Assembly's session of 1931 this question formed the object of a report by a Sub-Committee, which was approved by the First Committee and presented to the Assembly. The Assembly decided to create a Committee composed of representatives of all the Members of the League, which should meet for the purpose of seeking unanimous agreement on the bases indicated in the report and of drawing up a final text for submission to the Assembly in 1932 (resolution of September 25th, 1931).

It was contemplated that the Committee should be convened by the Council and might meet during the Disarmament Conference, if this should be found desirable. At its session of January last, the Council authorised the Secretary-General to convene the Committee for a date to be fixed in agreement with the President of the Disarmament Conference, the President of the Council and the Rapporteur.

The Assembly's resolution and the report of the Sub-Committee of the First Committee have been transmitted to the Governments of the Members of the League, in order that, if they consider it necessary, they may state their views as to the lines on which they think agreement could be attained. The observations received from the Governments will be placed before the Committee of representatives of Members of the League.

II. SPECIAL COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTIONS TO THE COUNCIL.

The Special Committee to study the existing system of elections to the Council provided for by the Assembly's resolution of September 25th, 1931, was established by the Council at its session of last January and will consist of members appointed by the Governments of the Argentine, Belgium, United Kingdom, Bulgaria, Canada, Colombia, Czechoslovakia, France, Germany, Italy, Japan, Poland, Portugal, Spain and Sweden.

The Assembly did not fix the date by which the Committee's report should be presented to it. It will depend on the progress of the work of the Committee whether this report will be made in time for consideration by the Assembly in the present year.

III. NATIONALITY OF WOMEN.

This question was submitted to the Assembly last year, in execution of the Council's resolution of January 24th, 1931, by a report of the Secretary-General to which was annexed a report and proposals drawn up by a Committee of representatives of the following women's international organisations: The International Council of Women, The International Alliance of Women for Suffrage and Equal Citizenship, The Women's International League for Peace and Freedom, The Inter-American Commission of Women, The Equal Rights International, The World Union of Women for International Concord, The All-Asian Conference of Women, The International Federation of University Women.

The Assembly, by a resolution of September 26th, 1931, noted the desire of the Committee that steps should be taken to bring about the reconsideration of the Hague Nationality Convention of 1930, bearing in mind the principle of equality between men and women. It decided to consider the matter further in the present year. The Governments have been requested to submit their observations on the subject (including their views regarding the Hague Nationality Convention) and the Committee of representatives of women's international organisations has been invited to continue its work with a view to formulating such further observations as it may desire to make, for consideration by the Assembly.

IV. WORK OF THE INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW, ROME. <sup>1</sup>

1. ORGANISATION.

As regards internal organisation, the work was chiefly connected with the Library. There are now about 8,000 volumes and 170 periodicals which have been methodically grouped.

<sup>1</sup> The following information is taken from the report of the Institute for 1931.

## 2. STUDIES.

### A. Sale of Goods.

The Committee of Experts, appointed by the Governing Body to study the problems connected with the unification of the sale of goods, continued its work at a series of meetings held at Berlin (February 17th to 21st, 1931), Rome (March 30th and 31st, 1931), Stockholm (September 14th to 19th, 1931) and London (December 17th to 19th, 1931).

At the first three meetings, the Committee examined a whole series of fundamental questions. It adopted a number of provisional conclusions relating chiefly to the making and the form of contracts, the problem of the transfer of risks, the obligations of vendors and purchasers, the vendor's guarantee in connection with defects in the thing sold, the transfer of ownership, letters of trust and documentary credit. On several points, regarding which the position was uncertain and obscure, it was possible to arrive at soundly established results which give ground for hope as to the subsequent progress of the work.

The object of the last meeting, held in London (December 17th to 19th, 1931), was to discuss various questions which were still pending, in particular the problem of the guarantee in connection with defects in the thing sold and the problem of the vendor's obligations. Further consideration was also given to the more general question of the definition of an international sale, in order to determine whether a sale executed in a given country at an international fixed price could be so regarded. The Committee decided to resume discussion of this point at a subsequent meeting.

### B. Arbitration in Private Matters.

In the course of the past year, the Institute has continued its preparatory work with regard to the unification of the law in the matter of arbitration agreements. The business world, in particular the International Chamber of Commerce, gave evidence of its interest in the work which has been undertaken.

In accordance with the instructions of the Governing Body, M. David continued the preparation of his report, which is designed to make known the present state of the law in the different countries with regard to arbitration and any new tendencies of commercial practice.

The final report is near completion. Part of it has already been printed and the rest will be printed at an early date. It is now for the Governing Body to decide what further action should be taken in connection with the work of the Institute.

### C. Intellectual Rights.

The Secretariat has preferred for the moment to leave on one side the more general problem of the unification of the Berne and Havana Conventions for two main reasons: the first is that the replies to the questionnaire, drawn up by the Institute and communicated to the National Committees on Intellectual Co-operation by the Institute of Intellectual Co-operation have not yet been received; the second is that there are various special problems connected with the question of intellectual rights which require to be investigated and solved with a view to the revision of the Berne Convention, which will take place in 1935.

The Secretariat has therefore devoted its attention to the following questions:

I. *Publication Contracts*. — The report presented to the Governing Body by the Secretariat, which was in the main approved, has been completed and rearranged in the form of a second report. It was thought desirable, after examining the various problems and the solutions adopted in the different countries, to lay down certain general rules which might be submitted to the associations of authors and publishers and which, if they were accepted, could form the basis either of a specimen contract or of a uniform legislative enactment.

II. "*Droit de suite*". — By the term *droit de suite* is meant the right of the artist to claim part of the value of his work notwithstanding any changes of ownership that it may have undergone. The recognition of this right, which is admitted — with variations — under the laws of certain countries, is chiefly demanded by artists. The Secretariat felt it desirable to draw up a preliminary report describing the present state of the law and enumerating various questions (the theoretical justification of the *droit de suite*, the problem of the originality of the work, the problems of the limitation of the *droit de suite* to public sales, of the measure of participation, etc.) as to which it is necessary to arrive at very definite conclusions before contemplating legislative reforms.

III. In connection with this same question of intellectual rights, the Institute has begun enquiries into the following points:

- (a) The right of executants in the case of public execution by mechanical means;
- (b) The interpretation of Article 13 of the Berne Convention (the adaptation of musical works for mechanical instruments) and authors' rights;
- (c) The interpretation of Article 14 of the Berne Convention.

In all these matters, the Institute does not propose to initiate work, but merely to contribute to the efforts of the Institute of Intellectual Co-operation and of the International Labour Office; this attitude has already been discussed and approved by the Governing Body.

#### D. *The Stock Exchange, Brokers' Contracts, Stockbrokers, etc.*

The Governing Body at its meeting on April 7th, 1931, decided, while leaving on one side for the moment the idea of uniform regulations, to begin an investigation into the Italian Stock Exchanges, the results of which could be used for the purposes of studies in comparative law in conjunction with those — already well advanced — now proceeding in France and Germany. The Secretariat was anxious to begin by a systematic review of the jurisprudence for the period 1928 to 1930. In doing this account has of course been taken both of the legislative movement and of the scientific movement. These investigations were entrusted to M. Mario Angiolini, who put together a volume of valuable documentary material which has now been published by the *Rivista italiana per le Scienze giuridiche*. M. Angiolini is at present engaged on the period 1914 to 1927.

#### E. *Insurance.*

With a view to a general investigation of the insurance problem, the Secretariat got into touch with the Association internationale juridique pour le droit des assurances. The Institute undertook to collect the texts of laws on insurance of a group of States (Belgium, Bulgaria, Denmark, Estonia, Finland, Hungary, Italy, Latvia, Lithuania, The Netherlands, Norway, Poland, Portugal, Spain, Turkey and Yugoslavia) concerning which the Association has not yet been able to obtain exact information.

The Secretariat hopes that it will soon have collected reliable data with regard to the laws relating to insurance in those countries.

#### F. *Agricultural Credit.*

The Secretariat has drawn up a general statement of the problem of international agricultural credit, examined both from the point of view of the organisation of this form of credit in the various countries, and from the point of view — the most interesting from a legal standpoint — of guarantees. It was not the intention of the Institute to suggest solutions for the organisation of international agricultural credit; it merely desired, by a careful statement of the questions, to facilitate the work of the International Agricultural Co-ordination Commission.

### 3. CONSULTATIONS.

During the year 1931, the Institute was requested by other institutions to give its opinion on certain legal questions — *e.g.*, questions put by the International Seed-Testing Association as to the possibility of its freeing itself from all responsibility towards the purchasers or vendors of seeds if the results obtained from the seeds which had been sold were not in accordance with the indications contained in the analysis; by the International Institute of Agriculture as to the international character of the International Wine Office; and by the Royal Italian Academy as to the problem of international diplomas.

### 4. CONFERENCES.

The Institute took part in various conferences, in particular a conference for the Unification of the Law relating to Cheques, which was held at Geneva from February 23rd to March 19th, 1931.

### 5. CONCLUSION.

The Institute's methods of work have been perfected and its activities have developed in scope. It would seem that although the unification of private law may still be far off, the idea of its eventually being possible is becoming more firmly established and more widely recognised.

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## 2.

### FINANCES OF THE LEAGUE.

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#### I. GENERAL FINANCIAL POSITION.

During the year 1931, 85.62 per cent of the amount of the contributions due for that year was received from the States Members as against 86.62 per cent in 1930.

The total amount received on account of arrears during 1931 was 1,565,521.80 gold francs, as compared with 1,038,218.21 gold francs during 1930.

The cash position of the three autonomous organisations of the League on December 31st, 1931, was as follows :

	Surplus	Deficit
	Gold francs	
Secretariat . . . . .	82,033.89	—
International Labour Organisation . . . . .	—	545,318.45
Permanent Court of International Justice . . . . .	31,108.39	—
	113,142.28	545,318.45

A general view of the questions relating to League finances dealt with since the last session of the Assembly will be obtained by referring to the reports of the Supervisory Commission, which, apart from the extraordinary sessions devoted to the question of the new building, met on two occasions since September 1931.

## II. ACCOUNTS FOR 1931.

After examining the auditor's report, the Supervisory Commission recommended the Assembly to approve the accounts for 1931 in the form in which they are shown in the document forwarded to the Members of the League (document A.3.1932.X).

The Supervisory Commission felt some misgivings as to the payment of contributions in arrears. At its January and April sessions, 1932, it was informed by the Secretary-General of the steps he had taken in conformity with the resolution of the last Assembly, and it requested him diligently to continue the negotiations now in course until the next meeting of the Assembly.

## III. BUDGET FOR 1933.

The principal characteristics of the 1933 budget are as follows :

1. The budget of the Secretariat shows a reduction of 2,506,339 francs as compared with the budget for 1932, which included a considerable appropriation for the Disarmament Conference, and of 90,008 francs as compared with the 1931 budget, although since that year provision has been made for fresh expenditure amounting to more than 1,000,000 francs. Thus, in the meantime, statutory annual increments have amounted to 425,000 francs, and there was no appropriation in the 1931 budget for the taking over of the building constructed for the Disarmament Conference, for the unforeseen expenditure due to urgent work of a financial character and for liaison with China, for which items a total sum of 987,500 francs is provided in the 1933 budget.

2. The contribution of Brazil to the budget of the International Labour Organisation has not so far been deducted from the total of that budget. If account is taken of this contribution — which will probably be paid before September 1932 — the budget of the International Labour Organisation, as well as that of the Permanent Court of International Justice and the contribution to the International Nansen Office for Refugees, amounts to figures approximately equal to those of 1932.

3. On the proposal of the Supervisory Commission, the credits shown in Part V, " Buildings in Geneva ", were appreciably increased.

The terminable annuity payable on account of the building operations of the League was increased from 1,375,000 francs to 1,600,000 francs, in order to make up the difference which can be expected in 1935 between the assets of the Building Fund and the actual cost of the building operations. The Commission also recommended to the Assembly to suspend next year the reimbursement of 700,000 francs made during the last years to the States which had advanced the capital for the Building Fund; if this recommendation is adopted, this sum of 700,000 francs will be definitely added to the Building Fund.

The credit for the construction of the wireless station was increased to 434,659 francs ; this sum corresponds to the withdrawals hitherto made for this purpose from the Working Capital Fund.

4. The appropriation for the Staff Provident Fund in the budgets of the three principal organisations has been almost completely eliminated and replaced by a higher provision under part VI, " Pensions ". The considerable increase for pensions is therefore more apparent than real.

5. In accordance with the Financial Regulations, a new credit of 432,177 francs is shown under part VII, " Working Capital Fund ", to reimburse to the Fund the net deficit of 1931. The surplus in respect of the Secretariat and the Permanent Court of International Justice for 1931 was, in fact, not sufficient to compensate, as during the last years, the deficit of the International Labour Organisation.

#### IV. CONSTRUCTION OF THE NEW BUILDINGS.

At its meeting on September 29th, 1931, the Assembly adopted a resolution by which it instructed the Supervisory Commission to examine the financial situation with regard to the new buildings, and to submit to the Council for approval, as soon as possible, a programme which would comply under the best possible conditions with the decision of the Assembly to keep, in principle, within the limits of the estimate adopted by the Assembly in 1930.

The circumstances which led to this resolution were laid before the Assembly in the report of the Fourth Committee on the subject (document A.89.1931).

It will be recalled that the architects had presented in September 1931 a revised estimate amounting to 26,404,995 francs, which exceeded by approximately 2¾ million francs the credit of 23,633,150 francs voted by the Assembly in 1930. The Building Committee had reported to the Secretary-General that, in its view, even this increased estimate would be insufficient to cover the cost of the new building, and that there was reason to fear that the credit voted in 1930 would be exceeded by 7 or 8 million Swiss francs, unless the situation were taken in hand.

In execution of the Assembly's resolution, the Supervisory Commission met on September 29th and 30th, 1931 ; October 23rd to 25th, 1931 ; November 27th to 30th, 1931, and January 22nd to 24th, 1932. The proceedings of the Commission were fully set out in the report presented to the Council at its sixty-sixth session (document C.97.M.50.1932), which may be briefly summarised as follows :

The Supervisory Commission interviewed the architects and the Building Committee, and satisfied itself that, although the sum of 7 or 8 million francs might be perhaps rather an exaggerated estimate of the probable overspending, there was a real danger of a considerable excess unless it were possible to effect some reduction in the plans. It may be added that one of the architects went even further than the technical members of the Building Committee, and declared that the execution of the existing plan would require an additional credit of 9 or 10 million francs. On the other hand, one member of the Building Committee strongly disputed the value of these general calculations, putting forward in support of his argument the cost per cubic metre of certain buildings which had been recently completed at Geneva. In his view, the amount spent would depend on the effectiveness of the control exercised. If the Supervisory Commission established a real unity of direction, he had no doubt that the work could be carried out within the limits of the 1930 estimate, plus the sum of 1,124,000 francs, which represented supplementary and unforeseen expenditure on the foundations, due to the unsuspected instability of the subsoil, for which the architects could not be held responsible.

With regard to the unity of direction of the work, the Supervisory Commission felt that this was a question of the highest importance. It was at one with the Building Committee in deploring the errors and delays caused by the division of responsibility among five architects. After long negotiations, the architects themselves, in response to the Supervisory Commission's appeal, spontaneously proposed the basis of an arrangement, of which the essential clause may be quoted in full as follows :

“ The Chairman of the architects, who has hitherto had no more than representative duties, will henceforward also have executive powers as the responsible director of the work, and it will be his duty to take all necessary decisions within the customary time-limits.”

The position henceforward will be this : the League, while still enjoying the assistance of its five architects, will henceforth act as if it had only one architect. Each of the architects will continue to enjoy his individual rights under his contract. In dealings with the League and with third parties, however, a single architect — the Chairman — will take full responsibility. Any differences, therefore, that may in future arise among the architects will be, so far as the League is concerned, *res inter alios acta*. It will be the Chairman's responsibility to act “ within the customary time-limits ”, and he may not offer any plea based on the attitude of his colleagues.

The Commission was of opinion that the solution at which it arrived was a practical one, which would yield satisfactory results and, in any case, was preferable to a breach of the contract.

The Supervisory Commission requested the architects and the Building Committee to present proposals for effecting economies without prejudice to the solidity of the buildings and their suitability for the purposes for which they were to be constructed. Several proposals were placed before the Supervisory Commission, and some were rejected for the reason that they would, in fact, be detrimental in this latter respect. Finally, in November 1931, the Commission agreed, in principle, on the following modifications of the plan passed by the 1930 Assembly :

Description	Saving on the estimate of September 1931 Swiss francs
1. Reduction in the cubic capacity of the Assembly Hall and Committee Room block . . . . .	1,200,000
2. Substitution of stucco or artificial stone for natural stone in the treatment of certain façades . . . . .	1,013,000
<i>Carried forward</i> . . . . .	2,213,000

Description	Saving on the estimate of September 1931 Swiss francs
	<i>Brought forward</i> . . . . . 2,213,000
3. Suppression of the small wing of the Secretariat building comprising two stories and intended to contain the telephone exchange, Secretariat restaurant, and a gymnasium . . . . .	435,000
4. Simplified lay-out of the grounds . . . . .	650,000
Total . . . . .	3,298,000

The estimate of September 1931 (26,404,995 francs) would thus be reduced to 23,106,995 francs, which, as compared with the credit of 23,633,150 francs voted by the Assembly in 1930, would leave a margin of 526,155 francs for unforeseen expenditure.

The Supervisory Commission, being impressed by the differences of opinion that still existed between the architects and the Building Committee as to the adequacy of the estimates, decided to institute an enquiry in order to determine as accurately as possible the true facts of the case. It was at first intended to employ an outside expert, but the Commission finally accepted the proposal of the architects themselves — that the enquiry should be entrusted to a small Committee composed of three technical members of the Building Committee. This procedure had the advantage that the enquiry would be carried out by persons who had been following the building operations for the last two or three years and were thus obviously better acquainted with the details than an outside expert could possibly be.

This Committee of Enquiry presented a report on 173 items of the estimates, representing a total of 6,500,000 francs, spread over all the trades involved and all parts of the buildings, thus being a fair test, although not an absolutely complete one. The enquiry revealed under-estimating on some points, but probable over-estimating on others, and, on the whole, the technical members considered that the 1931 estimate might be regarded as adequate for the erection of the buildings in the modest style which had always been contemplated by the architects. The technical members made, however, two reservations : (a) they could not undertake to affirm that nothing had been overlooked in framing estimates, especially in those parts which they had been unable, for lack of time, to go into in detail ; (b) they felt unable to state definitely that the estimates would not ultimately be exceeded. Such an assurance could only be given if there were full and formal guarantees with regard to the preparation and direction of the work, for the most generous estimates would prove insufficient if the execution of the work were not efficiently directed.

With regard to the extra expenditure on the foundations, the technical members thought that some of this expenditure was superfluous and that the rest should have been provided for in the estimate. The architects disputed this assertion. They pointed out, moreover, that a normal degree of settling had already been observed and that, consequently, it would have been imprudent to provide any less extensive foundations. The architects urged very strongly that, as the unforeseen expenditure of 1,124,000 francs had been found necessary since the estimate of 1930, and was due to circumstances which could not have been foreseen when that estimate was established, this sum ought reasonably to be added to the credit already approved by the 1930 Assembly.

The financial situation at this stage was therefore as follows :

	Francs
1930 Estimate . . . . .	23,633,150
Plus (for foundations) . . . . .	1,124,000
Total . . . . .	24,757,150

Deducting from this sum the revised total of the 1931 estimate (allowing for the economies approved by the Supervisory Commission) — namely, 23,106,995 francs — there remained a margin of 1,650,155 francs, which might be regarded as a margin for future unforeseen expenditure. The architects were of opinion that it would be wise to increase this margin in order to cover all eventualities, and proposed that they should be granted a further sum of 500,000 francs, which would bring the margin for unforeseen expenditure up to a total of 2,150,155 (i.e., approximately 10 per cent). The total credit required was thus increased to the sum of 25,257,150 francs. The Supervisory Commission was informed, however, that the architects' estimates made no provision for certain necessary fittings, such as telephone wiring, bells, emergency lighting, power plugs for vacuum cleaners, etc. The cost of these additional installations was estimated at about 320,000 francs. The final revised estimate thus amounts in all to 25,577,150 francs. The architects gave an undertaking that, unless circumstances arose over which they had no control, they would keep within the limits of this estimate, and, in order to make it perfectly plain that they were not actuated by self-interest, they undertook that their fees and office expenses should " in no case be higher for the work described than those specified in their estimate of September 1931, less the economies submitted to and accepted by the Supervisory Commission ".

After having carefully weighed all these considerations, the Supervisory Commission found itself, for the first time in its history, unable to agree upon a unanimous report. Three members were in favour of adjourning the construction of the Assembly Hall and committee rooms until the general financial situation of the world should improve. The other two members felt that the unavoidable and wasteful cost of such a suspension (indemnities to contractors and architects, etc.) would be so great that suspension of the work would be a thoroughly

uneconomic solution of the difficulty and would be contrary to the letter and spirit of the resolution of the Assembly.

A report embodying the opinion of the majority and the minority was therefore submitted to the Council at its sixty-sixth session (document C.97.M.50.1932.) on January 29th, 1932.

The majority of the Council being against the interruption of the work, it was agreed that the building operations should proceed on the cheapest plan — that proposed by the Supervisory Commission.

Since that time, operations have been pushed forward as actively as possible. The plans of the Assembly Hall and Committee Room block have been carefully revised to give full effect to the economies approved by the Supervisory Commission, and work on this part of the new buildings is now proceeding.

The Secretariat building and the Library are both well advanced, as may be seen by a visit to the site. Contracts have been allotted for the heating, ventilation and sanitary installations and for the fitting up of the book-stack in the Library.

Tenders for other contracts are expected at the time of writing, and it is hoped that the buildings will be ready for occupation in 1934.

## V. EXPENDITURE OF THE LEAGUE : MEMORANDUM BY THE DELEGATION OF THE UNITED KINGDOM.

On May 9th, 1932, the representative of the United Kingdom submitted to the Council a memorandum proposing that the whole question of the League's expenditure should be carefully considered as soon as possible, so that when the budget for 1933 is submitted to the Assembly, in September next, the latter might have before it full information on the situation to enable it to decide whether it is practicable and desirable to reduce the League's expenditure and if so in what manner.

The investigation recommended by the Government of the United Kingdom, with a view to effecting economies, was to cover : (1) the whole organisation of the League ; (2) a review of the scale of emoluments of the staff. The representative of the United Kingdom suggested that these questions might be examined by a small committee of outstanding men of affairs outside the political field in their respective countries, with such expert advisers as they might find necessary.

The Council devoted a part of its meetings on May 9th, 19th, 20th and 21st to consideration of the proposals of the Government of the United Kingdom.

After a full discussion, in which the representatives of Spain, Germany, Italy, France, Panama, Yugoslavia, China, Japan, and Norway, and also the President of the Supervisory Commission, the Secretary-General, the Deputy Director of the International Labour Office, and the Registrar of the Permanent Court of International Justice took part, the representative of the United Kingdom modified his original proposals as follows : the enquiry would not deal with the League's general policy, but would be confined to staffing, salaries and methods of control of expenditure. Moreover, it would be entrusted to the Supervisory Commission on the understanding that the Council would ask the latter to call for the co-operation of experts in its task and to seek to complete that task so that the result might be available when the Assembly met in September 1932.

On the proposal of the representative of Guatemala, President of the Council, the Council at its meeting on May 21st, 1932, took the following decisions :

The Supervisory Commission is requested to examine the League's expenditure on the basis of the British memorandum and other documents relating to the question, particularly the Minutes of the discussion which took place in the Council.

The Supervisory Commission will prepare for the Assembly a report on those questions relating to the League's expenditure submitted to it by the Council — in particular, a possible reduction of staff, that of salaries (viz., the salaries of the staff) and that of a stricter control of expenditure — which it considers can be usefully and effectively examined.

The Supervisory Commission may enlist the assistance of two or three experts in those subjects which it decides to examine.

The Council also considered that the attention of the Assembly should be drawn to the importance which the Council attaches to a general examination of League policy, since it is ultimately on this policy that expenditure and consequently economy must mainly depend.

3.

REDUCTION OF ARMAMENTS.

I. ARMAMENTS TRUCE.

In the general discussion during the twelfth Assembly, a number of speakers emphasised the decisive importance of the General Conference for the Reduction and Limitation of Armaments.

The Assembly noted with satisfaction that the Council had already convened the Conference for February 2nd, 1932. It was anxious to contribute in advance to the work of the Conference, by preparing the moral atmosphere essential to its success by means of an act of international goodwill. It therefore adopted the idea expressed in the proposals made by the Italian delegation and by the Danish, Norwegian, Netherlands, Swedish and Swiss delegations. The purport of these proposals was that the Governments summoned to the Conference should be urged to abstain, pending its outcome, from any steps towards the increase of the level of their armaments.

As certain of the States invited to take part in the Conference are not Members of the League of Nations, the President of the Assembly invited them to be represented on the Third Committee. The following States accepted the Assembly's invitation: Costa Rica, Egypt, Turkey, the United States of America, and Brazil, the last being represented by an observer.

As a result of the discussions which took place in the Third Committee, the following draft resolution was submitted to the Assembly:

“ Convinced that the crisis which at the present time is creating such profound disturbance among the nations of the world is due to a number of economic and political causes originating principally in the lack of mutual confidence between the nations, and

“ Convinced that a renewal of the competition in armaments would necessarily lead to an international and social catastrophe,

“ The Assembly,

“ Addresses a solemn appeal to all those who are desirous that practical effect should be given to the principles of peace and justice upon which the Covenant is based and urges them to devote all their efforts towards creating a world opinion strong enough to enable the General Disarmament Conference to achieve positive results, including in particular a gradual reduction of armaments to be continued until such time as the object laid down in Article 8 of the Covenant is attained.

“ In view of the fact that an undertaking on the part of all States not to increase their armaments would help to create an atmosphere of confidence, to prevent competition in armaments and to prepare the ground for the success of the forthcoming Conference,

“ The Assembly,

“ Requests the Governments invited to the Disarmament Conference to prepare for this event by means of an armaments truce and, accordingly:

“ Requests the Council to urge the Governments convened to the said Conference to give proof of their earnest desire for the successful issue of the efforts to ensure and organise peace and, without pre-judging the decisions of the Conference or the programmes or proposals submitted to it by each Government, to refrain from any measure involving an increase in their armaments;

“ Likewise requests the Council to ask the Governments to state before November 1st, 1931, whether they are prepared, for a period of one year as from that date, to accept this truce in armaments.”

The Assembly adopted this resolution, together with the Third Committee's report, which was presented by M. de Madariaga, delegate of Spain, on September 29th, 1931.

In execution of a decision taken by the Council on September 30th, the Secretary-General communicated this resolution and report to all the States invited to the Disarmament Conference on October 2nd, and asked them to reply before November 1st (Circular Letter 257.1931.IX).

The above-mentioned Council decision authorised the Secretary-General to take, in consultation with the President of the Council, such measures as might be necessary for the communication of all the replies to the Governments invited to the Conference, so as to enable each one of them to consider the said replies and to take a final decision on the matter.

Replies received by the Secretariat from the following fifty-five Governments have been communicated to all Governments (document C.919.M.484.1931.IX (Conf.D.35) and Addendum): Albania, Argentine, Australia, Austria, Belgium, the United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Ecuador, Egypt, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hedjaz, Hungary, India, Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, Nicaragua, Netherlands,



New Zealand, Norway, Panama, Persia, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Turkey, Union of South Africa, Union of Soviet Socialist Republics, United States of America, Uruguay, Venezuela, and Yugoslavia.

The President of the Council, who was consulted by the Secretary-General, expressed the opinion, after consideration of these replies, that he was justified in concluding that none of the Governments was opposed to the truce, and that, on the contrary, all had declared their willingness to accept it ; that a number of Governments had made their acceptance conditional upon reciprocity, and that such reciprocity had in fact been achieved ; finally, that many of the replies contained interpretations and observations, but that these interpretations and observations appeared to be in keeping with the spirit and the letter of the resolution and report.

In these circumstances, the President of the Council was of opinion that the procedure which would be most in harmony with the objects of the truce and the spirit of the twelfth Assembly's discussions on this subject, and which, moreover, would avoid the delay involved in a further consultation of the Governments concerned, would be to consider, in so far as Governments did not forthwith intimate any objection to this course, that the armaments truce had, under the conditions laid down in the resolution and report adopted by the Assembly, been accepted for one year as from November 1st, 1931, by the Governments invited to the Disarmament Conference.

In Circular Letter 293.1931.IX, dated November 14th, 1931, the Secretary-General communicated the President's opinion to the Governments invited to the Conference.

## II. POSITION OF ARMAMENTS IN THE VARIOUS COUNTRIES.

In accordance with the Council resolution of May 23rd, 1931, the Secretary-General sent on June 13th a letter to all the States invited to participate in the Conference for the Reduction and Limitation of Armaments, asking them to furnish information with regard to the position of their armaments. In the Council's opinion, it was desirable that each Government should supply this information on a uniform model based chiefly on the tables annexed to the Preparatory Commission's draft Convention.

On September 29th, 1931, the Assembly adopted the following resolution :

“ The Assembly,

“ Noting that of the sixty-three Governments invited to participate in the Disarmament Conference, twenty-five have up to the present communicated information on the position of their armaments, in conformity with the recommendation made by the Council at its January and May sessions :

“ Requests the Council to invite the Governments which have not yet transmitted their replies to the circular letters from the Secretary-General dated February 17th and June 13th, 1931, on the position of their armaments, to do so as soon as possible and in any case before November 1st, 1931, in order to enable the Secretariat to provide the Disarmament Conference with adequate documentation. ”

In conformity with this decision, the Council instructed the Secretary-General to send a further communication, on the lines of the Assembly resolution, to those States invited to the Conference from which replies had not been received.

Up to the present, fifty-four States have replied.<sup>1</sup> The Secretariat has communicated their replies to the Governments invited to the Conference.

## III. STATISTICAL INFORMATION ON THE TRADE IN ARMS AND AMMUNITION AND IN IMPLEMENTS OF WAR. “ ARMAMENTS YEAR-BOOK.”

In accordance with the Council resolution of May 22nd, 1931,<sup>2</sup> the Secretariat published a special edition of the *Armaments Year-Book* (document C.754.M.352.1931.IX. Conf.D.40). It appeared at the end of January 1932 and was circulated to the delegations at the opening of the Conference. Like the ordinary edition, it contains monographs on sixty-two countries.

It was prepared on the basis of official publications (statistical year-books, official military bulletins, laws, decrees, budgets, etc.) and of information supplied by the Governments with regard to the position of their armaments.<sup>3</sup> In order that this special edition might be easier to handle for those attending the Conference, only essential information with regard to the organisation and composition of the various armed forces was included. Should the reader desire to supplement this information, he should refer to the last ordinary edition of the *Year-Book*, which appeared in May 1931. The next edition will appear in May 1933.

<sup>1</sup> Document Conf.D.105 contains a list of these replies. The following documents on this question were published subsequently : Conf.D.109. Annexe to Conf.D.15 and to Conf.D.32, Conf.D.12 a, Errata to Conf.D.21, Corrigendum to Conf.D.30, Conf.D.64 (revised) and Errata to the Corrigendum to Conf.D.30.

<sup>2</sup> See report on the work of the League since the eleventh session of the Assembly (document A.6.1931, page 53, paragraph 6(a)).

<sup>3</sup> See II, above.

The eighth ordinary edition of the *Statistical Year-Book on the Trade in Arms and Ammunition* was published at the beginning of May 1932 (document C.37.M.21.1932.IX). It contains monographs on fifty-nine countries and forty-nine colonies.

#### IV. PUBLICATION OF INFORMATION WITH REGARD TO CIVIL AVIATION.

In accordance with the Council resolution dated May 22nd, 1931<sup>1</sup>, the Communications and Transit Organisation proceeded to an enquiry, among all the Governments invited to the Disarmament Conference, concerning the publication of information on civil aviation. The documents resulting from the methodical study of the various replies and giving the provisions in force in the various countries will be published before the opening of the Conference.

#### V. CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The report on the work of the League since the eleventh session of the Assembly<sup>2</sup> gave detailed information regarding the Council resolutions of January 24th and May 22nd, 1931, relating to the preparation of the Conference for the Reduction and Limitation of Armaments. Those resolutions related *inter alia* to the date of the opening of the Conference, to the choice of its seat and to the person who was to preside over it.

The Conference was opened at Geneva on February 2nd, 1932, by Mr. Arthur Henderson. Fifty-nine States,<sup>3</sup> eight of which are not Members of the League, were represented by delegations, and one State<sup>4</sup> by an observer.

At its first meeting the Conference, on the proposal of its President, elected M. Motta, President of the Swiss Confederation, Honorary President of the Conference.

On the same day the Conference set up a Committee to report on the credentials of delegates (Chairman, M. de Agüero y Bethancourt (Cuba)), a Committee to draw up the rules of procedure for the Conference (Chairman, Mr. Arthur Henderson), and a Committee for the examination of petitions (Chairman, M. Paul Reynaud (France)).

In accordance with the report of the last-named Committee, the rules of procedure with regard to petitions addressed to the Conference were drawn up and, on February 6th, the Conference held a special meeting at which it heard petitions presented by organisations grouped under the following heads :

- (1) Women's associations ;
- (2) Students' organisations ;
- (3) Religious groups ;
- (4) League of Nations unions ;
- (5) Labour organisations.

At its meeting on February 4th, the Conference adopted the rules of procedure drawn up by the Committee appointed for that purpose, and accepted its proposals, in particular the proposal to set up a General Commission and to fix the number of Vice-Presidents at fourteen.

The Bureau of the Conference was composed of the President, the Honorary President, the fourteen Vice-Presidents of the Conference, the Presidents of the Commissions on which all the delegations are represented, and the Vice-President of the General Commission.<sup>5</sup>

The General Commission held its first meeting on February 9th, and elected Mr. Henderson, President and M. Politis Vice-President.

The Conference's general discussion lasted from February 8th to 24th. The following fifty speakers made statements : Sir John Simon (United Kingdom), M. Tardieu (France), Mr. Gibson (United States of America), M. Brüning (Germany), M. de Macedo Soares (Brazil), M. Grandi (Italy), M. Matsudaira (Japan), M. Zaleski (Poland), M. Hymans (Belgium), M. Litvinoff (Union of Soviet Socialist Republics), Baron Ramel (Sweden), M. de Zulueta (Spain), M. Munch (Denmark), M. Beneš (Czechoslovakia), Sir George Perley (Canada), M. Zarine

<sup>1</sup> See the report on the work of the League since the last session of the Assembly (document A.6.1931, page 54).

<sup>2</sup> Document A.6.1931, pages 47 *et seq.*

<sup>3</sup> Delegations of States Members of the League of Nations : Abyssinia, Albania, Argentine Republic, Australia, Austria, Belgium, Bolivia, the United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Honduras, Hungary, India, Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Persia, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Union of South Africa, Uruguay, Venezuela, and Yugoslavia.

Delegations of States non-Members : Afghanistan, Brazil, Costa Rica, Egypt, Hedjaz, Turkey, Union of Soviet Socialist Republics, and the United States of America.

<sup>4</sup> The Dominican Republic.

<sup>5</sup> The members of the Bureau are : Mr. Henderson, President of the Conference, M. Motta (Switzerland), Honorary President of the Conference, M. Politis (Greece), M. Bosch (Argentine), M. Pflügl (Austria), M. Hymans (Belgium), Sir John Simon (United Kingdom), M. Beneš (Czechoslovakia), M. Tardieu (France), M. Nadolny (Germany), M. Grandi (Italy), M. Tsunéo Matsudaira (Japan), M. Colban (Norway), M. Zaleski (Poland), M. de Vasconcellos (Portugal), M. de Zulueta (Spain), M. de Madariaga (Spain), Baron Ramel (Sweden), M. Litvinoff (Union of Soviet Socialist Republics), Mr. Gibson (United States of America) and M. Buero (Uruguay).

(Latvia), Count Apponyi (Hungary), M. Yen (China), Tevfik Rüstü Bey (Turkey), M. Colban (Norway), M. Branco (Portugal), M. Beelaerts van Blokland (Netherlands), M. Bosch (Argentine Republic), Mirza Hussein Kahn Alâ (Persia), M. Motta (Switzerland), M. Marinkovitch (Yugoslavia), Sir Thomas Wilford (New Zealand), Baron Yrjö-Koskinen (Finland), M. Ghika (Roumania), M. Pflügl (Austria), General Laidoner (Estonia), M. Pedro Cosio (Uruguay), M. Nadolny (Germany), M. Malinoff (Bulgaria), Sir Granville de Laune Ryrie (Australia), M. Mayard (Haiti), Mahmoud Fakhry Pasha (Egypt), the Aga Khan (India), M. Castillo Najera (Mexico), Mr. te Water (Union of South Africa), M. Valdés-Méndeville (Chile), M. Zaunius (Lithuania), M. Matos (Guatemala), M. Escalante (Venezuela), M. Costa du Rels (Bolivia), M. Restrepo (Colombia), Husein Aziz Khan (Afghanistan), M. Lec Kurti (Albania), M. Michalakopoulos (Greece) and M. Garay (Panama).

During the general discussion, a number of verbal and written proposals were submitted which required closer study by special bodies.

On February 24th, the Conference communicated the Preparatory Commission's draft Convention to the General Commission for examination, together with the drafts and proposals submitted to it. It authorised the General Commission to set up such commissions as it might consider desirable.

The General Commission met on the same day in the Committee Building which the Geneva authorities had constructed specially for the Conference and generously placed at its disposal.

The General Commission appointed M. Beneš General Rapporteur. Further, in accordance with its terms of reference, which authorise it to set up such commissions as it may consider desirable, it constituted the following special commissions on February 25th: Political Commission, Land Commission, Naval Commission, Air Commission, and National Defence Expenditure Commission.

The sphere of activity of the last four Commissions is made sufficiently clear by their respective titles. The Political Commission, which was set up on the proposal of the French delegation, is instructed to examine, in particular, the various proposals made in the course of the general discussion, dealing either with the organisation of peace or with the supervisory bodies which are to be created with a view to ensuring the application of the Convention.

The General Commission on the same day adopted as a guiding principle the following resolution submitted by Sir John Simon (United Kingdom):

“ The General Commission resolves to carry on its discussions within the framework of the draft Convention for the Reduction and Limitation of Armaments, full liberty being reserved to all delegations to develop their own proposals in subsequent debate and to move their amendments in the form of modifications, additions or omissions at the appropriate point. ”

Acting upon this resolution, the Rapporteur prepared a “ Co-ordinating Table of the draft Convention and of the Propositions referred to the General Commission ”<sup>1</sup>. He further drew up a “ List of Questions referred to the Commissions for Examination ”<sup>2</sup> containing proposals for allotting the work to the various Commissions. These documents were supplemented by a “ Report on the Programme of Work of the Conference ”<sup>3</sup>. It was provided, in particular, that generally speaking the General Commission should itself deal with questions of principle, technical questions being referred at a suitable stage and if need be to the special Commissions, which should report to the General Commission. The questions which do not call for any preliminary discussion from the point of view of principles may be referred at once by the General Commission to the special Commissions. The latter may at any time submit to the General Commission any question of principle which would otherwise hold them up in their work and which they would not find it possible to solve themselves.

The five special Commissions all held their first meetings on February 27th.

The Political Commission decided that its Bureau should be composed in the same manner as the General Commission's Bureau. Mr. Henderson therefore became President, M. Politis Vice-President, and M. Beneš Rapporteur.

On March 15th, the Political Commission appointed a committee to study the question of moral disarmament. This committee consists of twenty-two members selected for their personal qualifications. M. Perrier (Switzerland) is the Chairman and M. Szumlakowski (Poland), Rapporteur.

The Land Commission elected M. Buero (Uruguay) President, General Laidoner (Estonia) and M. van Lanschot (Netherlands) Vice-Presidents, and M. Bourquin (Belgium) Rapporteur.

The Naval Commission elected M. Colban (Norway) President and M. Dupré (Canada) and Tevfik Bey (Turkey) Vice-Presidents. As the latter had to return to Turkey, the Commission replaced him by Cemal Hüsnü Bey. M. Westman (Sweden) was elected Rapporteur.

The Air Commission elected M. de Madariaga (Spain) President, M. Costa du Rels (Bolivia) and M. Malinoff (Bulgaria) Vice-Presidents, and M. Boheman (Sweden) Rapporteur. M. Costa du Rels having been recalled by his Government for other duties, was replaced by M. Vallotton (Switzerland).

The National Defence Expenditure Commission elected Dr. de Vasconcellos (Portugal) President, M. Valdés-Méndeville (Chile) and M. Radulesco (Roumania) Vice-Presidents, and

<sup>1</sup> Document Conf.D.102.

<sup>2</sup> Document Conf.D.103.

<sup>3</sup> Document Conf.D.101.

M. François (Netherlands) Rapporteur. On March 16th, the Commission set up a technical committee of twelve members under the chairmanship of M. Radulesco. Mr. Lyon (United Kingdom) has been appointed Vice-President, and M. Jacomet (France) Rapporteur. This committee was requested to examine the information relating to national defence expenditure furnished by the Governments and supplemented by the delegations, and also to study such technical questions arising out of limitation and publicity of expenditure as the Commission might think fit to refer to it.

On March 16th, the General Commission suspended its work, in view of the Easter vacation and in order to enable the delegations to keep in touch with their Governments. The other commissions suspended proceedings during the same week.

At their preliminary discussions, the special commissions noted that very few technical questions could be studied until the General Commission had laid down certain general principles to serve as a guide.

The General Commission resumed its work on April 11th, and, in pursuance of its agenda, discussed certain questions of principle arising out of Article 1 of the draft Convention and affecting the substance of the problem of the reduction and limitation of armaments. In the next two weeks, the General Commission adopted the four following resolutions :

(1) " In view of the opinions expressed during the discussion at the Conference for the Reduction and Limitation of Armaments,

" The General Commission considers that the reduction of armaments, as provided for in Article 8 of the Covenant of the League of Nations, shall, after this Conference has taken the first decisive step of general reduction to the lowest possible level, be progressively achieved by means of successive revisions at appropriate intervals." — Resolution unanimously adopted on April 19th, 1932 (document Conf.D./C.G.22).

(2) " In view of the proposals submitted by various delegations concerning the criteria for the limitation and reduction of armaments,

" The General Commission declares that, in determining those criteria, the provisions of Article 8 of the Covenant of the League of Nations shall be applied, and that, in consequence, armaments must be reduced to the lowest point consistent with national safety and the enforcement by common action of international obligations.

" It will be necessary, further, to take account of the geographical situation and special circumstances of each State.

" The General Commission decides that the application of these criteria and the methods by which the reduction and limitation of armaments must be effected, shall be immediately examined from a practical standpoint." — Resolution unanimously adopted, less one vote, on April 20th, 1932 (document Conf. D./C.G.24).

(3) " Without prejudice to other proposals which fall to be discussed under later heads of the agenda, the Conference declares its approval of the principle of qualitative disarmament — i. e., the selection of certain classes or descriptions of weapons the possession or use of which should be absolutely prohibited to all States or internationalised by means of a general Convention." — Resolution unanimously adopted on April 22nd, 1932 (document Conf.D./C. G.26(1)).

(4) " In seeking to apply the principle of qualitative disarmament, as defined in the previous resolution, the Conference is of opinion that the range of land, sea and air armaments should be examined by the competent special Commissions with a view to selecting those weapons whose character is the most specifically offensive or those most efficacious against national defence or most threatening to civilians." — Resolution unanimously adopted on April 22nd, 1932 (document Conf. D./C.G.28(2)).

In pursuance of this last resolution, the Land, Naval and Air Commissions resumed their work on April 26th, and the General Commission suspended the study of the questions on its agenda pending reports from these three Commissions.

As the question of chemical and bacteriological weapons and methods of warfare is one which is common to land, sea and air armaments and does not belong specifically to any one of them, the General Commission, on May 10th, set up a Special Committee to enquire into the question. This Committee, of which Mr. Pilotti (Italy) was President, and Mr. Rutgers (Netherlands) Rapporteur, was composed of representatives of the following States : Australia, Brazil, Denmark, United States of America, France, Germany, Italy, Japan, Netherlands, Poland, United Kingdom, Union of Soviet Socialist Republics, Spain and Switzerland.

Further, on the proposal of the delegation of the United States of America, the General Commission set up a Committee to study all pertinent information relating to figures for effectives with a view to preparing, for the use of the General Commission, a report as to the numerical strength on a comparable basis of effectives maintained by each country. This Committee, under the presidency of M. de Brouckère (Belgium) is composed of representatives of the following States : Argentine, United States of America, Belgium, France, Germany, Italy, Japan, Poland, United Kingdom, Union of Soviet Socialist Republics, Switzerland and Yugoslavia.

## VI. SUPERVISION OF THE PRIVATE MANUFACTURE AND PUBLICITY OF THE MANUFACTURE OF ARMS AND AMMUNITION AND OF IMPLEMENTS OF WAR.

As in previous years, the Council (at its meeting of January 25th, 1932) invited the outgoing Members of the Council — Persia and Venezuela — to continue to co-operate in the work of the Special Commission entrusted with the drawing-up of a draft Convention for the supervision of the private manufacture and publicity of manufacture of arms and ammunition and of implements of war.

The representative of the United Kingdom proposed that the Rapporteur and the Secretary-General should examine the possibility of adopting a procedure which could prevent the membership of the Special Commission from increasing year by year until it became too unwieldy, and should submit proposals to the Council at its next session.

On May 9th, 1932, the Rapporteur proposed to the Council that consideration of the question be suspended for the following reason: During the general discussion in the Conference for the Reduction and Limitation of Armaments, certain countries made proposals regarding the international regime to be established in the matter of private manufacture. In these circumstances, the Secretary-General and the Rapporteur thought it useless to establish at that time a procedure for which there might prove to be no occasion.

The Council decided to suspend consideration of the question, pending a solution of the matter in the Conference.

### 4.

## ARBITRATION AND SECURITY.

### GENERAL CONVENTION TO IMPROVE THE MEANS OF PREVENTING WAR.

At its twelfth session, the Assembly approved the text of this Convention, which was drawn up by the Third Committee, and decided to open it for signature by the Members of the League and non-Member States.

Article 4 of the Convention provides that the Council shall, if it thinks fit, appoint commissioners for the sole purpose of verifying on the spot the execution of the conservatory measures of a military character recommended by the Council.

It also provides that the rules to be followed for the composition and working of commissions of inspection shall be embodied in executive regulations which shall be prepared by the competent organs of the League, so as to enter into force at the same time as the Convention.

In its resolution of September 26th, 1931, the Assembly accordingly requested the Council to make the necessary arrangements in good time for the preparation of the rules referred to in the last paragraph of Article 4, in order that, should circumstances so dictate, the Convention might be put into effect immediately upon its entry into force.

On September 30th, 1931, the Council requested the Permanent Advisory Commission for Military, Naval and Air Questions to draw up these draft regulations for the execution of Article 4 of the Convention.

The Permanent Advisory Commission met on April 20th and 22nd, and May 3rd, 1932. In accordance with its instructions, it drew up draft regulations dealing fully with the constitution of commissions of inspection, the work of those commissions, the facilities to be accorded to them by the parties to the dispute, and the conditions under which the President of the commission of inspection will keep the Council informed of the activities of that commission and of the commission's secretariat, which may be organised by the Secretary-General of the League, should the Council consider it necessary.

The draft regulations were unanimously approved by the Commission and submitted to the Council, which adopted them at its meeting on May 18th, 1932.<sup>1</sup> At that meeting the Rapporteur, the representative of Spain, stated that the General Convention had been ratified by one Member of the Council and of the Assembly, Peru, and signed by nineteen other States. He expressed the opinion that the ratification of this Convention by all the Members of the League would be of a nature to strengthen appreciably the feeling of security in the world.

The representative of Germany also expressed the hope that such States as had not yet signed the Convention would do so in the near future in order that it might soon come into force. He noted that the Disarmament Conference had before it proposals for the complete abolition

<sup>1</sup> See document C.417.1932.IX (C.P.C.309(1)).

of the air arm and that if those proposals were adopted the air provisions both in the Convention and in the Regulations would obviously become unnecessary.

The representative of France associated himself with the observations and recommendations of his two colleagues. It was desirable that the experts provided for in the Regulations should be selected and sent to the spot with the utmost rapidity.

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5.

COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

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On September 21st, 1931, the Assembly adopted a resolution in which it noted with satisfaction the results of the work done by the Commission of Enquiry for European Union during the previous year. It approved the report of the Commission of Enquiry regarding its constitution, organisation and methods of work. It requested the Commission of Enquiry to pursue the work undertaken in conformity with the principles laid down in the Assembly Resolution of September 17th, 1930. It recommended the Commission to have recourse whenever possible to the technical organs of the League of Nations and to refer to the League the settlement of any problems which it thought capable of solution on a world scale. It requested the Commission of Enquiry to submit a report on its further work to the next session of the Assembly.

The Assembly approved the proposal of the Commission of Enquiry that it should itself set up a special committee to study a Pact of Economic Non-aggression. It decided that certain non-European States should be invited to take part in the work of this special committee on an equal footing with the members which the Commission of Enquiry might appoint.

1. FIFTH SESSION OF THE COMMISSION.

The Commission of Enquiry held its fifth session on September 26th, 1931, under the chairmanship of M. Motta (Switzerland). It appointed the European countries to take part in the work of the Special Committee to study the Pact of Economic Non-aggression, and also set up a special committee to study the extension of a system of special facilities to agricultural products other than cereals. The Assembly approved the setting-up of this Committee on the proposal of the Second Committee of the Assembly. The conclusions of this Special Committee had to be examined by the Economic Committee before being submitted to the Commission of Enquiry.

The Commission of Enquiry re-elected M. BRIAND (France) as Chairman and M. MOTTA (Switzerland) and M. POLITIS (Greece) as Vice-Chairmen for 1932.

2. SPECIAL COMMITTEE TO STUDY THE EXTENSION OF PREFERENCE TO AGRICULTURAL PRODUCTS OTHER THAN CEREALS.

The Special Committee met on October 30th and 31st, 1931. The Committee had before it proposals calling for a study of the possibility of extending preference or granting special facilities to the following products: tobacco, raisins, figs, oranges, live-stock and derivative products, timber, mohair, cotton, grapes and plums.

The situation of the European tobacco producers was specially examined. The Special Committee thought that the measures to be taken in each case should be determined by bilateral negotiations. The Committee considered that the Commission of Enquiry might usefully draw the attention of Governments to the critical position of European tobacco-producers, taking into consideration whether there was or was not a monopoly.

With regard to the other products, the Economic Committee might be asked to take into consideration any proposal submitted to it by the countries concerned, and to examine any measures which might improve the situation of the populations suffering severely from the crisis which producers are going through.

Generally speaking, it seemed impossible to consider the extension of special facilities of a preferential nature to agricultural products other than cereals. Some members of the Committee considered that before thinking of extending preference to fresh agricultural products, time should be left for the experiments being made in the sphere of cereals to take full effect and prove their value.

In its report of January 20th, 1932, the Economic Committee stated that it had no special observations to make.

### 3. SPECIAL COMMITTEE TO EXAMINE THE DRAFT PACT OF ECONOMIC NON-AGGRESSION.

The Committee held its first session from November 2nd to 5th, 1931. The draft protocol submitted by the Government of the Union of Soviet Socialist Republics contained the two following clauses :

(1) The Contracting Parties once more solemnly affirm the principle, proclaimed at the International Economic Conference of 1927, of the peaceful co-existence of countries, irrespective of their social-political and economic systems.

(2) The parties undertake in their mutual relations to forgo any discrimination whatever, and to regard as incompatible with the principles of the present Protocol the adoption and application in their respective countries of a special system directed against one or more of the countries signing the present Protocol or not applicable to all other countries.

As a result of its discussions, the Committee reached the following conclusions :

(1) The Committee endorses the general idea underlying the proposal for a pact of non-aggression.

(2) It asserts that it is possible for countries with a different economic and social structure to exist peacefully side by side. It emphasises the necessity of States being guided in their economic relations solely by the needs of economic life and not by any considerations explicitly derived from differences in political and social systems.

(3) Having regard to the different interpretations given to the actual terms of the draft pact and the difficulty of defining aggression, discrimination, etc., within the framework of such a pact ;

Seeing that the draft under consideration does not seem likely to secure unanimous acceptance or even acceptance by a majority of the members of the Committee ;

And having regard to the necessity of reconsidering the question in the light of the discussion that has taken place in the Committee :

The Committee decides to meet again before the meeting of the Commission of Enquiry for European Union in January 1932 to re-examine the question, taking into account any amendments or further observations which the Governments are requested to send to the Secretary-General in good time.

The meeting of the Commission of Enquiry which was to have been held in January 1932 having been deferred, the meeting of the Special Committee was also postponed to a later date.

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## 6.

### POLITICAL QUESTIONS.

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#### I. APPEAL BY THE CHINESE GOVERNMENT.

The report submitted by the Secretary-General to the extraordinary session of the Assembly convened for the purpose of enquiring into the Sino-Japanese dispute<sup>1</sup> sets out the action taken by the League of Nations between September 21st, 1931, when the dispute was referred to the Council at the request of the Chinese Government and the date on which, also at the request of that Government, the Council referred the matter to the Assembly under Article 15, paragraph 9, of the Covenant.

#### SUMMONING OF AN EXTRAORDINARY SESSION OF THE ASSEMBLY.

In accordance with the resolution of the Council referring the matter to the Assembly (February 19th, 1932), the Assembly was summoned for March 3rd.

#### COMMUNICATIONS FROM THE PARTIES TO THE DISPUTE.

The Council resolution of February 19th had requested the parties to the dispute to use all diligence in communicating to the Secretary-General for the use of the Assembly the statements of their case, with all the relevant facts and papers, as provided for in Article 15, paragraph 2, of the Covenant.

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<sup>1</sup> Document A.(Extr.).4.1932.VII, February 29th, 1932.

The statement of the Chinese Government's case was submitted on February 22nd.<sup>1</sup> The conclusions of this statement were as follows<sup>2</sup> :

" 1. On the evening of September 18th, 1931, Japan, without warning, launched a violent attack with armed forces upon the territory of China.

" 2. Notwithstanding the active efforts of the Council in the exercise of its conciliatory function under Article 11 of the Covenant, this attack has been steadily and consistently developed into a formidable invasion and occupation, not only of Manchuria, but also of other parts of China.

" 3. Japan has failed to comply with the resolutions of the Council providing for the cessation of her hostile action and the withdrawal of her armed forces. The resolutions of September 30th and of December 9th, consented to by Japan herself, have not been carried out either in letter or in spirit.

" 4. The efforts of Members of the League, acting in collaboration with the United States of America, have likewise proved unavailing to bring about a cessation of Japan's armed aggression, which still continues, not only in Manchuria, but also at Shanghai and elsewhere. Nanking, the capital of China, has been bombarded and is threatened with further bombardment ; the Government has been obliged to transfer its seat from Nanking to Loyang.

" 5. The violation by Japan of the League Covenant, of the Pact of Paris, and of the Nine-Power Treaty is a fact which has been made so clear as to admit of no dispute.

" 6. China respectfully submits that the elementary facts of the situation, as above stated, plainly call for the exercise of the full powers of the League under its Covenant to bring about an immediate cessation of hostile and aggressive action by Japan, the prompt evacuation of China's territory by Japanese forces and the settlement of the entire controversy between China and Japan by peaceful means."

On March 2nd, under instructions from his Government, the Japanese representative on the Council addressed to the Secretary-General an explanatory note regarding the Shanghai incidents.<sup>3</sup> After having recalled the fact that, in a previous note of February 29th,<sup>4</sup> he had maintained the objections raised on January 29th and 30th at the Council against the application of Article 15 of the Covenant to the existing difficulties between Japan and China, and after having stated that his country would participate in the Assembly subject to these objections, the Japanese representative added that the note which he had submitted to the Secretary-General was therefore not, properly speaking, the statement referred to in Article 15, but rather simply an explanation of what had occurred at Shanghai. He trusted, however, that the Secretary-General would find in it the necessary information and the essential facts and he requested that it might be communicated to the Assembly.

#### INFORMATION COMMUNICATED TO THE ASSEMBLY.

The Council resolution of February 19th had noted that the measures already instituted in order to obtain the information necessary for the consideration of the dispute would be continued.

The Secretary-General had, indeed, communicated to the Assembly the reports of the Commission of Enquiry set up at Shanghai in accordance with the provisions of paragraph 1 of Article 15 of the Covenant<sup>5</sup> and also the notes communicated to him by the Chinese and Japanese delegations on the subject of these reports.<sup>6</sup>

In addition, he submitted to the Assembly the report mentioned above, giving particulars of the action taken by the League between September 21st, 1931, when the first appeal was made by the Chinese Government under the terms of Article 11 of the Covenant, and February 29th, 1932.<sup>7</sup>

#### MEETING OF THE EXTRAORDINARY SESSION OF THE ASSEMBLY.

The Assembly met in extraordinary session at Geneva on March 3rd. Fifty Members of the League were represented.

The session was opened by the representative of France, President in office of the Council.

After having explained the nature of the dispute and the steps taken by the Council to facilitate its solution, M. Paul-Boncour reminded the Assembly that at the last meeting of the Council, on February 29th, he had proposed to his colleagues a plan which appeared to

<sup>1</sup> Document A.(Extr.).1.1932.VII.

<sup>2</sup> Document A.(Extr.).1.1932.VII, page 33.

<sup>3</sup> Document A.(Extr.).6.1932.VII. On March 23rd, the Chinese delegation communicated its observations on this explanatory note (document A. (Extr.).83.1932.VII.

<sup>4</sup> Document A.(Extr.).6a.1932.VII.

<sup>5</sup> The Commission of Enquiry was composed of the Consuls of Italy (President), the United Kingdom, France, Germany, Norway and Spain. The Consul of the United States of America co-operated in the work of the Commission.

<sup>6</sup> See document A.(Extr.).3.1932.VII, containing the first three reports of the Shanghai Commission, the supplements to these reports and the observations of the two delegations ; document A.(Extr.).15.1932.VII, containing the fourth report of the Commission dated March 5th, and document A.(Extr.).77.1932.VII, containing the supplementary observations of the Japanese delegation on the third report and its observations on the fourth report. See also document A.(Extr.).6.1932.VII, the Chapter V of which contains observations of the Japanese delegation on the first report of the Commission.

<sup>7</sup> Document A.(Extr.).4.1932.VII.



him likely to lead to the cessation of hostilities and the re-establishment of peace in the neighbourhood of Shanghai. This plan was as follows :

“ (1) A Conference to be immediately set up in Shanghai composed of representatives of the Governments of China and Japan, together with representatives of the other Powers above referred to,<sup>1</sup> for the purpose of bringing about a final cessation of hostilities and the restoration of peaceful conditions in the Shanghai area.

“ (2) The Conference would be undertaken on the basis (a) that Japan has no political or territorial designs and no intention of establishing a Japanese settlement in Shanghai or of otherwise advancing the exclusive interests of the Japanese, and (b) that China enters the Conference on the basis that the safety and integrity of the International and French Settlements must be preserved under arrangements which will secure these areas and their residents from danger.

“ (3) The meeting of this Conference is, of course, subject to the making of local arrangements for a cessation of hostilities. The Council trusts that this will very speedily be brought about. It is proposed that the military, naval, and civilian authorities of the other principal Powers represented in Shanghai will render all possible assistance in consolidating the arrangements.”

This proposal was aimed at the immediate re-establishment of peace in the Shanghai area, without prejudice to, or qualification of, any position previously taken up by the League of Nations or any Power in relation to Sino-Japanese affairs.

The Government of the United States of America had immediately stated that it was happy to associate itself with this effort for the re-establishment of peace, and that, if the proposal of the Council was acceptable to the Chinese and Japanese Governments, his Government would instruct its representatives at Shanghai to co-operate with the representatives of the other Powers.<sup>2</sup>

The two parties to the dispute then expressed their views on the plan submitted by the President of the Council.

The Japanese Government on March 1st had signified that it was willing to accept this plan. The President of the Council replied on March 2nd to this communication, stating that he was extremely happy to note the acceptance by the Japanese Government, that he ventured nevertheless to point out that the proposals set out in the plan which he had proposed were “subject to the making of local arrangements for a cessation of hostilities”, and that the Council had expressed the hope that such a cessation would be brought about very speedily.<sup>3</sup>

In reply to the communication of the President of the Council, the Japanese representative had stated that his Government intended to secure the cessation of hostilities at the earliest possible moment, whatever might be the turn taken by the military operations. As, however, it was quite obvious that the agreement could only be concluded in the area of hostilities itself, the Japanese Government had issued appropriate instructions to the Japanese Minister at Shanghai. He added that negotiations were being actively pursued, as appeared from information which he had just received and had added to his communication to the President of the Council.<sup>4</sup>

The representative of China had declared on March 2nd that his Government, which on February 29th had accepted the armistice proposals based on the principle of simultaneous evacuation, was ready, if the armistice were accepted and carried out, to accept also the proposal of the President of the Council and to participate in the Conference at Shanghai, recognising that the safety of the International Settlement and the French Concession was essential to the maintenance of peace in and around Shanghai, and on the understanding that : (1) the Conference was concerned only with the restoration of peace in Shanghai and that all questions arising out of the Sino-Japanese conflict in any part of China would be settled in accordance with the procedure invoked by China before the League, (2) that participation in this Conference was subject to agreement between the participating Governments as to its agenda.<sup>5</sup>

After having summed up the situation, the President of the Council said :

“ The execution of the plan of the Council is obviously conditional on the cessation of hostilities, and there still exists between the two parties, as regards the terms of the cessation of hostilities, a difference of opinion which has not yet been reconciled. At the same time, though hostilities have not ceased, at least in the legal sense of an armistice, I was notified this morning of the cessation of the Japanese offensive.

“ Our present deliberations are opening under auspices certainly less unfavourable than were feared at the tragic moment when this Assembly was convened.”

#### ELECTION OF THE PRESIDENT, CONSTITUTION OF THE BUREAU AND OF A GENERAL COMMISSION OF THE ASSEMBLY.

Having elected its President, M. Paul Hymans (Belgium), and having set up its Bureau, consisting of the President, eight Vice-Presidents and the Secretary-General, the Assembly

<sup>1</sup> That is to say, the other principal Powers having special interests in the Shanghai settlements, and whose representatives were therefore readily available to make the local contribution of their friendly aid. These Powers were : the United Kingdom, France, the United States of America, and Italy.

<sup>2</sup> Document C.286.M.173.1932.VII.

<sup>3</sup> Document C.293.M.180.1932.VII.

<sup>4</sup> Document C.295.M.182.1932.VII.

<sup>5</sup> Document A.(Extr.).7.1932.VII.

decided to set up a General Commission on which all its members would be represented and to which the problem as a whole would be referred.

STATEMENTS OF THE CHINESE AND JAPANESE DELEGATES.

The Assembly then heard in plenary session the representatives of the two parties.

The Chinese delegate began his statement by announcing that the negotiations at Shanghai had broken down, thereby nullifying the Council's proposal of February 29th based on the acceptance and observance of an armistice. Hostilities continued. The representative of China therefore requested the Assembly, as its most urgent task under Article 15 of the Covenant, to endeavour to establish an armistice between the parties on the basis of the principle of mutual and simultaneous evacuation, in conformity with the provisions of the Covenant.

The representative of China then gave a general account of the conflict and, in conclusion, put forward the following four requests :

“ (1) We urge this Extraordinary Assembly which is now seized of the whole dispute between the Republic of China and the Empire of Japan to explore and exhaust the possibilities of effecting a settlement in conformity with the provisions of our Covenant.

“ (2) China asks you to do everything in your power, first to bring about the cessation of all hostile action on her territory and the withdrawal of the invading forces, and second the peaceful settlement of the entire Sino-Japanese controversy within the scope of the Council's resolutions and the spirit of the Covenant. Naturally, no measure taken in relation either to Shanghai or to Manchuria, which encroaches upon China's sovereign rights or is contrary to the general principles of international law or existing treaty obligations to third parties, can be regarded as a settlement.

“ (3) We ask you to recognise that the Covenant has been broken.

“ (4) We ask you solemnly to declare that for the present terrible state of affairs which prevails in Manchuria, Shanghai and other parts of China, my country bears no shadow of responsibility. When the Assembly has made this declaration it will have begun to mobilise those moral forces by which we still believe this conflict may be ended.”

The delegate of Japan, before beginning his statement, communicated to the Assembly the latest information which he had received from Shanghai ; the Commander-in-Chief of the Japanese army in the Shanghai area had on that day published a declaration to the effect that the Japanese troops had been ordered to halt for the present at the position they were actually occupying and to cease all fighting, provided the Chinese took no further hostile action. The Commander-in-Chief of the Japanese fleet in the Shanghai area had made a similar declaration of the cessation of hostilities.

The Japanese delegate then made a statement on the Shanghai incident, its origin, development and present position, and on the attitude of his Government in this matter. This attitude he described as follows :

“ (1) If the danger to the Japanese residents and the International Settlement, a portion of which is entrusted to the Japanese forces for protection, could be removed, the Japanese forces are prepared to cease hostilities immediately. According as the situation in the Shanghai area becomes pacified, the Japanese expeditionary land forces will be withdrawn from Chinese territory.

“ (2) The Japanese Government is prepared to hold a round-table conference with the representatives of the Powers intimately interested in Shanghai, to deliberate upon the means of safeguarding, in the future, the rights and interests of the Powers concerned.

“ (3) The Japanese Government has no intention whatever to promote any political or territorial ambition in the Shanghai region, availing itself of the present situation. We have no desire to establish a Japanese Settlement in Shanghai or in any other way to advance the exclusive interests of the Japanese.”

Regarding Manchuria, M. Matsudaira made the following declaration :

“ As regards the question of Manchuria, this is, in the opinion of the Japanese Government, not a matter to be discussed at this Assembly. But since our Chinese colleague in his remarks has referred at length to the situation in Manchuria, I shall quote from the speech made in the Diet on January 21st by M. Yoshizawa, the Japanese Minister for Foreign Affairs, regarding this question.

“ ‘ China ’, he said, ‘ being our neighbour, always stands both economically and politically in intimate relationship with this country. In regard to Manchuria, in particular, for historical and geographical reasons, political considerations must become of preponderant interest. It is, of course, beyond argument that the welfare of Manchuria is of the greatest consequence to Japan. There are more than a million Japanese subjects residing in Manchuria, and we possess in that region, in connection

with the leased territory, railways, mines, etc., numerous rights and interests of vital importance, secured either by treaty or by contract.

“ In recent years, the Chinese authorities, ignoring the historical fact that the present development of Manchuria is entirely due to Japanese efforts, and taking advantage of our complaisance, have pursued a policy of oppression towards our countrymen and have again and again set at naught their treaty rights and interests. The protests and warnings of our Government, despatched from time to time, were of little avail. Thus, the situation became politically more and more disquieting and the menace to our position increasingly grave. The patience of our people was tried to breaking point when suddenly there occurred the railway bombing incident of September 18th, 1931, precipitating a collision between Japanese and Chinese soldiers, the later developments of which events are well known to all.

“ Manchuria holds the key to peace in the Far East. That was true even before the Russo-Japanese war: it is even more true at the present time. In the past, the Japanese Government has always done everything in its power to prevent the civil disturbances of China from spreading into Manchuria because we possess there important rights and interests rendering the maintenance of peace and order in Manchuria a matter of absolute necessity to Japan. Thanks to these untiring efforts, Manchuria has been kept free from the constant turmoil of China proper, and has been turned into a land of peace and prosperity. But for the Chinese disregard of treaty and contractual obligations, I believe that the incident of September 18th would never have resulted in the present complications. At any rate, as we have been chiefly responsible in the past for the maintenance of peace in Manchuria, so will our responsibilities in this respect be enhanced rather than lessened in the future.

“ I desire to add a word in this connection to make it clear that Japan harbours no territorial designs in Manchuria and that she will uphold the principles of the open door and equal opportunity as well as of existing treaties relating to that territory. What Japan desires is only to secure peace and order for Manchuria and to make that region safe both for Chinese and foreigners, and open to all for economic developments.’

After making this declaration, the Japanese delegate added:

“ The Manchurian affair has, as you are aware, already been taken up by the League of Nations, and, under the decision of its Council on December 10th last, a Commission of Enquiry is now on its way to the spot. We are awaiting the outcome of its labours, which will afford valuable material for the final solution of the question between Japan and China. It would be unwise to reopen discussions at this Assembly on a matter which is being fully looked after and in which no danger of rupture is in sight. Such a course would only cause confusion and would be harmful to its settlement, which we all earnestly desire.”

#### QUESTION OF THE CESSATION OF HOSTILITIES IN THE SHANGHAI AREA.

The General Commission met after the Assembly had heard, on March 3rd, the statements of the representatives of the parties. The General Commission decided that its President and its officers should be those elected by the Assembly, and passed immediately, on March 4th, to the examination of the question of the cessation of hostilities in the Shanghai area.

The General Commission took note of the fact that, according to the information received from the two parties, orders for the cessation of hostilities had been given by both sides. Nevertheless, information from Chinese sources was to the effect that Japanese attacks on Chinese forces were continuing; that Japanese transports were disembarking troops in the district beyond Liuho (near Woosung) and also at Pootung on the right bank of the Wangpoo River (opposite Shanghai), and that violent fighting was taking place.

From the Japanese side, only chance skirmishes were reported, and it was stated that even if they recurred from time to time they would not modify the attitude of the Japanese forces as defined in the proclamations made by the Japanese Commanding Officer. As for the transports whose arrival was reported by the Chinese, the Japanese delegate stated that they were conveying certain reinforcements whose despatch had been already decided upon, but that with the removal of the necessity for these reinforcements they would be sent home, a matter which would have to be regulated at the proposed Shanghai Conference.

#### INFORMATION ON THE MILITARY SITUATION TO BE SUPPLIED BY THE FOUR NEUTRAL POWERS POSSESSING MILITARY, NAVAL AND CIVIL REPRESENTATIVES AT SHANGHAI.

The Chinese representative having proposed that, with the object of securing information on the situation, advantage might be taken of the services of the British, American, French and Italian admirals at Shanghai, the Secretary-General announced that he had already

telegraphed to the Shanghai Commission of Enquiry, asking it to furnish a further report,<sup>1</sup> but that it was also his intention to apply to the Powers who had military, naval and civil authorities on the spot and who were in consequence in a better position to supply information on events which might take place some distance from the town.

The four Powers concerned (France, Italy, the United Kingdom and the United States of America) agreed to the Secretary-General's suggestion.

Between March 8th and April 1st, the United Kingdom Minister in China, being the senior member, had telegraphed to the United Kingdom delegation twenty-one daily reports on the military situation in the neighbourhood of Shanghai, which were communicated to the Assembly. A twenty-second report was despatched on May 2nd.

#### RESOLUTION OF MARCH 4TH.

On the proposal of the President, the Bureau of the General Commission prepared a draft resolution which was adopted, after a short discussion, by the Commission and subsequently by the Assembly.

The resolution of March 4th is as follows :

“The Assembly,

“Recalling the suggestions made by the Council on February 29th and without prejudice to the other measures thereunder envisaged :

“(1) Calls upon the Governments of China and Japan to take immediately the necessary measures to ensure that the orders which, as it has been informed, have been issued by the military commanders on both sides for the cessation of hostilities, shall be made effective ;

“(2) Requests the other Powers which have special interests in the Shanghai Settlements to inform the Assembly of the manner in which the invitation set out in the previous paragraph has been executed ;

“(3) Recommends that negotiations be entered into by the Chinese and Japanese representatives, with the assistance of the military, naval and civilian authorities of the Powers mentioned above, for the conclusion of arrangements which shall render definite the cessation of hostilities and regulate<sup>2</sup> the withdrawal of the Japanese forces. The Assembly will be glad to be kept informed by the Powers mentioned above of the development of these negotiations.”

During the discussion of this text in the General Commission, the Japanese delegate proposed an amendment to paragraph 3. His request was that the negotiations referred to in this paragraph should depend upon the “conclusion of arrangements which shall render definite the cessation of hostilities” and should regulate “*les conditions et les modalités*” du retrait des forces japonaises, ainsi que la situation future des forces chinoises”.

The President pointed out that the word “conditions” signified a fact on which the withdrawal would depend, and that those who had drawn up the draft resolution had in mind the technical conditions governing the withdrawal of the forces, whereas the word “conditions” might imply political conditions.

The Japanese representative declared that the withdrawal of the Japanese forces was conditioned by certain essential circumstances. If the word “conditions” was too strong, he was entirely prepared to accept any other term which would meet the same object, but the maintenance of security and the maintenance of order, which engendered the feeling of security, and the protection of the lives and property of Japanese nationals were conditions on which Japan must insist before the withdrawal could be carried out.

The President stated that there was a shade of difference between the language of the Japanese delegate and his own. The idea in the mind of the drafters of the resolution was, in his opinion, that all questions relating to security formed part of the “arrangements which would render definite the cessation of hostilities and regulate the withdrawal of the Japanese forces”. That was a problem with many complex facets which could not be solved at Geneva in all its aspects. Those who were on the spot and were acquainted with the exact position would be specially qualified to settle it.

The President then asked his colleagues to express their views, and the representative of Switzerland stated his in the following terms :

“What the resolution expresses is as follows : The principle of the withdrawal of the Japanese troops must not be questioned ; Japan has promised that withdrawal, China demands it as a natural right. If you add the word ‘conditions’ you will be reopening the question of principle. That is inadmissible. . . .”

The Czechoslovak delegate supported M. Motta's view.

The Japanese delegate then made the following declaration :

“We are anxious to have a clearer text, I will not say one which will give us entire satisfaction but one that will at any rate be more precise. We are satisfied with the

<sup>1</sup> This report (fourth report of the Shanghai Commission) was received and distributed the following day, March 5th (document A.(Extr.).15.1932.VII).

<sup>2</sup> The French text of the draft resolution which was submitted to the General Commission used the words *régler les modalités du retrait* ; the English text used the words “regulate the withdrawal”. On the conclusion of the debate in the General Commission *les modalités* were omitted in order to make the French text identical with the English text, the sense of the resolution not being affected by this omission.

interpretation which the President gave just now — it may perhaps have been a personal opinion — and with that interpretation we could accept the text as it stands and will make no objection to its adoption by the Assembly.”

Before the resolution was approved by the Assembly, however, the Chinese delegate made the following declaration :

“ As I read the resolution, and as I understand the President to interpret it, the negotiations mentioned in paragraph 3 refer to armistice negotiations rather than to the so-called Shanghai Conference, which is to follow the armistice negotiations. We accept the resolution on that understanding ; and also with the understanding, which has been so splendidly emphasised by M. Motta and M. Beneš, that no condition should be imposed upon the withdrawal of troops occupying the territory of an invaded country. We consider that Members of the League cannot be expected or asked to pay a price for the enforcement of the right of being protected against foreign aggression, which is a right guaranteed to every Member of the League by the Covenant.”

The resolution of March 4th was then adopted by the unanimous vote of the Assembly including China and Japan.

#### COMMUNICATION FROM THE UNITED STATES OF AMERICA REGARDING THE RESOLUTION OF MARCH 4TH.

The Secretary-General had transmitted a copy of the resolution of March 4th to the Minister of the United States at Berne. On March 5th, the latter communicated the Secretary of State's reply. Mr. Stimson stated that the American military authorities at Shanghai had been instructed to co-operate.

#### GENERAL DISCUSSION AND RESOLUTION OF MARCH 11TH.

During March 5th, 7th and 8th, the Sino-Japanese dispute was the subject of a general discussion in the Commission of the Assembly. The delegates of thirty-three Member States stated the views of their respective Governments.

At the conclusion of this debate, and after hearing further statements by the delegates of China and Japan, the General Commission on March 8th instructed a drafting committee under the chairmanship of M. Hymans to prepare a draft resolution taking account of the ideas which had been expressed during the discussions and those underlying the draft resolutions which the various delegations had submitted or intended to submit.

This drafting committee was composed of the members of the Bureau and of the authors of the draft resolutions ; it instructed two sub-committees to prepare, respectively, the first part of the resolution setting out the principles contained particularly in the eleven drafts which had been submitted, and the second part concerning the procedure to be adopted by the Assembly for settling the dispute.

On March 10th, the drafting committee framed a draft resolution which, after having been communicated to the delegations, was considered on March 11th by the General Commission.

The representative of Japan stated that his Government was entirely in agreement with the fundamental principles set forth in the resolution and that, as he had declared on many occasions, it would be guided by those principles. Since the present incidents began, Japan had followed the Council's procedure with goodwill. She had furnished full explanations. She had shown that patience and conciliatory spirit which she had exhibited for many years in spite of innumerable provocations by China, and sincerely desired to maintain with her friendly and fruitful relations. In virtue of Article 11, Japan had proposed that a Commission of Enquiry should be sent to the Far East to obtain the necessary information for settling the whole matter. This procedure was still in progress ; the Commission of Enquiry was even then beginning its work.

When this procedure was being considered, the Japanese Government, on January 29th and 30th, had raised objections before the Council with regard to the applicability of Article 15 of the Covenant to the general subject of the dispute.

Japan had taken part in the Assembly subject to certain reservations with regard to the applicability of this article, and therefore could not vote for the draft resolution. The Japanese delegation would simply refrain from voting in order not to oppose the adoption of the resolution.

After this statement, the draft resolution was forwarded by the General Commission to the Assembly, which was immediately summoned in plenary session. The resolution was unanimously adopted, the Japanese and Chinese delegations abstaining, the abstention of China being due to the fact that the delegation had received no instructions from its Government.

The resolution of March 11th is as follow :

“ I.

“ The Assembly,

“ Considering that the provisions of the Covenant are entirely applicable to the present dispute, more particularly as regards :

“ (1) The principle of a scrupulous respect for treaties ;

“ (2) The undertaking entered into by Members of the League of Nations to respect and preserve as against external aggression the territorial integrity and existing political independence of all the Members of the League ;

“ (3) Their obligation to submit any dispute which may arise between them to procedures for peaceful settlement ;

“ Adopting the principles laid down by the acting President of the Council, M. Briand, in his declaration of December 10th, 1931 ;

“ Recalling the fact that twelve Members of the Council again invoked those principles in their appeal to the Japanese Government on February 16th, 1932, when they declared ‘ that no infringement of the territorial integrity and no change in the political independence of any Member of the League brought about in disregard of Article 10 of the Covenant ought to be recognised as valid and effectual by Members of the League of Nations ’ ;

“ Considering that the principles governing international relations and the peaceful settlement of disputes between Members of the League above referred to are in full harmony with the Pact of Paris, which is one of the cornerstones of the peace organisation of the world and under Article 2 of which ‘ the High Contracting Parties agree that the settlement or solution of all disputes or conflicts, of whatever nature and whatever origin they may be, which may arise among them shall never be sought except by pacific means ’ ;

“ Pending the steps which it may ultimately take for the settlement of the dispute which has been referred to it :

“ Proclaims the binding nature of the principles and provisions referred to above and declares that it is incumbent upon the Members of the League of Nations not to recognise any situation, treaty or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.

## “ II.

“ The Assembly.

“ Affirming that it is contrary to the spirit of the Covenant that the settlement of the Sino-Japanese dispute should be sought under the stress of military pressure on the part of either party ;

“ Recalls the resolutions adopted by the Council on September 30th and on December 10th, 1931, in agreement with the parties ;

“ Recalls also its own resolution of March 4th, 1932, adopted in agreement with the parties, with a view to the definitive cessation of hostilities and the withdrawal of the Japanese forces ; notes that the Powers Members of the League of Nations having special interests in the Shanghai Settlements are prepared to give every assistance to this end, and requests those Powers, if necessary, to co-operate in maintaining order in the evacuated zone.

## “ III.

“ The Assembly,

“ In view of the request formulated on January 29th by the Chinese Government invoking the application to the dispute of the procedure provided for in Article 15 of the Covenant of the League of Nations ;

“ In view of the request formulated on February 12th by the Chinese Government that the dispute should be referred to the Assembly in conformity with Article 15, paragraph 9, of the Covenant and in view of the Council's decision of February 19th ;

“ Considering that the whole of the dispute which forms the subject of the Chinese Government's request is referred to it and that it is under an obligation to apply the procedure of conciliation provided for in paragraph 3 of Article 15 of the Covenant and, if necessary, the procedure in regard to recommendations provided for in paragraph 4 of the same article ;

“ Decides to set up a Committee of nineteen members — namely, the President of the Assembly, who will act as Chairman of the Committee, the Members of the Council other than the parties to the dispute and six other Members to be elected by secret ballot.

“ This Committee, exercising its functions on behalf of and under the supervision of the Assembly, shall be instructed :

“ (1) To report as soon as possible on the cessation of hostilities and the conclusion of arrangements which shall render definitive the said cessation and shall regulate the withdrawal of the Japanese forces in conformity with the Assembly resolution of March 4th, 1932 ;

“ (2) To follow the execution of the resolutions adopted by the Council on September 30th and December 10th, 1931 ;

“ (3) To endeavour to prepare the settlement of the dispute in agreement with the parties, in accordance with Article 15, paragraph 3, of the Covenant, and to submit a statement to the Assembly ;

“ (4) To propose, if necessary, that the Assembly submit to the Permanent Court of International Justice a request for an advisory opinion ;

“ (5) To prepare, if need be, the draft of the report provided for in Article 15, paragraph 4, of the Covenant ;

“ (6) To propose any urgent measure which may appear necessary ;

“ (7) To submit a first progress report to the Assembly as soon as possible and at latest on May 1st, 1932.

“ The Assembly requests the Council to communicate to the Committee, together with any observations it may have to make, any documentation that it may think fit to transmit to the Assembly ;

“ The Assembly shall remain in session and its President may convene it as soon as he may deem this necessary.”

#### CONSTITUTION OF THE COMMITTEE OF NINETEEN.

The Assembly immediately proceeded to the constitution of a Committee of nineteen members which, under the terms of Part III of the resolution of March 11th, was composed of the President of the Assembly, the Members of the Council other than the parties to the dispute, and six other members elected by secret ballot. The following were elected : Switzerland, Czechoslovakia, Colombia, Portugal, Hungary and Sweden.

The President then announced the adjournment of the Assembly until it should be convened again, and stated that he would shortly convene a meeting of the Committee of Nineteen.

#### ACCEPTANCE BY CHINA OF THE RESOLUTION OF MARCH 11TH.

On March 12th, the Chinese delegate informed the President of the Assembly of the acceptance by his Government of the resolution of March 11th.<sup>1</sup>

“ My Government ”, said Dr. Yen, “ is gratified that practically all the important principles for which it has contended since the very beginning of the Sino-Japanese dispute have been incorporated in the resolution. My Government desires to refer in particular to three of these principles :

“ (1) That the settlement of the dispute should not be sought under the stress of military coercion, which my Government takes to mean that the evacuation of Japanese troops must precede negotiation ;

“ (2) That it is the obligation of Members of the League to submit any dispute which may arise among them to procedures for peaceful settlement, which absolves the Republic of China from all responsibility for the present terrible state of affairs in Manchuria, Shanghai and other parts of China ;

“ (3) That it is incumbent upon the Members of the League of Nations not to recognise any situation, etc., brought about contrary to the Covenant of the League or the Pact of Paris. The word ‘ situation ’ must, of course, cover the present state of things created in Manchuria through Japanese manipulation, instigation and military support — in particular, to the puppet Government in Manchuria.”

#### COMMUNICATIONS FROM THE GOVERNMENT OF THE UNITED STATES OF AMERICA CONCERNING THE RESOLUTION OF MARCH 11TH.

Immediately after the passing of the resolution, the Secretary-General sent a copy of it to the Minister of the United States of America at Berne, for the information of his Government, drawing particular attention to Part II of the resolution, in which the Assembly appealed to the co-operation of Powers with special interests in the Shanghai Concessions.

On March 12th, the Minister of the United States at Berne sent to the Secretary-General two communications. The first contained a statement made on March 11th by the Secretary of State. This statement was as follows :

“ The nations of the League at Geneva have united in a common attitude and purpose towards the perilous disturbances in the Far East. The action of the Assembly expresses the purpose for peace which is found both in the Pact of Paris and the Covenant of the League of Nations. In this expression all the nations of the world can speak with the same voice. This action will go far toward developing into terms of international law the principles of order and justice which underlie those treaties, and the Government of the United States has been glad to co-operate earnestly in this effort.”<sup>2</sup>

The second communication, in reply to the letter of the Secretary-General, was as follows :

“ I am instructed by my Government to express to you its gratification at the action taken by the Assembly of the League of Nations. My Government is especially gratified that the nations of the world are united on a policy not to recognise the validity of results attained in violation of the treaties in question. This is a distinct contribution to international law and offers a constructive basis for peace.

“ . . . . .

<sup>1</sup> Document A.(Extr.).52.1932.VII.

<sup>2</sup> Document A.(Extr.).49.1932.VII.

“ The Assembly recalls several resolutions, and cites especially its own resolution of March 4th, 1932, adopted in agreement with the parties with a view to the definitive cessation of hostilities and the withdrawal of the Japanese forces. My Government, as one of the Powers which have special interests in the Shanghai Settlement, has already authorised its representatives at Shanghai to assist in co-operation with the representatives of other Powers similarly situated toward the consummation of those objectives.”<sup>1</sup>

#### MEETINGS OF THE COMMITTEE OF NINETEEN.

The Committee of the Assembly set up in virtue of the resolution of March 11th met on the 16th under the Presidency of M. Hymans. A public meeting, at which the representatives of the parties to the dispute were present, was held on the following day.

The Committee held a further session from April 16th to April 29th. At the conclusion of this session, it submitted to the Assembly, in accordance with Part III, paragraph 1, of the resolution of March 11th, a report<sup>2</sup> “ on the cessation of hostilities (in the Shanghai area) and the conclusion of arrangements which shall render definitive the said issue and shall regulate the withdrawal of the Japanese forces in conformity with the Assembly resolution of March 4th ”. To this report was added a draft resolution which the Committee proposed for adoption by the Assembly.

#### FIFTH MEETING OF THE ASSEMBLY (RESOLUTION OF APRIL 30TH, 1932).

At its meeting on April 30th, the President first of all gave a brief summary of the report of the Committee of Nineteen :

“ We have first ”, he said, “ the satisfaction of noting that hostilities ceased several weeks ago. There have, of course, been a few skirmishes here and there, but the Chinese delegation wrote to us on April 12th that fighting had virtually ceased and that no blood was being shed. ‘ This is indeed ’, said the Chinese delegation, ‘ a precious result and one for which the Chinese Government wishes to express the profound gratitude of the Chinese people to the Assembly ’.

“ Secondly, according to information received from Shanghai and from the Chinese and Japanese delegations, the withdrawal of the Japanese forces is now being carried out. A number of army and naval units have left for Japan.

“ The Assembly, at its meetings on March 4th and 11th, recommended that negotiations should be entered into by the Chinese and Japanese representatives, with the assistance of the representatives of the four Powers which have special interests in the Settlements, for the conclusion of arrangements which should render definite the cessation of hostilities and regulate the withdrawal of the troops. These negotiations began on March 14th, but certain difficulties arose at the outset. The Committee of Nineteen met for the first time on March 17th. The difficulties in question were brought to its notice and it discussed them. They were removed and the negotiations were continued. A provisional agreement was reached concerning the fundamental clauses of a draft armistice.

“ After a few days, however, a difference arose between China and Japan as to the time-limit within which the Japanese troops were to withdraw, and the negotiations were held up owing to this difficulty. The Chinese delegation brought the incident before us. The two delegations sent us memoranda containing information concerning the progress of the negotiations and communicated to us all the relevant papers.

“ The Special Committee met on April 16th to examine the position, and instructed your President to get into touch with the Chinese and Japanese representatives. A series of conversations followed, and the Committee met again on April 18th, 19th, 26th, 28th and 29th.

“ On April 19th, the Committee, considering itself to be an organ of conciliation, drew up a preliminary draft resolution which would, it believed, bring about an agreement between China and Japan. The preliminary draft was communicated to the two delegations and discussed with them, but the agreement for which we were hoping was not achieved on all points. There was still a difference on one important matter. In the meantime, we learnt that a new effort at conciliation was being made at Shanghai on the initiative of the Chairman of the Committee of the representatives of the four Powers having special interests in the Settlements. The Minister of the United Kingdom, Sir Miles Lampson, told us that the negotiations were going on favourably and that an agreement had at last virtually been reached, thanks to an addition to the text of Annex 3, which refers to Article IV in the draft of the armistice.

“ The report (document A.(Extr.).108.1932.VII) gives all the necessary details, and I wish to draw attention to a few points only.

“ The draft agreement for the armistice provides for the establishment of a Joint Commission including members representing China and Japan and civilian, military and naval representatives of the four Powers which have special interests in the Settlements. The duties of this Commission will be to survey the withdrawal of the troops and to collaborate in arranging for the transfer of the territory evacuated to the Chinese police and to watch, in such manner as it deems best, the carrying out of the provisions of the armistice

<sup>1</sup> Document A.(Extr.).50.1932.VII.

<sup>2</sup> Document A.(Extr.).108.1932.VII.



— in particular, that relating to the withdrawal of the Japanese forces. The Commission will also be authorised to call attention to any neglect in carrying out the armistice provisions. In default of unanimity, for which we all, of course, hope, the Joint Commission may, in all cases, take majority decisions, the Chairman having a casting vote.

“ There can be no question that the establishment of this Commission, its composition and its duties are important factors in the draft agreement which, we are informed, will be concluded officially and definitively, and will, it is likewise announced, be signed within a very few days.”

The President then submitted to the Assembly the draft resolution prepared by the Committee of Nineteen.

“ The Assembly,

“ (1) Considering that its resolutions of March 4th and 11th recommended that negotiations should be entered into by the Chinese and Japanese representatives, with the assistance of the military, naval and civilian authorities of the Powers having special interests in the Shanghai Settlements, for the conclusion of arrangements which shall render definite the cessation of hostilities and regulate the withdrawal of the Japanese forces ;

“ (2) Considering that, while it is not for its Committee to take the place of the negotiators — since the arrangements contemplated in the Assembly resolutions of March 4th and 11th can only be concluded on the spot — every Power represented in these negotiations is entitled, should serious difficulties be encountered in the course of the negotiations or in the carrying out of the above-mentioned arrangements, to notify the Committee, ‘which exercises its functions on behalf of and under supervision of the Assembly’, of those difficulties ;

“ (3) Considering that the negotiations should be pursued in accordance with the above-mentioned resolutions, no one of the parties being entitled to insist on conditions which would be incompatible with the said resolutions ;

“ (4) Having noted the articles of the draft armistice which have been communicated to the Committee of the Assembly and have been accepted by the two parties :

“ (5) Considers that these articles conform to the spirit of the said resolutions ;

“ (6) Notes in particular that, under Article III of the said draft, the Japanese Government undertakes to carry out the withdrawal of its forces to the International Settlement and the roads outside the Settlement in the Hong Kew district as before the incident of January 28th, 1932 ;

“ (7) Declares that it is in accordance with the spirit of the resolutions of March 4th and 11th that this withdrawal should take place in the near future ;

“ (8) Declares that the resolution of March 4th will only have been fully complied with when the Japanese forces have been entirely withdrawn ;

“ (9) Notes that the draft agreement provides for the establishment of a Joint Commission, including neutral members, to certify the mutual withdrawal and to collaborate in arranging for the transfer from the evacuating Japanese forces to the incoming Chinese police, who will take over as soon as the Japanese forces withdraw ;

“ (10) Notes with satisfaction that the said Commission will, in accordance with its decisions, watch, in such manner as it deems best, the carrying out of Articles I, II and III, of which the last-named provides for the complete withdrawal of the Japanese forces as before the incident of January 28th ;

“ (11) Is of opinion that the powers, as defined in Annex 3 to the draft agreement, of the Commission which is to watch the carrying out of Articles I, II and III of that agreement, include authority to call attention, in accordance with its decisions taken in such manner as is provided in the said annex, to any neglect in carrying out any of the provisions of the articles mentioned above ;

“ (12) Earnestly recommends the parties in question to continue the negotiations with a view to reaching their rapid conclusion, and requests the Governments having special interests in the Shanghai Settlements to continue to lend their good offices for this purpose ;

“ (13) Expressly points out that, unless a conclusion is reached as laid down in the resolutions of March 4th and 11th, the question will necessarily come up again before the Assembly ;

“ (14) Requests the Governments of the Powers having special interests in the Shanghai Settlements to transmit to the League of Nations the information which will be in the possession of the Mixed Commission in virtue of its functions, and will be furnished to those Governments by their respective representatives on the Commission.”

After the President had read the draft resolution, the Chinese representative reviewed briefly the history of the negotiations during the past two months, recalling that in every case it was China that accepted and Japan that rejected the proposed terms of armistice, and that after every *impasse* the negotiations had been resumed only as a result of important concessions on the part of the Chinese Government. Formula after formula had been presented and the last formula was always more unfavourable to China than the previous one. The present formula furnished some kind of a solution of the problem, but it was not a

solution which was fair or just to China. Nevertheless, the Chinese Government, eager always for the restoration of peaceful conditions — an eagerness which was also earnestly shared by all members of the Committee, especially the interested Powers — had decided to accept it as a practical solution. That was not to say that the Chinese Government receded from the position which it had hitherto maintained, that the presence of Japanese armed forces in Chinese territory was a violation of China's territorial integrity and could not in any circumstances be justified. The Chinese Government reserved, therefore, all rights to which it was entitled under the Covenant and international law in general. It attached, moreover, great importance to paragraphs 6, 7, 8, 10 and 13 of the resolution. The Chinese Government accepted this resolution as a whole and attached equal importance to all the paragraphs contained therein.

The Japanese delegate declared that his Government had always been most anxious for the success of the negotiations which had been carried on at Shanghai in pursuance of the resolution adopted on March 4th by the Assembly. From the outset of these negotiations, the Japanese Government had always done its utmost towards that end, in strict conformity with the terms of the resolution. It therefore felt the greatest satisfaction in finding that the draft resolution submitted to the Assembly noted that the draft agreement prepared at Shanghai was in conformity with the armistice resolution of March 4th, and further that a hope was expressed for the prompt conclusion of an agreement. A plenary meeting had been arranged at Shanghai for May 2nd and Japan was ready to sign the draft agreement that had been prepared. Needless to say, the Japanese Government would faithfully execute that agreement, which so happily consummated the resolution adopted on March 4th by the Assembly.

The Japanese delegation could not, however, see its way to vote for the draft resolution submitted to the Assembly, and it would simply abstain from voting, as the Japanese Government maintained the attitude of reserve which it had always felt bound to observe in regard to the application to the Sino-Japanese dispute of Article 15 of the Covenant. The Japanese delegation was, however, able to assure the Assembly that this attitude would in no way change their Government's firm resolve to do all in its power to enable the present negotiations at Shanghai to reach a successful issue in the shortest possible time.

The Assembly then unanimously adopted the draft resolution submitted to it, the Japanese delegation abstaining.

The President, by way of conclusion to the discussion and to the vote taken by the Assembly, stated that an Agreement had been reached concerning the draft for the armistice between the Chinese and Japanese Governments, that it would be loyally carried out, and that the Agreement would be signed forthwith.

#### CONCLUSION AND EXECUTION OF THE SINO-JAPANESE AGREEMENT CONCERNING THE CESSATION OF HOSTILITIES AT SHANGHAI: WITHDRAWAL OF THE JAPANESE LAND FORCES FROM SHANGHAI.

The Sino-Japanese Military Agreement<sup>1</sup> was officially concluded at Shanghai on May 5th. In accordance with its Article 5, it came into force the same day.

The withdrawal of the Japanese troops began on May 6th. On the 11th, the Japanese War Ministry declared that, in view of the conclusion of the Agreement of May 5th and the active part taken by the representatives of the friendly Powers in restoring normal conditions, all the Japanese land forces would shortly be withdrawn from Shanghai. A beginning had already been made with the transfer of the troops of the 14th Division to Manchuria; the other troops would be brought back to Japan.<sup>2</sup>

#### STEPS TAKEN FOR THE EXAMINATION OF THE DISPUTE.

On March 17th, the Committee of Nineteen decided to invite the Governments of China and Japan to inform it of the measures which they had taken or expected to take in the near future in order to carry into effect the resolutions adopted by the Council on September 30th and December 10th, 1931. The Secretary-General communicated this decision to the Chinese and Japanese representatives in a letter dated March 18th.<sup>3</sup>

On April 13th, the Chinese representative forwarded to the Committee the information requested.<sup>4</sup>

The Japanese representative on the Council sent to the Secretary-General on April 8th a communication based upon the two "resolutions of the Council and concerning the general situation". This communication was circulated to all Members of the League under document C.357.M.208.1932.VII.

The Chinese delegation subsequently forwarded two further communications regarding the situation in Manchuria, one referring to the "Puppet Government" (document A.(Extr.).105.1932.VII., dated April 21st), and the other to the Japanese occupation (document A.(Extr.).106.1932.VII., dated April 26th).

The Committee of Nineteen had also decided on March 17th to instruct the Secretary-General to inform the President of the Council that, in view of the penultimate paragraph of the

<sup>1</sup> The text of the Agreement was communicated by the Japanese delegation on May 31st and distributed in document C.501.M.242.1932.VII.

<sup>2</sup> Document C.461.M.236.1932.VII.

<sup>3</sup> Document A.(Extr.).64.1932.VII.

<sup>4</sup> Document C.372.M.213.1932.VII.

resolution adopted by the Assembly on March 11th, the Committee was very anxious to receive, at the earliest possible date convenient to the Council, any reports which might be sent to the Council by the Commission of Enquiry presided over by Lord Lytton. The Committee was in particular anxious to receive as soon as possible information on the situation in Manchuria, and it had expressed the wish that the President of the Council would be good enough to consider what measures might be taken to this effect.

The Secretary-General, in a letter of March 18th (document A.(Extr.).64.1932.VII.), forwarded to the President of the Council the decision of the Special Committee. The President of the Council replied that he would communicate the Secretary-General's letter immediately to the members of the Council and to the Commission of Enquiry.

#### WORK OF THE COMMISSION OF ENQUIRY SET UP IN VIRTUE OF THE COUNCIL RESOLUTION OF DECEMBER 10TH, 1931.

The Commission presided over by Lord Lytton, after visiting successively Tokio, Osaka, Shanghai, Nanking, Hangkow, Tientsin and Peiping, studied on the spot the situation in Manchuria. At the request of the Commission, the members of the Council who had representatives on the spot agreed that such representatives should furnish information. The Government of the United States of America also stated that its representatives would give all suitable assistance.

A preliminary report on the position in Manchuria was forwarded by the Commission on April 30th, and was distributed under document C.407.M.225.1932.VII.

A memorandum from the Chinese delegation relating to this report was distributed under document C.427.M.231.1932.VII.

At the Council meeting on May 10th, the President in office, after pointing out that the preliminary report by the Commission of Enquiry consisted of a statement of facts without comments and that the Commission proposed to submit comments in a later report, expressed the opinion that, considering the nature of that report, the Council would probably not wish to discuss it, but that, in accordance with the desire expressed by the Assembly resolution of March 11th, it would wish to communicate it to the Assembly for information without appending any observations.

The Japanese representative accepted the President's proposal but stated that his acceptance did not imply the withdrawal of the reservations previously formulated by Japan.

The preliminary report by the Commission of Enquiry was transmitted to the Assembly at the same time as the first progress report on the situation submitted by the Committee of Nineteen in execution of Part III, sub-paragraph 7, of the Assembly's resolution of March 11th, (document (Extr.)A.118.1932.VII).

## II. MEMEL TERRITORY.

On February 8th, 1932, the German Government drew the Council's attention to the situation in the Memel Territory. M. Boettcher, President of the Directorate, had been dismissed by the Lithuanian Governor and replaced provisionally by M. Tolischus, Landesrat. In the German Government's opinion, these facts, aggravated by M. Boettcher's arrest, constituted a violation of the Memel Statute. Consequently, the German Government, relying on Article 17, paragraph 1, of the Memel Convention of May 8th, 1924, asked that the question should be placed urgently on the Council's agenda.

On February 9th, the Lithuanian Government, which had been notified of the German Government's communication, replied that the steps it had been obliged to take in the Memel Territory were not, in its opinion, contrary either to the Convention or to the Statute. The Governor possessed the right to dismiss M. Boettcher who had engaged in negotiations with the German Government without the knowledge of the responsible central authorities. M. Boettcher had been provisionally interned in a barracks in order to obviate disturbances. Moreover, the Governor had already got into touch with the President of the Diet for the purpose of constituting a new Directorate.

After hearing the statements of M. von Bülow, the German representative, and M. Zaunius, the Lithuanian representative, the Council, at its meeting on February 13th, requested the representative of Norway to prepare a report, with the assistance of jurists, and to submit the report to it.

On February 20th, the Council considered M. Colban's report. After noting the Lithuanian Government's assurance that it intended to respect the international obligations incumbent upon it under the texts applicable to Memel, and would endeavour to establish a Directorate under the conditions laid down in the Statute, the Rapporteur observed that it was important to deal with the abnormal situation in the territory. This situation called for "urgent steps to prevent its aggravation". With regard to the dismissal of M. Boettcher, the Council was unable to take a decision until the question of the Governor's right to dismiss the Directorate had been settled. Even if it were admitted that the Governor possessed a right of dismissal, it would be necessary to consider what exactly had been the circumstances, and whether they were such as to warrant the Governor exercising his power. The parties signatory to the Memel Convention were entitled to negotiate between themselves regarding these questions of law on the basis of Article 17, paragraph 2, of the Memel Convention.

After hearing further statements by M. Zaunius and M. von Bülow, the Council adopted the Rapporteur's conclusions. The reservations which the Lithuanian representative felt bound

to make with regard to the points in the report concerning the abnormal situation in the Memel Territory and the necessity of putting its Statute into operation again, were duly noted in the Minutes.

The representatives of France, the United Kingdom, Italy and Japan said that they would transmit to their Governments for examination, M. von Bülow's request that the matter should be laid before the Permanent Court of International Justice with a view to obtaining a decision both as regards points of law and questions of fact.<sup>1</sup>

### III. CLAIM MADE BY THE FINNISH GOVERNMENT AGAINST THE GOVERNMENT OF THE UNITED KINGDOM WITH REGARD TO FINNISH SHIPS USED DURING THE WAR BY THE GOVERNMENT OF THE UNITED KINGDOM.

In a letter dated July 30th, 1931, the Permanent Finnish Delegate accredited to the League of Nations requested that the dispute between the Finnish Government and the Government of the United Kingdom in regard to the use of certain Finnish merchant vessels during the war by the latter Government should, in virtue of the Covenant, be submitted to the Council for examination.

The dispute relates to thirteen ships registered at Finnish ports and belonging to Finnish nationals, which were used by His Britannic Majesty's Government in the years 1916 and 1917. In a note dated October 5th, 1920, the Finnish Government, on behalf of its nationals, requested the Government of the United Kingdom for a settlement of this question. Since that date the Finnish Government has asked that, should the Government of the United Kingdom not admit its liability, the question under dispute should be submitted to an international tribunal for arbitration.

The Government of the United Kingdom having refused to agree to arbitration, the Finnish Government availed itself of its friendly right as a Member of the League of Nations and referred the matter to the League Council.<sup>2</sup>

According to this memorandum from the Finnish Government, the Government of the United Kingdom took possession of the said ships and used them.

The Russian Government was not empowered by Russian or Finnish law to requisition the vessels which are the subject of the Finnish claim. Nor was this within the powers of the Russian Government Committee which sat in London during the war.

With the exception of a certain sum, the Government of the United Kingdom had made no payments in respect of chartering or compensation for warships.

In August 1924, the owners of the ships in question submitted claims to the special British tribunal known as the "Admiralty Transport Arbitration Board", which dismissed the application.

The Government of the United Kingdom communicated its observations in a letter dated August 28th, 1931.<sup>3</sup> It does not deny having used the ships in question, but states that it did so solely by reason of the requirements of the Russian Government, which had sub-chartered the ships to the British Government. The British Government pointed out that no distinction was made in the matter of foreign relations between Finland and the rest of the Russian Empire. There was no separate mercantile flag for Finnish vessels. Moreover, according to a communication sent by the Director of Naval Sea Transport to the agent of the Finnish shipowners in 1918, the question of hire for the vessels before the Finnish independence was a matter which did not concern the Government of the United Kingdom.

The accounts drawn up by common agreement between the British and Russian Governments with regard to mutual liabilities during the period in question showed a large balance owing from the Russian Government to the United Kingdom.

According to documents submitted by the British Government, the shipowners recognised that the ships had been requisitioned by the Russian Government and had first applied to it for payment.

The shipowners having submitted their claim to the Admiralty Transport Arbitration Board, a judgment was pronounced to the effect that there was nothing due to the owners from His Majesty's Government. In the latter Government's opinion there was a right of appeal from this decision to the Court of Appeal and ultimately to the House of Lords. The Finnish owners did not avail themselves of this right, and the British Government was unable to appreciate any ground upon which a diplomatic claim by the Finnish Government could be justified. In its view, the local remedies had not been exhausted, and it could not therefore admit that there could be any claim as of right that the matter should be referred to arbitration.

The Government of the United Kingdom further pointed out that the Finnish Government had not indicated on what article of the Covenant it based its request.

In reply to the British Government's arguments, the Finnish representative, at the Council meeting on September 14th, 1931, said that the dispute was plainly of an international character; the settlement of the claim came within the categories enumerated in Article 13 of the Covenant and Article 36, paragraph 2, of the Statute of the Permanent Court of International Justice.

<sup>1</sup> On April 11th, 1932, the Registrar of the Permanent Court of International Justice informed the Secretariat that on that date, France, the United Kingdom, Italy, and Japan, had filed an application introducing a plea against Lithuania with regard to certain disputes concerning the interpretation of the Memel Statute. In conformity with Article 40, paragraph 3, of the Statute of the Court, the Secretary-General notified the Members of the League of Nations of this application (see document C.384.M.217.1932.V, dated, April 22nd, 1932).

<sup>2</sup> See document C.470.M.200.1931.VII, dated August 8th, 1931.

<sup>3</sup> See document C.519.M.218.1931.VII, dated September 1st, 1931.

The Finnish nationals had in reality exhausted all the municipal remedies open to them under British law ; the provisions of Articles 12 to 15 of the Covenant did not preclude the question from being examined by the Council.

The representative of the United Kingdom objected that a Government could not be forced to submit a question to arbitration against its will, in view of the conditions to which its accession to Article 36 of the Statute of the Permanent Court of International Justice had been subordinated. Nor was Article 15 applicable. It was doubtful whether it was desirable for the Council to deal with questions such as that submitted to it by the Finnish Government. It was really a private question between foreign nationals and the Government of the United Kingdom.

At the same session (the sixty-fifth) the Council, on September 19th, 1931, appointed three of its members : the Spanish representative — Rapporteur on this question — assisted by the representatives of Italy and Norway, to elucidate the following point : Was it desirable that the Council should deal with questions such as that submitted to it by the Finnish Government, this preliminary question having been raised by one of the parties concerned during the debate ?

Various memoranda were meanwhile submitted by the parties — in particular, that dated September 17th, 1931 (document C.573.M.231.1931.VII), in which the Government of the United Kingdom replied to the observations submitted by the Finnish representative at the Council's meeting of September 14th ; another dated December 30th, 1931 (document C.1008.M.560.1931.VII), in which the Finnish Government replied to the last-mentioned memorandum, and a fresh memorandum dated January 5th, 1932 (document C.108.M.37.1932.VII), in which the Government of the United Kingdom replied to the last Finnish memorandum — not to mention other documents of the same kind addressed by the parties direct to the Committee appointed by the Council.

This Committee held several meetings under the chairmanship of the Spanish representative in September and October 1931, and in January 1932. After hearing the parties, who were asked to give certain explanations regarding the facts and arguments invoked by them, it drew up a report on the preliminary question submitted to it, which was presented to the Council at its meeting on January 30th, 1932 (sixty-sixth session). The Committee came to the conclusion that it was not necessary when appealing to the Council to rely on any specific article of the Covenant. It examined the articles which might be invoked in this particular case, and considered that the Council was competent to deal with the question under Article 11, paragraph 2, of the Covenant. In view of the British Government's contention with regard to the exhaustion of municipal remedies, it considered that it would be expedient to examine first these two questions :

(a) Have the Finnish shipowners or have they not exhausted the means of recourse placed at their disposal by British law ?

(b) Would the fact that those shipowners had not exhausted the means of recourse in question constitute an obstacle such as to prevent the Finnish Government from claiming compensation from the Government of the United Kingdom ? It was understood that the Council could under any circumstances subsequently make whatever proposal or suggestion it might think fit.

The Committee suggested in its report that the Council might ask for an advisory opinion from the Permanent Court of International Justice if any point relating to these two questions still remained unsettled.

A discussion ensued at the same session of the Council with regard to the application of Article 11 of the Covenant to the case in question, and with regard to other matters raised in the report. The Members of the Committee, other Members of the Council and the representatives of the parties to the dispute took part in the debate. The representative of the United Kingdom promised to communicate the report to his Government for consideration should the Council decide to postpone the study of this question to a later session.

The Council eventually pronounced in favour of such postponement.

Before the opening of the Council's sixty-seventh session (May 1932), the representatives of the two Governments concerned informed the Rapporteur of the direct negotiations which had been undertaken between them with regard to the conclusions reached by the Committee in its report.

By means of an exchange of notes, which have been communicated to the Council, the two parties agreed on the method by which the first two questions arising out of the Finnish claim should be settled.

At its meeting of May 18th, the Council took cognisance of the situation as described to it by its Rapporteur. It joined the latter in congratulating the two parties on the agreement reached.

On their side the, two parties promised to keep the Council informed of any subsequent developments.

#### IV. SEVENTH REPORT OF THE STRAITS COMMISSION ADDRESSED TO THE LEAGUE OF NATIONS IN CONFORMITY WITH ARTICLE 15 OF THE STRAITS CONVENTION SIGNED ON JULY 24TH, 1923.

On March 26th, 1932, the President of the Straits Commission sent to the Secretary-General of the League of Nations a note, accompanied by the report on the Commission's work for 1931. This report consists of three parts : the first deals with the Commission's work in 1931,

the second contains information regarding the present conditions for the passage of vessels and aircraft through the Straits and the third consists of documentary annexes.

The first part of the report contains information regarding the general working of the Commission and its budget. The report also gives the composition of the strongest fleet in the Black Sea — namely, that of the Union of Soviet Socialist Republics — and information concerning the passage of warships in 1931. It then deals with the health regulations in the Straits and mentions the changes made in the rules of Istanbul port regarding submarine cables, lighthouses, etc.

The second part of the report sets out the rules regarding the passage through the Straits of warships and merchant vessels and military and commercial aircraft. The third part contains practical information in connection with the existing regulations.

At the end of the report, there is a table showing the maritime and commercial traffic in the Straits during 1931. The table shows that such traffic was greater than in previous years.

In conformity with the Council resolution of June 5th, 1928, the Secretary-General has communicated the report of the Straits Commission to the States Members of the League of Nations, to the Powers signatories of the Straits Convention and to the Technical Organisations of the League — *i.e.*, the Health Committee of the League of Nations, the Permanent Committee of the Office international d'Hygiène publique, the Permanent Advisory Commission for Military, Naval and Air Questions, and the Advisory and Technical Committee for Communications and Transit.

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## 7.

### ADMINISTRATIVE QUESTIONS.

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#### I. SAAR TERRITORY.

The Council, during its sessions held in September 1931 and January 1932, dealt with two questions relative to the territory of the Saar — namely, the proposed loan to be issued by the Governing Commission and the appointment of the Chairman and members of the Governing Commission of the Saar Territory.

The Council and Members of the League have been kept informed of the various questions relating to the Saar by the periodical reports of the Governing Commission (published in the *Official Journal* of the League).

#### PROPOSED LOAN.

By a letter dated August 22nd, 1931, the Governing Commission submitted to the Council the question of a long-term loan of a nominal amount of 150 million French francs, with the object of enabling the districts and communes to consolidate their short-term debts.

The Financial Committee, requested by the Council to examine this question in conjunction with the Governing Commission, expressed the opinion that the financial situation of the Saar Territory was sound and that the service of a long-term loan of 150 million French francs should place no undue strain upon the finances of the Governing Commission. In view, however, of the uncertainty of the position after 1935, the Financial Committee suggested that, in order to assist the Governing Commission in its negotiations, the Council should make the following declaration :

“ The Council undertakes to include in the decisions which will have to be taken in conformity with paragraph 39 of the Annex ‘Saar’ to the Treaty of Versailles, the necessary measures to protect the interests of the lenders.”

At its meeting on the same day, the Council adopted a resolution endorsing the conclusions of the Financial Committee's report.

#### APPOINTMENT OF THE CHAIRMAN AND MEMBERS OF THE GOVERNING COMMISSION.

On January 30th, 1932, the Council appointed the five members and the Chairman of the Governing Commission for a period of one year as from April 1st, 1932.

At present the Commission is composed of the following members:

M. D'EHRNROOTH (Finnish) ;  
M. KOSSMANN (Saar) ;  
Mr. KNOX (British), *Chairman* ;  
M. MORIZE (French) ;  
M. ZORICIC (Yugoslav).

By the same resolution, the Council reduced by ten per cent, for the financial year 1932-33, the salaries of the members of the Commission and the Chairman's entertainment allowance as fixed by a resolution of the Council dated December 13<sup>th</sup>, 1928.

#### CHANGES IN THE POSITION OF DOCUMENTS PRESERVED WITH A VIEW TO THE PLEBISCITE OF 1935.

In accordance with the recommendations made by the Provisional Records Commissioner for the Saar Plebiscite in his report of October 31st, 1923, the seven Landräte of the territory and the Bürgermeister of the town of Saarbrück have sent quarterly reports for the period April 1st, 1931, to March 31st, 1932, while the Governing Commission has sent the two half-yearly reports for the year 1931. The local authorities continue to send a special notification of any change in the position of documents as laid down in the provisional Commissioner's recommendations.

#### PETITION FROM PERSONS LIVING IN THE SAAR TERRITORY.

In accordance with the Council resolution of May 17th, 1920, the Governing Commission forwarded to the Council, for information, a petition from the Association of Pensioners and Annuitants of Dillingen.

#### GENERAL QUESTIONS.

In accordance with the arrangement approved by the Council on May 17th, 1920, the Governing Commission sent to the League of Nations its forty-seventh, forty-eighth and forty-ninth periodical reports covering the third and fourth quarters of 1931 and the first quarter of 1932.

Certain questions dealt with in these reports are indicated below :

*Economic and Social Situation.* — The Governing Commission forwards statistics on production, the cost of living and unemployment. Its chief concern has been the unemployment question. The number of unemployed increased from 16,078 on July 1st, 1931, to 20,420 and 28,659 on September 1st and November 1st respectively, and rose in February to 42,394. Over the period July 1930 to March 1931, the number of unemployed increased from 6,335 to 20,435. The Commission at first considered the possibility of undertaking public works to provide work for the unemployed, but the works which it might have been possible to carry out would have required only a very small number of unemployed and that for a very limited time.

The Commission instructed a special committee to consider whether any changes should be made in the present legislation on unemployment.

*Political Situation.* — The Advisory Council and Technical Committee held various meetings during which they expressed views on draft decrees concerning, in particular, social, financial, legal and police matters.

*Police.* — Decrees regarding open-air meetings and the carrying of arms were issued during the course of the year.

*Finance.* — The Governing Commission has had under consideration the issue of the loan of 150 million French francs to which reference has already been made. It has made every effort to achieve a satisfactory result. In continuation of its efforts to cut down expenditure it reduced all salaries and emoluments by five per cent.

*Economic Questions.* — To counter the effects in the Saar of the economic measures taken in Germany in mid-July 1931, the Governing Commission established an exchange office to make advances of French francs on the security of Reichsmarks. At the same time, it approached the German Government with a view to the provision of a sufficiency of the legal currency at the Reichsbank branch in Saarbrück. Following the issue by the German Government of the decree on foreign exchange transactions, the Governing Commission obtained from the German authorities the appointment to Saarbrück of an official from the *Landesfinanzamt* at Cologne with powers to issue permits to the Saar exporters for transmission by the latter to the German importers. Since then no difficulty appears to have arisen in connection with payments for Saar sales to Germany.

*Railways.* — To meet the situation created by the crisis, which has resulted in a substantial fall in railway receipts, the Commission adopted certain measures with a view to increasing passenger and goods traffic and to bringing about a reduction of export charges.

The periodical reports also include information on the following questions: mines administration, air traffic, public works, justice, public relief, education, agriculture, labour and social insurance.

## II. FREE CITY OF DANZIG.

During its sessions in September 1931, January 1932, and May 1932, the Council examined the following questions concerning the Free City of Danzig : amendment to the Constitution ; general situation at Danzig ; access to and anchorage in the port of Danzig for Polish war vessels ; use of the port of Danzig by Poland ; treatment of Polish nationals and other persons of Polish origin or speech at Danzig ; railway questions ; questions of " direct action " in Customs matters.

### AMENDMENT TO THE CONSTITUTION.

Under Article 49 of the Constitution of the Free City of Danzig, amendments to the Constitution can only come into force after they have been communicated to the League of Nations, and after the League has stated that it has no objections to these amendments.

On September 5th, 1931, the High Commissioner of the League of Nations at Danzig transmitted to the Council, with reference to the aforesaid Article of the Constitution, the text of a Bill amending the constitution of the Free City of Danzig. This draft law provided for the reduction of the salaries and pensions of officials and employees on the active list and retired officials and their surviving dependants. At that time, the Bill had only passed the first reading, as the necessary interval between the first and second readings had not yet elapsed ; but the Senate was able to assure the Council that the Bill would pass its second reading with the majority required by the Constitution. As the restoration of the Free City's financial situation brooked no delay, the Council, at its meeting on September 19th, 1931, authorised its President — in the event of the law's passing its second reading without amendment — to inform the Senate of the Free City, through the High Commissioner, that the Council had no objection to the said amendment to the Constitution.

The Bill passed its second reading on October 2nd, 1931.

### SPECIAL REPORT BY THE HIGH COMMISSIONER OF AUGUST 15TH, 1931. — SUPPLEMENTARY REPORT OF AUGUST 20TH, 1931.

At its meeting on May 22nd, 1931, the Council, after examining the situation of Danzig-Polish relations, requested the High Commissioner to submit a further report for its session in September. In compliance with this request, the High Commissioner forwarded to the Council on August 15th, 1931, a special report on the situation, followed by a supplementary report dated August 20th.

In his special report, the High Commissioner stated that, under a law conferring upon it the necessary powers, the Senate had promulgated a certain number of decrees designed to ensure the maintenance of public order in the Free City, which was still disturbed by party strife. The new measures adopted by the Senate imposed considerable restrictions on citizens wearing uniform, as compared with the rights enjoyed by other citizens. These measures had in the event proved effective in maintaining an adequate degree of safety and public order in the territory of the Free City.

The High Commissioner also called the attention of the Council to a dispute which had arisen between Poland and Danzig with regard to the despatch to Danzig territory of detachments of Polish sailors belonging to the crews of Polish warships, and to certain demonstrations organised in the territory of the Free City by parties of both German and Danzig nationals, during which nationalist aspirations for the return of Danzig to the Reich had been expressed more or less forcibly. The High Commissioner further called the attention of the Council to the economic and financial situation of the Free City and to the problem of unemployment and of Polish labour at Danzig.

In his supplementary report, the High Commissioner drew the Council's attention to the unfortunate consequences which might arise out of the fact that the negotiations in progress between Danzig and Poland concerning the matter of the *port d'attache* had not led to an agreement within the prescribed time-limit, after the provisional Agreement of October 8th, 1921, which terminated on July 1st, 1931, had been denounced by the Free City.

In a note dated August 14th, 1931, however, the Senate of the Free City had proposed to Poland to extend the time-limit laid down for the negotiations by one month — i.e., up to September 15th, 1931. It added, however, in the same note, that if the negotiations did not reach any result within that period it would consider any use of the Port of Danzig by Polish warships which was not in strict conformity with the international regulations in force as " direct action " within the meaning of the Council's resolution of March 13th, 1925. The High Commissioner consequently felt that he must request the Council to signify, in the very likely case of the Danzig-Polish negotiations breaking down and of the Senate of the Free City requesting him to declare that " direct action " had been taken, whether the Council considered that such " direct action " had been taken or not.

The Council examined these two reports at its meeting on September 19th, 1931. It adopted the conclusions of the report submitted by the representative of the United Kingdom concerning demonstrations in the territory of the Free City and the question of labour of non-Danzig origin. It decided to ask the Permanent Court of International Justice for an



advisory opinion on the question of access to, and anchorage in, the port of Danzig for Polish war vessels and requested the High Commissioner, pending the Council's final decision on the matter, to draw up provisional regulations, which, however, should in no wise prejudge the final settlement of the question.

The High Commissioner drew up these provisional regulations on September 19th, 1931.

In an opinion pronounced on December 11th, 1931, the Court replied in the negative to the question asked by the Council — viz., do the Treaty of Peace of Versailles, the Danzig-Polish Treaty of November 9th, 1920, and the relevant decisions of the Council of the League of Nations and of the High Commissioner confer upon Poland rights or attributions as regards the access to, or anchorage in, the port and waterways of Danzig of Polish war vessels ?

In a letter to the Council, dated January 25th, 1932, the Polish Minister for Foreign Affairs requested the Council to be good enough to examine — with a view to a final settlement — the questions raised by the preamble to the advisory opinion given by the Court, in order that Polish war vessels and other Polish vessels, other than merchantmen, might be accorded harbour facilities and that their nautical requirements might be ensured. In a letter to the Council dated January 28th, 1932, the President of the Danzig Senate observed that the opinion of the Court had finally cleared up the legal position and declared that, in order to give further evidence of its goodwill, the Danzig Government was willing to prolong until April 1st, 1932, the validity of the provisional regulations issued by the High Commissioner on September 19th, 1931. This would enable the Polish Government to state, before March 1st, its wishes regarding the special facilities appropriate to local circumstances, which the Danzig Government had repeatedly expressed its willingness to grant to Polish warships.

On January 29th, 1932, the Council adopted the Advisory Opinion given by the Permanent Court of International Justice and requested the Secretary-General to communicate the text of that opinion to the High Commissioner, in reply to the question raised in his supplementary report of August 20th, 1931. The Council further considered that, in view of the fact that the legal points had been cleared up by the opinion of the Court, the practical questions raised in the Polish Government's note of January 25th, 1932, should be settled directly between the parties ; it noted with satisfaction the statements made on that matter by the parties and declared that the question would thus be finally settled.

#### USE OF THE PORT OF DANZIG BY POLAND.

On the basis of the legal opinion given on April 16th, 1931, by the Committee of Jurists appointed *ad hoc*, the High Commissioner, on October 26th, 1931, gave his decision on the question of the use of the port of Danzig by Poland, a question which had been submitted to him by a request from the Danzig Senate of May 9th, 1930. This request was based on point 7 of General Haking's decision of August 15th, 1921.

As the Government of the Free City and the Polish Government had lodged appeals from that decision, the Council examined the matter at its meeting on January 29th, 1932.

The Council decided to request the above-mentioned Committee of Jurists to be good enough to examine the fresh legal questions raised in the appeals from the High Commissioner's decision, leaving the Committee fully at liberty to reconsider, in the light of the High Commissioner's decision and of the arguments submitted by the parties in their appeals, the conclusions of the opinion submitted to the High Commissioner on April 16th, 1931.

The Committee had consisted, in 1931, of the following members : M. Hostie (Belgian), M. Raestad (Norwegian) and Sir John Fischer Williams (British). As the latter did not see his way to accept the invitation to sit on the Committee, the Rapporteur appointed Professor J. L. Brierly (British) in his place. The Committee met at Geneva from April 1st to 8th, 1932, under the chairmanship of M. Raestad. It proceeded to a further hearing of the parties and, after examining afresh the substance of the question, it gave its decision on April 8th.

At its meeting of May 10th, 1932, the Council, on the basis of this opinion, changed several points of the High Commissioner's decision in conformity with the conclusions formulated by the jurists. It decided to suspend judgment on one point and to refer it back to the High Commissioner, asking him to request the parties to supplement their statements, where necessary, and to formulate detailed conclusions with a view to a decision being taken on the question whether the Polish Government is, in fact, making full use of the port of Danzig, in conformity with Point VII of the Decision of August 15th, 1921, and, if not, how and to what extent.

#### TREATMENT OF POLISH NATIONALS AND OTHER PERSONS OF POLISH ORIGIN OR SPEECH AT DANZIG.

On February 4th, 1932, the Permanent Court of International Justice, by nine votes to four, gave the opinion on this question which the Council, by its resolution of May 22nd, 1931, had solicited for the use of the High Commissioner of the League of Nations at Danzig. The Council took note of the text of the opinion at its meeting on February 6th, 1932, and instructed the Secretary-General to communicate it to the High Commissioner.

#### RAILWAY QUESTIONS.

On the basis of an opinion given by the Permanent Legal Committee of the Advisory Committee for Communications and Transit, the High Commissioner on January 12th, 14th

and 15th, 1932, gave his decisions on the three railway questions submitted to him by a request from the Senate of the Free City. These three decisions relate to the question of the Polish Railway Direction at Danzig; the question of the status of the personnel of Danzig nationality in the service of the Polish Railway Administration and the competence of the Danzig delegate to that Administration; and, finally, the question as to what must be understood by the "supervising authority" (Aufsichtsbehörde) within the meaning of the Danzig Railway Transport Laws.

The Polish Government lodged an appeal from the decision on the status of the Danzig personnel in the service of the Polish Railway Administration. The Danzig Senate lodged an appeal from the decisions concerning the question of the supervising authority and the Polish Railway Direction.

The Council examined these questions, submitted to it by way of appeal, at its meeting on May 10th, 1932. It confirmed the High Commissioner's decisions.

#### QUESTIONS OF "DIRECT ACTION" IN CUSTOMS MATTERS.

On March 29th, 1932, the High Commissioner gave a provisional decision as to whether there had been "direct action" within the meaning of the report approved by the Council on March 13th, 1925. On April 13th, he addressed to the Council a special report containing a detailed statement of the circumstances which had led him to give that decision.

Occasion for that decision arose during the proceedings regarding a request for a decision submitted by the Polish Government on September 15th, 1931. In that request Poland had asked, among other things, that it should be found that "*l'octroi arbitraire de permis touchant le trafic passif pour des buts de finissage*" on the part of the Danzig Customs authorities constituted a breach of treaty provisions.

The Polish Ministry of Finance, however, without awaiting the High Commissioner's decision, by a letter dated October 30th, 1931, instructed the Danzig Customs administration to put a stop within a specified time-limit to the "passive" finishing trade, which was not approved of by the Ministry.

As the Customs administration did not comply with that instruction, the Polish Ministry of Finance then published in the *Monitor Polski* a decree by which the consignees in Poland of goods coming under any one of the fifteen classes of goods enumerated therein would be required to submit proof of the regular Customs clearance of each consignment; the object was to prevent goods coming from the finishing trade at Danzig, and regarded by the Finance Ministry, as illicit, from entering Poland.

On January 29th, the Government of the Free City requested the High Commissioner to pronounce this decree as constituting "direct action" on the part of Poland as against Danzig and to decide that the Polish Government must withdraw it.

On the basis of an opinion given by a neutral expert, who had been appointed by him with a view to studying, with the help of the parties' experts, the request of September 15th, the High Commissioner took a provisional decision to the effect that the Finance Ministry's decree constituted "direct action".

On April 24th, the Senate of the Free City submitted to the High Commissioner a further request for a finding that Poland had, in two ways, taken "direct action": by failing to comply with the High Commissioner's decision of March 29th, 1932 (the Senate being of opinion that the *communiqué* which had appeared in the *Monitor Polski* of April 12th did not constitute a measure in execution of the High Commissioner's decision), and by the promulgation on April 21st, 1932, of the Fiscal Penalties Law, dated March 18th, 1932.

Since, under the terms of the report of March 13th, 1925, the Council had decided, in principle, that it alone was competent to pronounce on "direct action" and that such competence is only provisionally and in urgent cases vested in the High Commissioner, the latter, in view of the proximity of the Council session, communicated that request to the Council in a letter dated May 1st, 1932. On May 8th, 1932, the Polish Government lodged an appeal against the High Commissioner's provisional decision, and, by a letter dated May 9th, presented its observations on the Danzig request of April 24th.

The Council examined the question at a meeting on May 10th and empowered its Rapporteur to consult jurists in order that he might form or strengthen his own opinion on the basis of their finding.

At a meeting of May 19th, the Council again examined the question. After hearing a statement by the Rapporteur, it affirmed, in conformity with its decision of March 13th, 1925, that a provisional decision of the High Commissioner as regards "direct action" became immediately executory in letter and in spirit. The Council noted that, in the general interest, it was highly important that a settlement should be reached as soon as possible of the concrete questions in connection with which the question of "direct action", forming the subject of the High Commissioner's decision of March 29th, 1932, and of the request of the Free City dated April 24th, 1932, have arisen. It further requested the High Commissioner to give as soon as possible, with the help of experts, his decisions on the requests submitted by the parties.

Poland declared that it withdrew the appeal it had lodged on May 8th against the High Commissioner's decision of March 29th, 1932, and it was agreed, pending the final settlement of the questions submitted to the High Commissioner in the request of September 15th, 1931, that the provisions of Article 133, paragraph 2, of the Polish Fiscal Penalties of March 18th, 1932, would not be applied in such a way as to prejudice the solution of questions concerning the passive finishing trade and the warehousing traffic which formed the object of the above-mentioned request of September 15th, 1931.

#### PARTICIPATION OF DANZIG IN INTERNATIONAL TREATIES AND AGREEMENTS.

In accordance with the procedure adopted by the Council on September 6th, 1929, in regard to the High Commissioner's right of veto on treaties applying to Danzig, the Council was informed by the High Commissioner of the accession of the Free City to the following Conventions :

*Declaration of Recognition of the Right to a Flag of States having no Sea Coast*, of April 20th, 1921 ;

*Arrangement concerning the Reciprocal Recognition of the Tonnage Measurement of Ships*, signed at Lisbon on August 27th, 1930 ;

*Agreement concerning Maritime Signals and Agreement concerning Manned Lightships not on their Stations*, signed at Lisbon on October 23rd, 1930 ;

*International Load-Line Convention*, signed at London on July 5th, 1930 ;

*International Convention for the Unification of Certain Rules concerning Immunities of Government Vessels*, signed at Brussels on April 10th, 1926.

The High Commissioner stated that, in his opinion, there was no occasion, in the above-mentioned cases, to exercise the right of veto provided for by Article 6 of the Danzig-Polish Convention of November 9th, 1920. Moreover, no member of the Council had asked, within the time-limit required by the procedure, for the inclusion of these questions on the Council's agenda.

#### III. GRECO-BULGARIAN INTER-MIGRATION COMMISSION.

##### MOLLOFF-CAPHANDARIS AGREEMENT.

At its meeting on September 7th, 1931, the Council considered the question submitted by the Bulgarian Government as to whether Greece's obligations under the Molloff-Caphandaris Agreement were inter-governmental debts which should, as such, be suspended under President Hoover's proposal, as Greece maintained, or whether the Greek debt under the said Agreement was a debt due to private persons and could therefore be set off against Bulgarian reparations.

At its meeting on September 19th, the Council decided to request the Permanent Court of International Justice to consider, from the legal point of view, whether there was, in fact, a dispute between Greece and Bulgaria under Article 8 of the Molloff-Caphandaris Agreement and, if so, to give an advisory opinion on the nature of the pecuniary obligations arising out of the said Agreement.

The Council invited the two Governments to confer with a view to reaching an agreement on a practical basis for the current year, all questions of law being reserved. Further, it noted the declarations of the two Governments with regard to their mutual desire to effect a general settlement of the other difficulties subsisting between them.

In their letters of November 14th and November 23rd, 1931, respectively, the Greek and Bulgarian Governments informed the League of Nations of the Arrangement concluded between them at Athens on November 11th, 1931, concerning the application of the Hoover proposal to Bulgarian reparations and the execution of the Molloff-Caphandaris Agreement during the year July 1st, 1931, to June 30th, 1932.

On March 8th, 1932, the Permanent Court of International Justice expressed the opinion that in the case at issue there was no dispute between Greece and Bulgaria within the meaning of Article 8 of the Molloff-Caphandaris Agreement of December 9th, 1927. At its meeting on May 10th, 1932, the Council noted the Court's opinion and expressed the hope that the negotiations undertaken with a view to a general settlement of the difficulties subsisting between the two Governments might before long reach a satisfactory conclusion.

##### TRANSFER OF THE FUNCTIONS OF THE MIXED COMMISSION.

In their letter of July 7th, 1931, the neutral members of the Greco-Bulgarian Mixed Commission requested the Secretary-General to submit to the Council, in application of Article 7 of the Molloff-Caphandaris Agreement of December 9th, 1927, a proposal that the functions conferred upon the Mixed Commission under this Agreement should be transferred to such other person or body as might be selected for the purpose by the Council of the League.

In accordance with an opinion expressed, at its request, by the Financial Committee, the Council decided at its meeting on September 19th, 1931, to transfer to the Financial Committee the functions until then devolving upon the Mixed Commission under the Agreement of December 9th, 1927, on the understanding that the Financial Committee might appoint certain of its members to act in its name during the intervals between its sessions.

##### TERMINATION OF THE WORK OF THE MIXED COMMISSION.

In a letter dated December 23rd, 1931, the President of the Mixed Commission informed the Council that the Commission would definitely terminate its work on January 31st, 1932. The report on the Commission's work, submitted by the neutral members to the two Governments,

has also been communicated to the Council and to the Members of the League of Nations. It appears from the report that about 100,000 Bulgarians from Macedonia and Thrace, on the one hand, and about 50,000 Greeks from Bulgaria, on the other, have benefited under the Convention.

At its meeting on January 28th, 1932, the Council congratulated the Bulgarian and Greek Governments and also the Mixed Commission and, in particular, the neutral members nominated by the Council on the successful completion of the work with which the Mixed Commission was entrusted under the Emigration Convention of November 27th, 1919.

#### IV. MIXED COMMISSION FOR THE EXCHANGE OF GREEK AND TURKISH POPULATIONS.

In a letter dated December 29th, 1931, M. Manuel Rivas Vicuna, a member of the Greco-Turkish Mixed Commission, informed the Secretary-General that, having been appointed Chilean Ambassador at Lima, he was obliged to resign his office on the Mixed Commission in January 1932.

### 8.

#### PROTECTION OF MINORITIES.

##### I. GENERAL REMARKS.

In a general way, it may be said that, during the period covered by the present report, the work of the League of Nations in connection with the protection of minorities consisted, as in the past, in the examination by the Council of the questions appearing on its agenda and also in the examination by Minorities Committees of various petitions, in conformity with the usual procedure.

Since the last session of the Assembly, the Council has examined a number of questions which had previously been submitted to it, and which have already been mentioned in the report on the work of the League since the eleventh session :<sup>1</sup> the position of the German minority in the Voivodies of Silesia, Poznań and Pomorze (Poland) ; the non-admission to the minority schools of the Voivodie of Silesia (Poland), for the school year 1929-30, of sixty children formerly examined by the educational expert, M. Maurer ; petitions from the Prince of Pless concerning the situation of his father's property in the Voivodie of Silesia (Poland) ; and, finally, petitions from the descendants of members of the former Szekler (Hungarian) Frontier Guard Regiment concerning measures taken by the Roumanian authorities in regard to their property.

The Council has, moreover, been asked to deal with two new questions placed on its agenda since the last session of the Assembly : one concerning the position of the Ukrainian minority in Poland, brought to the Council's notice by the representatives of the United Kingdom, Italy and Norway, members of the Minorities Committee which had examined the question in accordance with the procedure in force ; the other relating to the application of agrarian reform in Poland, brought before the Council by the German representative.

The procedure followed in dealing with minorities' petitions, as set forth in the supplementary report of the Secretary-General to the Assembly in 1925, completed by the supplementary report to the Assembly in 1929, has been regularly applied during the period covered by the present report. Minorities Committees met, not only during the ordinary sessions of the Council, but between sessions, both in Paris in November 1931, during the special session of the Council dealing with the Sino-Japanese question, and at Geneva at the time of the special Assembly and during the meetings of the Conference for the Limitation and Reduction of Armaments. Whenever the examination of a petition was completed without the members of the Committee concerned asking that it should be included in the agenda of the Council, they have informed the other members of the Council by letter of the result of the examination. In a number of cases, the result has been made public in accordance with the resolution of June 13th, 1929, paragraph 5, with the consent of the Government concerned, by the publication of these letters in the *Official Journal* of the League.

In one case, the Committee, with the agreement of the Government concerned, issued to the Press, in the course of its examination, a *communiqué* on its work. That procedure gave rise to express reservations on the part of certain Governments which have signed minority undertakings. At the request of those Governments, the Secretary-General circulated to the Council Members, for information, the correspondence on that subject.

<sup>1</sup> See document A.6.1931, pages 75 *et seq.*

## II. PROTECTION OF MINORITIES IN POLAND.

### 1. POSITION OF THE GERMAN MINORITY IN THE VOIVODIES OF SILESIA, POZNAN, AND POMORZE.

This question, which had been submitted to the Council by the German Government and — as regards the situation in the Voivodie of Silesia — by the "Deutscher Volksbund", was examined by the Council during its sessions of January and May, 1931.<sup>1</sup>

At its meeting on September 19th, 1931, the Council adopted the report of the Japanese representative and declared its examination of this question closed. The Rapporteur stated that, after carefully studying all the material, he had come to the following conclusion: the Council's task was to ensure a regime of normal relations in the future between the Polish authorities and the German minority in the Voivodies of Silesia, Poznan, and Pomorze. He added that, in the course of conversations with the Polish representative, the latter had assured him that his Government would make every effort to give the minority the feeling of confidence without which it would be impossible to establish that co-operation between the minority and the State which, according to the treaties and the resolutions of the League Assembly and Council, was a duty equally urgent for both the State and the minority concerned.

This method, the Rapporteur considered, would tend towards the result contemplated by Mr. Henderson, when, as President of the Council, he appealed, on January 24th, 1931, to the majority to realise that the suppression of the rights of the minority was not in accordance with its interests, and to the minority to realise that it was in its true interest to co-operate loyally with the Government of the country in which it lived.

### 2. PETITIONS CONCERNING THE POSITION OF THE UKRAINIAN MINORITY IN POLAND.

This question was first brought before the Council in September 1931 by the British, Italian and Norwegian representatives, members of the Minorities Committee which, in conformity with the existing procedure, had examined a number of petitions on the subject from the Union of Democratic Control (London), Ukrainian deputies and senators in Poland, Mme. Rudnicka and M. Jaworski, the "Ukrainian National Council" of Prague, the Ukrainian colony at Homécourt, and Dr. Paneyko, Paris.

As it was impossible for him to submit a report on the question to the Council before the end of the September session, the Rapporteur requested the Council to adjourn the question until its session of January 1932. At that session, the Japanese representative submitted a report<sup>2</sup> in which he presented what he considered the essential points, grouped systematically, which the Council would have to take into consideration if it were to arrive at a solution.

Some of the petitions related chiefly to events which took place in the Voivodies of Lwów, Stanislawów and Tarnopol during the summer and autumn of 1930. The Ukrainian population was alleged to have been treated at that time by the Polish authorities in a manner contrary to the provisions of the Polish Minorities Treaty concerning the protection of life and liberty, and equality of treatment in law and in fact between majority and minority. It was stated that on the pretext of repressing certain disturbances in the Ukrainian villages the Polish Government had instituted a regime of violence and tyranny in those Voivodies.

Other petitions dealt respectively with the case of the closing of the Ukrainian Gymnasium at Rohatyn, which was accused of having taken part in acts of terrorism and sabotage, with the treatment to which former Ukrainian deputies were alleged to have been subjected in prison, with school questions, with the exercise of electoral rights, and with the distribution of land. The documentation submitted to the Council also contained the Polish Government's observations on each petition, together with a memorandum including information regarding the political, economic and cultural life of the Ukrainian minority, and more particularly the Ukrainian co-operative movement before and after the war.

On the strength of the documentation which had been submitted to him, the Rapporteur proposed that the Council should confirm and endorse the Polish Government's contention as regards the danger of allowing the system for the protection of minorities by the League of Nations to be utilised for the purpose of malicious propaganda against a State by means of false and misleading allegations. He stated that not all the documents which he had been able to consult were above suspicion from this point of view.

At the same time, the detailed particulars communicated by the Polish Government with regard to the general situation of the Ukrainian minority "seemed to the Rapporteur to dispose of the idea that the Polish Government had any intention of pursuing a systematic policy of oppression and violence towards the Ukrainian minority". This consideration seemed to the Rapporteur of particular importance, because it made it possible to appreciate the true value to be attributed to the concrete facts before the Council.

In the Rapporteur's view, an examination of the documents submitted to the Council showed that a terrorist and revolutionary campaign had been initiated in the territory of Eastern Galicia, notably during the summer of 1930, by certain Ukrainian nationalist organisations. The Council would, he thought, no doubt wish to express its explicit and formal condemnation

<sup>1</sup> Summarised in the report on the work of the League since the last session of the Assembly, document A.6.1931, pages 75 and 76.

<sup>2</sup> See *Official Journal*, March 1932 (Part II), page 513 and following.

of any endeavour, whatever its origin, to ensure respect for the rights of a minority population by violence and terror. As regards the numerous facts dealt with in the different petitions, it was impossible not to remark signs of a situation which, although temporary, was certainly not in keeping with the guarantees which it was desired to set up in favour of minorities by instituting a system of protection by the League.

The origins of such a situation, the Rapporteur added, could not justify, on the part of the authorities, conduct such as that revealed in the information before the Council. Realising its responsibility and anxious to protect effectively its true interests, the Polish Government itself had duly taken disciplinary action to prevent the renewal of such events.

The Rapporteur, however, regretted that the Polish Government had not felt able to grant compensation to the innocent elements of the population which had been victims of abuses. He expressed the hope that the Polish Government would maintain its line of conduct with the necessary tenacity, and that the policy of conciliation which it proposed would arouse among the population concerned and its authorised representatives a comprehension inspired by a sincere spirit of loyalty, that being an essential condition if this policy were to bear the anticipated fruit.

The presentation of the report was followed by statements by several members of the Council. The representative of the Irish Free State expressed his gratification at the prospect of an improvement in the situation. He regretted at the same time that the report had not been circulated to the members of the Council earlier.

Speaking as Chairman of the Committee which had enquired into the matter, the representative of the United Kingdom drew the attention of the Council to the interest which the question had excited in his own country. Some of the facts mentioned in the report seemed to him regrettable, and he deplored the fact that the Polish Government had been unable to grant compensation to the innocent members of the population who had been the victims of abuses. He was very glad, however, that the Polish Government had taken disciplinary measures against the guilty persons, and hoped that it would reconsider the question and see whether something could not be done to help the sufferers. He also hoped that the Polish Government would energetically proceed with measures of reconciliation and appeasement which would lead to the disappearance of the difficulties. In conclusion he referred to two petitions mentioned in the report relating to allegations of ill-treatment in prisons. He expressed his regret that these matters could not be investigated.

The Norwegian representative realised the complexity of the problem, together with the difficulties with which the Polish Government was faced. It was essential, he said, that the majority and the minority should gradually be reconciled, and he believed that, if this were to be brought about, the Polish Government would have to pursue with energy and perseverance the policy to which, according to the statements in the report, it proposed to adhere. Finally, the Norwegian representative shared the regrets of the Rapporteur and the British representative that it had not been considered possible to compensate the victims.

The German representative drew attention to the interest taken by the public in this matter; it would no doubt carefully examine the report before the Council. He associated himself with the expectations concerning the future protection of the minorities to which the members of the Council had given expression.

The Polish representative accepted the report submitted by the Japanese representative. Replying to the British representative, he hoped that the latter would not confine himself to a thorough study of the report, but would look further and give a thought to the general situation resulting from the irresponsible activities of terrorist sections of the population. As representative of an Empire whose possessions were scattered all over the globe, the British representative was better qualified than anybody to appreciate how painful and urgent might sometimes be the duties of a Government anxious to defend the interests committed to its care.

In regard to the possibility of drafting a new report on certain conditions existing in Poland, the Rapporteur pointed out that the conclusions of the report before the Council had been drawn from material supplied by the Polish Government, and he failed to see what purpose a new report could serve. He thought that the matter should be allowed to rest where it was.

The conclusions of the report were adopted.

### 3. APPLICATION OF AGRARIAN REFORM IN POLAND.

By a letter of January 19th, 1932, the German Government called the attention of the Council to the question of the application of agrarian reform in Poland, which formed the subject of a petition submitted to the League of Nations by M. Graebe, Deputy to the Polish Sejm, on September 1st, 1931. On January 4th, 1932, this petition, together with the observations of the Polish Government upon it, were communicated to the Members of the Council for information, in accordance with the procedure applicable to minorities petitions.

The Council, at its meeting of January 30th, decided, on the proposal of its Rapporteur, the Japanese representative, to postpone the examination of this question until its May session, as, owing to the short time which had elapsed since its inclusion in the agenda, he had not been able to go thoroughly into the matter.

In the meantime, on May 9th, two supplementary petitions from M. Graebe dated January 15th and February 8th, 1932, respectively, together with the Polish Government's

observations, and on May 20th a letter from the German Government on the same question dated May 19th, were communicated to the Council.

At its meeting on May 21st, the Council took cognisance of the report on this matter by the representative of Japan. The Rapporteur first drew the Council's attention to the fact that the question before it was essentially the same as that which had been examined in 1930 and 1931 by a Minorities Committee composed of the representatives of Persia, Italy and the United Kingdom. The results of this examination, which dealt with the very full documentary material also furnished by M. Graebe, were communicated in the letter sent by that Committee to the Secretary-General on May 23rd, 1931.

In view of the information contained in the various documents submitted to the Council, the question arose in the Rapporteur's mind, "first, whether there is any occasion to modify in any respect the conclusions which the Minorities Committee, in noting the explanations furnished by the Polish Government, thought possible to draw from them — conclusions which appear in the Committee's letter of May 23rd, 1931 — and, secondly, whether the application of the agrarian reform since that date has been in conformity with these conclusions".

The Rapporteur accordingly proposed that the Council request the representatives of Italy and of the United Kingdom to collaborate with him in the preparation of the report to be submitted to the Council at its session in September 1932. The Committee which would thus be set up would be entitled to consult experts, if it so desired, and to ask the Polish Government for all the information and particulars considered necessary.

Several members then expressed their views on the matter.

The representative of Germany said that the application to the German minority in Poznan and Pommerelia of the agrarian reform and of the right of pre-emption had for a long time past been watched by his Government with the greatest anxiety. The decision of the Minorities Committee contained in its letter of May 23rd, 1931 — certain passages of which were read by the German representative — had given great satisfaction to the German Government. The latter had felt there was reason to hope that the Committee's findings would put an end to the serious disadvantages which the minority had suffered. In the German Government's opinion, the decisions of the Minorities Committee should in practice have exempted the estates belonging to the German minority from agrarian reform until the existing disproportion noted by the Committee between the share in that reform taken by owners belonging to the German minority and that taken by owners belonging to the Polish majority had disappeared. During the past twelve months, the German representative added, the situation had developed in such a way as to justify the apprehension that the practice of the Polish authorities was not in harmony with the spirit of the Committee's decision. He therefore expressed the hope that the procedure proposed in the report submitted to the Council would put an end to any divergencies of opinion as to the practical effect of the decision of the Minorities Committee.

While he accepted the report, he was sure that the Rapporteur and the other members of the Council would agree with him that, until the Council had finally settled the matter at its next session, the situation of the German minority ought not to be allowed to become worse, and that the Committee would not lose sight of the risks involved if it were faced with a *fait accompli*.

The representative of Poland also said that he was prepared to accept the report, but desired to make a few remarks concerning procedure. He pointed out that the first of M. Graebe's petitions which had been laid before the Council had, in accordance with the procedure generally applied, already been submitted for examination to a Minorities Committee consisting of the representatives of France, Italy and the United Kingdom. If the two latter supplementary petitions had not been dealt with in the same way, it was because the German Government had, in its note dated January 19th, 1932, asked for the question of the application of the agrarian reform to be placed on the Council agenda. He did not challenge the formal right of any Member of the Council to take action under Article 12 of the Minorities Treaty, nor did he wish to revert to the doubts he had expressed on many previous occasions as to the advantages which had been anticipated from the minority procedure instituted outside the treaties. He nevertheless thought that he was correctly interpreting the guiding idea which had presided over the establishment of that procedure, when he said that its aim had been to eliminate as far as possible direct intervention by individual Members of the Council and so to make it possible for minority questions to be examined wholly apart from any political considerations.

In his opinion, the parallel and simultaneous application of two procedures, as in the present case, was at variance with the spirit of the resolutions adopted by the Council on various occasions in connection with minority procedure, and the result in the present case had been unexpectedly to arrest the procedure already initiated and, consequently, to hold up the consideration of the petitions. That aspect of the problem deserved, in his view, the Council's most serious attention, and he did not doubt that it would be found necessary to revert to it in due course.

Lastly, he asserted that the representative of Germany had deliberately infringed the procedure in force by quoting the text of the letter from the Minorities Committee dated May 23rd, 1931, the publication of which was contingent, under the resolution adopted by the Council at Madrid, on the consent of the Government concerned. He expressly reserved his Government's right to deduce from this fact all the consequences it might think necessary.

The representative of Yugoslavia associated himself with the observations made by the Polish representative concerning the existence of two parallel and simultaneous procedures, and further with the doubt he had expressed as to the advantages of a minorities procedure instituted outside the treaties.

The representative of France, while recognising that the action taken with a view to bringing the matter before the Council had been taken quite legally, agreed that the repeated interruption of the procedure before the Minorities Committee in the conditions mentioned by the Polish representative might result in the combination of two procedures; he was inclined to think that a choice should be made between them and that in due course the point should be discussed, either in the Council or in some other body — for instance, the Sixth Committee of the Assembly — in the event of that Committee finding it necessary, following the precedents of the last few years, to resume the discussion of minorities questions next September.

In reply to the Polish representative, the German representative emphasised the right and duty of every Member of the Council to bring to its notice any violation or threatened violation of a minority right, even when the minority in question had already brought a complaint before a Committee of Three. He added that he wished to protest energetically against the Polish representative's observation that to quote a letter addressed by the Committee of Three to the Secretary-General of the League was a deliberate infringement of the established procedure. As soon as a minority complaint, after having been brought before a Committee, was submitted to the Council itself by one of its Members, the Council should be in a position to form a complete idea of the situation. Among the data necessary for this purpose might be documentation prepared during the examination of the complaint — that was to say, the letter by which the Minorities Committee had concluded its examination of the question. As the Council's discussions were public, he was of opinion that it was inevitable that any documents which hitherto had not been accessible to the public should then become so.

The representative of Poland said that he maintained all the reservations he had made and, above all, that relating to publicity. It seemed to him absolutely contrary to logic that a document which could only be published with a Government's consent, but which had been circulated to all the Members of the Council for their information, could be read in public at any moment by any member of the Council. He wished to reserve his Government's right to raise the question of procedure at a subsequent meeting of the Council, when the latter thought fit to resume the examination of that question.

Lastly, the representative of Norway, while stressing the importance of the question of procedure, reserved his Government's opinion if, in accordance with the French representative's suggestions, the question were referred to the Sixth Committee of the Assembly.

### III. PROTECTION OF MINORITIES IN UPPER SILESIA.

#### 1. APPEAL OF THE "DEUTSCHER VOLKSBUND" OF JUNE 5TH, 1930, CONCERNING THE NON-ADMISSION TO THE MINORITY SCHOOLS, FOR THE SCHOOL YEAR 1929-30, OF SIXTY CHILDREN FORMERLY EXAMINED BY THE EDUCATIONAL EXPERT, M. MAURER.

At its meeting of September 19th, 1931, the Council adopted the report on this question which had already been submitted to it by its Rapporteur during the session of May 1931.<sup>1</sup> The Permanent Court of International Justice had, on May 15th, given an advisory opinion on this question, but the examination of that opinion had been postponed at the request of the Polish representative.

The Polish representative on the Council stated that his Government, in conformity with the Court's opinion, had already intimated to the parents of the children mentioned in the petition that they would be admitted to the minority schools without further formality. As regards the admission to minority schools of children who did not speak the minority language, the Polish representative reserved his right to revert to this point if necessary.

The German representative expressed his satisfaction that a final settlement had at last been found for a question which had been before the international authorities for years, and which was very important to many members of the German minority in Polish Upper Silesia. He hoped that the Court's opinion would lead to the cancellation of all penal measures taken against those responsible for the education of children for not having sent the children to Polish schools.

The Polish representative said that he could make no definite statement in that connection.

#### 2. APPEAL, DATED JANUARY 15TH, 1932, UNDER ARTICLE 149 AND FOLLOWING ARTICLES OF THE CONVENTION OF MAY 15TH, 1922, RELATING TO UPPER SILESIA, FROM M. JOHANN MOKROS, CONCERNING HIS PERSONAL SITUATION.

This matter — which had previously formed the subject of a petition addressed to the Council by M. Mokros on December 3rd, 1929, under Article 147 of the German-Polish Convention dated May 15th, 1922<sup>2</sup> — was submitted to the Council by a letter from the Polish delegation accredited to the League, dated March 12th, 1932. This delegation also transmitted, in accordance with Article 157 of the above Convention, an appeal to the League Council from M. Mokros concerning his dismissal from the post of meat inspector.

<sup>1</sup> See *Official Journal*, December 1931, page 2263.

<sup>2</sup> See *Official Journal*, June 1930, page 496.



On the Rapporteur's proposal, the Council, at its meeting on May 18th, approved the opinion expressed by the President of the Mixed Commission on May 30th, 1931, to the effect that M. Mokros' request should be refused, the allegation of differential treatment not having been proved. The examination of this matter was declared closed.

3. PETITION OF MADAME FRANZISKA SENKALLA, DATED JANUARY 4TH, 1932.

On its Rapporteur's proposal, the Council, on May 18th, 1932, decided to close the examination of this question. The documents submitted to it showed that the question raised in the petition did not come under Part III of the Convention of May 15th, 1922, relating to Upper Silesia, and therefore the Council could not deal with it.

4. PETITION, DATED NOVEMBER 10TH, 1931, FROM THE ASSOCIATION OF POLES IN GERMANY, SECTION I, OF OPPELN, CONCERNING THE SITUATION OF THE POLISH MINORITY IN GERMAN UPPER SILESIA.

On the Secretary-General's proposal, the Council decided, at its meeting on May 18th, to adjourn this question until its next session. It had not been materially possible to circulate this document and the observations of the German Government upon it in time for considerations at the sixty-seventh session.

A supplementary petition from the same source was transmitted, on April 23rd, for observations to the German Government which, under the Rules of Procedure, has a period of two months in which to draw up its observations.

5. PETITION FROM DR. PRINCE VON PLESS OF JANUARY 7TH, 1931, AND MARCH 29TH, 1932, CONCERNING THE SITUATION OF HIS FATHER'S PROPERTY IN THE VOIVODIE OF SILESIA.

This question was first submitted to the Council at its session of January 1931. The Council postponed its examination on three occasions (sessions of January, May and September 1931), in the hope that direct conversations between the Polish authorities and the petitioner would lead to a friendly solution. The question was summarised in the report submitted by the Japanese representative at the Council meeting of January 30th, 1932.<sup>1</sup>

The Prince of Pless's petition concerned pressure alleged to have been exercised by the Polish authorities with a view to the ultimate polonisation of his father's undertakings in the Voivodie of Silesia.

The measures mentioned in the petition as being of a discriminatory nature related to (1) the curtailment of the share of the Pless mines in the coal deliveries for the State railways, and (2) the fiscal measures alleged to have been taken against the Pless Management.

Information and explanations on these two points were repeatedly supplied both by the petitioner and by the Polish Government. On the basis of this information and these explanations, the Rapporteur stated that, as regarded the coal quota, the reduction by 2,000 tons per month of which the petitioner complained represented only two-ninths of the daily output of the mines belonging to the Prince of Pless, amounting up to the time of the reduction to 9,000 tons, and therefore obviously could not seriously affect the economic stability of the Prince's undertakings. Moreover, according to the Polish Government, the coal orders of the State had been reduced in April 1930 for all the Silesian firms.

As regards fiscal measures, the Rapporteur said that it was clear from the explanations contained in the Polish Government's last note that the annulment of the decisions of the Commission of Appeal, to which the Polish Government had referred in a previous communication, must be regarded as implying the complete and final annulment of all the measures taken by the Finance Administration in connection with the fixing of the taxes of the Pless Management.

The Rapporteur expressed the view that this measure, as explained in the last Polish note, and the information concerning coal deliveries, were to be regarded by the Council as a satisfactory settlement of the case, and proposed that the Council should declare its examination closed. This proposal was adopted by the Council.

When accepting the report, the German representative reserved the right to revert, if necessary, to the question of the compatibility of the Assessment Commission's decisions with the provisions relating to the protection of minorities, and requested the Council to take note of his reservation. The Polish representative also accepted the report. In regard to the German representative's reservation, he referred to the terms of the report itself.

A further petition from the Prince of Pless, dated March 29th, 1932, concerning this same question, was communicated to the Council, and at the same time to the Polish Government. The Secretary-General decided in this case to apply the urgent procedure.

At the Council meeting on May 18th, the representative of Japan, Rapporteur, informed the Council that, in a letter dated May 17th, 1932, the German representative had notified the

<sup>1</sup> See *Official Journal*, March 1932 (Part II), page 510.

Secretary-General that his Government would submit to the Permanent Court of International Justice for a decision, in virtue of Article 72, paragraph 3, of the Geneva Convention of May 15th, 1922, the question regarding the petitions from the Prince of Pless.

In these circumstances the Council, on its Rapporteur's proposal, merely took note of this communication and declared its consideration of this matter closed.

#### IV. PROTECTION OF MINORITIES IN ROUMANIA.

##### PETITIONS FROM REPRESENTATIVES OF THE DESCENDANTS OF THE FORMER SZEKLER (HUNGARIAN) FRONTIER GUARD REGIMENT.

This question had been on the agenda of the Council sessions in May and September 1931,<sup>1</sup> but the latter had decided to defer consideration of the matter to give the Roumanian Government an opportunity of settling the question by direct negotiation with the petitioners. At its meeting on January 28th, 1932, the Council had to examine the case on its merits, for it had been informed by the Roumanian Government that the negotiations with the petitioners had led to no definite result.

According to the petitioners, property which belonged to the descendants of the former Szekler Frontier Guard Regiment had been taken over by the Roumanian Government without the payment of any compensation whatsoever. On the other hand, properties which, according to the petitioners, occupied an identical position, but which belonged to the descendants of two Roumanian Frontier Guard Regiments, were stated to have been maintained in their previous position in virtue either of explicit provisions in the agrarian legislation or of special arrangements made by the Government.

The essential point, in the Rapporteur's view, was whether that action could be regarded as discriminatory treatment in violation of the clause of Article 9 of the Roumanian Minorities Treaty providing for equal treatment.

The Roumanian Government maintained that, from the legal standpoint, there was a fundamental difference between the position of the properties of the former Hungarian regiment and that of the properties of the two Roumanian regiments. The latter properties belong in full ownership to their descendants, whereas the property of the former Hungarian regiment belonged, it was alleged, to the Hungarian Government, the whole population of the Comitatus of Ciuc and, consequently, the descendants of the members of the Hungarian regiment having enjoyed only the usufruct of that property.

The Roumanian Government, moreover, expressed the opinion that the question of the proprietary rights over the property concerned fell within the sole jurisdiction of the Roumanian courts, and that the petitioners were therefore obliged to employ the ordinary legal channels of the country before applying to the League.

The Roumanian Government thus raised a preliminary question of a specifically legal character, regarding which, in the opinion of the Rapporteur, it would have seemed proper, in principle, to ask the Permanent Court of International Justice for an advisory opinion.

In view, however, of certain practical considerations, more particularly the desirability of settling the question as rapidly as possible, the Rapporteur proposed that a Committee of jurists be asked to examine the preliminary question and give the Council an opinion on the subject.

After the representative of the Roumanian Government had agreed to the Rapporteur's proposal, the Norwegian representative declared that he supported the Rapporteur's view that it would have seemed proper, in principle, to ask the Permanent Court of International Justice for an advisory opinion.<sup>2</sup>

At its meeting on May 21st, 1932, the Council resumed the examination of the question, after taking note of the report of the Committee of Jurists, consisting of MM. Matos (Chairman), Basdevant, Goepert, Pédroso, Perné and Pilotti. The Japanese representative, Rapporteur, informed the other members of the Council of the conclusion to which he had come as the result of his conversations with the representative of Roumania — namely, that it would be in the interest of all concerned if a practical solution could be found for the question before the Council. If, he added, the Council would ask the Roumanian Government to enter into negotiations with him with a view to finding such a solution, and if that Government agreed to do so, the Council need not necessarily express an opinion on the conclusions of the report of the Committee of Jurists.

The Japanese representative accordingly proposed that the Council should request its Rapporteur, assisted by the representatives of Norway and the United Kingdom, and the Roumanian Government to enter into these negotiations and should ask the Rapporteur to submit a report on the results at its session in September 1932. The Roumanian Government was also requested to afford the Rapporteur any facilities necessary for acquiring a thorough knowledge of the elements of the question with which the negotiations will be concerned.

The Roumanian representative accepted the resolution and stated that his Government was prepared to enter into the proposed negotiations and to give the Rapporteur the desired facilities.

<sup>1</sup> See the Secretary-General's report to the twelfth session of the Assembly (document A.6.1931), page 80.

<sup>2</sup> See *Official Journal*, March 1932 (Part II), page 493.

After the representative of Norway and the United Kingdom had declared their readiness to accept the invitation to assist the Rapporteur, the German representative made certain remarks with special reference to the report of the Committee of Jurists.

He regretted, in the interest of the prestige and authority of the Council, that the latter was unable forthwith to accept unanimously the jurists' opinion giving a negative reply to the question whether, before petitioning the League, a minority must exhaust all the legal means of redress in its own country. He reminded the Council that, at its session in January 1932, certain of his colleagues had expressed the view that the question raised by the Roumanian Government should be submitted to the Permanent Court of International Justice. Although, he added, no Member of the League was under any legal obligation to accept the opinion of a committee of jurists, he had hoped — and he thought he was expressing the view of other members of the Council as well — that the Roumanian Government would have been willing to accept that opinion for reasons of general League policy.

As regards the proposal to set up a special committee, the German representative had some hesitation in accepting that proposal in view of the manner in which this matter had hitherto developed. He thought, however, he could assent to it, if the proposal were interpreted in the sense that it expressed the hope that, leaving aside all questions of law which might hold up the settlement of the case, it would be possible to reach a solution acceptable to the parties. If that interpretation was correct, and if the committee was guided in its work by a firm resolve to find a solution which would safeguard the interests of the minority in question, and would be acceptable to the Roumanian Government — the latter giving its loyal support — there was ground for hoping that a practical solution would be found for this matter, which had been before the Council for several years.

The representative of Roumania then pointed out that in matters of this kind the Council's principal task was fundamentally to find a practical solution by means of conciliation. He thought that the interpretation given by the German representative in the last part of his statement was correct and that, leaving aside juridical questions, it was necessary to find a practical solution which would be acceptable to the two parties. For its part, the Roumanian Government would, in accordance with the Council's invitation, make every endeavour to promote a settlement of that kind.

Finally, the Council adopted the draft resolution proposed by the Rapporteur.

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## 9.

### MANDATES.

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#### I. GENERAL QUESTIONS.

##### 1. GENERAL CONDITIONS TO BE FULFILLED BEFORE THE MANDATE REGIME CAN BE BROUGHT TO AN END IN RESPECT OF A COUNTRY PLACED UNDER THAT REGIME.

At its meeting on September 4th, 1931, the Council noted the conclusions arrived at by the Permanent Mandates Commission in its report on its twentieth session, regarding the general conditions to be fulfilled before the mandate regime could be brought to an end in respect of a country placed under that regime.<sup>1</sup>

The Council decided that, in view of the responsibilities devolving upon the League of Nations, the degree of maturity of mandated territories which it might in future be proposed to emancipate should be determined in the light of the principles laid down by the Mandates Commission, though only after a searching investigation of each particular case. The Council added in its resolution that it would naturally have to examine with the utmost care all undertakings given by the countries under mandate to the Mandatory in order to satisfy itself that they are compatible with the status of an independent State and more particularly that the principle of economic equality is safeguarded in accordance with the spirit of the Covenant and with the recommendation of the Mandates Commission.

##### 2. GENERAL AND SPECIAL INTERNATIONAL CONVENTIONS APPLIED TO MANDATED TERRITORIES.

On September 4th, 1931, the Council adopted the Mandates Commission's recommendations with regard to general and special conventions applied to mandated territories.<sup>2</sup>

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<sup>1</sup> The conclusions of the Permanent Mandates Commission are summarised in the supplementary report submitted to the eleventh session of the Assembly (see document A.6(a).1931, pages 16 and 17).

<sup>2</sup> For a summary of these suggestions, see the supplementary report on the work of the League since the eleventh session of the Assembly (document A.6(a).1931, page 17).

### 3. LIQUOR TRAFFIC.

At its twenty-first session, held in Geneva from October 26th to November 13th, 1931, the Mandates Commission noted the information given by the mandatory Powers as to the delimitation in mandated territories of the prohibition zones provided for by Article 1 of the Convention signed at St. Germain-en-Laye on September 10th, 1919. It expressed the hope that the Powers would continue their efforts to control the traffic in these zones and to prevent the natives from making clandestine distilleries. The Commission also studied the Secretariat's memorandum,<sup>1</sup> based on information supplied by the mandatory Powers, regarding the liquor traffic in B and C mandated territories. It asked that the Secretariat should keep this information up to date, and recommended that, when drawing up the annual statement on the liquor traffic, the mandatory Powers, in order to add to the technical value of the information, should take account of various suggestions as to the method embodied in the report annexed to the Minutes of the session.

On January 25th, 1932, the Council drew the attention of the mandatory Powers entrusted with B and C mandates to the above-mentioned recommendations and requested those Powers to be good enough to give effect to them.

### 4. STATISTICAL INFORMATION RELATING TO MANDATED TERRITORIES.

In October 1931, the Mandates Commission received the revised tables, prepared by the Secretariat, containing information relative to trade, public finance and movements of population in the mandated territories. These tables had been revised in the light of information supplied by the mandatory Powers since 1928, the date on which the first tables were published. At its twenty-first session, the Commission requested the Council to forward this document to the mandatory Powers in order that they might revise and complete it, if necessary. On January 25th, 1932, the Council deferred to the Mandates Commission's request.

## II. ADMINISTRATION OF THE TERRITORIES UNDER MANDATE.

### OBSERVATION APPLICABLE TO ALL THE TERRITORIES.

At its twenty-first session, the Mandates Commission formulated an observation applicable to all the territories under mandate regarding the economic situation. It stated that the effects of the economic depression now prevailing throughout the world were being felt all the more severely in the mandated territories, since their prosperity was closely bound up with the ruling prices of raw materials. It hoped to be supplied with reports on the policy which the mandatory Powers intended to follow in dealing with the budget deficits entailed by this depression.

On January 25th, the Council decided to communicate this observation to the mandatory Powers.

### Territories under A Mandate.

#### 1. SPECIAL QUESTION RELATING TO THE PIPE-LINE OF THE "IRAQ PETROLEUM COMPANY LD." THROUGH THE TERRITORIES OF PALESTINE, SYRIA AND THE LEBANON.

On September 4th, 1931, the Council took note of the discussions<sup>2</sup> of the Mandates Commission (twentieth session) on this question. The Italian representative pointed out that the Council should also take note of the statements made by the accredited representatives of the mandatory Powers before the Mandates Commission, according to which the exceptional facilities accorded to the Iraq Petroleum Company would automatically apply to any company which desired to construct a pipe-line through the said territories. The representatives of the United Kingdom and France stated that the mandatory Powers concerned had acted in the interests of the States placed under their mandate. The Council took note of the Mandates Commission's discussions, together with the statements made before the Commission by the accredited representatives of the mandatory Powers. At the same time, it decided to communicate the Minutes of these discussions, for the necessary action, to the Governments of the mandatory Powers for Palestine, Syria and the Lebanon.

<sup>1</sup> Document C.608.M.235.1931.VI.

<sup>2</sup> For summary, see supplementary report on the work of the League since the eleventh session of the Assembly (document A.6(a).1931, page 17).

## 2. IRAQ.

(a) *Special Report of the British Government to the Council of the League of Nations on the Progress of Iraq during the Period 1920 to 1931.*

On September 4th, 1931, the Council decided to communicate the observations<sup>1</sup> formulated by the Mandates Commission at its twentieth session to the Government of the mandatory Power for Iraq, requesting it to be good enough to take action upon them as desired by the Commission.

(b) *Annual Report for 1930.*

At its twenty-first session, the Commission took note of the declaration made by the accredited representative stating that the British and French Governments had agreed to invite the Council to determine the frontier between Iraq and Syria (see section on "Frontier between Iraq and Syria", page 53).

As regarded the administration of justice, the Commission noted that the mandatory Power had not yet succeeded in obtaining redress for the Bahai community in respect of the miscarriage of justice of which it was the victim, and to which allusion had been made in the Commission's two previous reports to the Council on Iraq.

On January 25th, 1932, the Council decided to communicate these observations to the Government of the mandatory Power, requesting it to be good enough to take action upon them as desired by the Commission.

(c) *Petitions.*

On September 4th, 1931, the Council approved the conclusions<sup>1</sup> of the Mandates Commission on the petitions examined by it at its twentieth session, and decided to communicate them in each case to the mandatory Power and to the petitioners concerned.

At its twenty-first session, the Mandates Commission examined several petitions regarding the position of the non-Moslem and Kurd minorities in this territory. The Commission considered that the complaints put forward by the representative of the non-Moslem minorities were to a large extent of the same nature as those considered by it at its twentieth session. While it did not feel called upon to recommend that the Council should take any particular action on these petitions, the Commission regarded them as further evidence of the apprehension to which the proposed termination of the mandate had given rise among certain elements belonging to the minorities. As regarded the Kurd petitions, the Commission decided to continue to pay the greatest attention to the unrest persisting among the Kurds, and to draw the Council's attention afresh to the uncertain fate which lay before them if the moral protection of the United Kingdom, which they had enjoyed for over ten years, were to be withdrawn, unless they were given equivalent guarantees.

On January 25th, 1932, the Council decided in each case to communicate the conclusions of the Mandates Commission to the Government of the mandatory Power and to the petitioners concerned.

## 3. PALESTINE.

(a) *Annual Report for 1930.*

On September 4th, 1931, the Council decided to communicate the observations<sup>1</sup> formulated by the Mandates Commission at its twentieth session to the Government of the mandatory Power, requesting it to be good enough to take action upon them as desired by the Commission.

(b) *Petitions.*

On the same date the Council approved the Commission's conclusions<sup>1</sup> regarding the petitions examined by it at its twentieth session. It decided in each case to communicate them to the mandatory Power and the petitioner concerned.

At its twenty-first session, the Commission examined three petitions, together with the mandatory Power's observations thereon, regarding administration in Palestine. One of these petitions dealt with the right of the Hebrew language to equality with the other official languages of the territory, and notably to the question of the transmission of telegrams in Hebrew characters by the Department of Posts and Telegraphs. The Commission trusted that the mandatory Power would from time to time re-examine this question in order to ascertain whether the technical and financial difficulties, which had hitherto prevented the Administration of Palestine from allowing such transmission, still prevailed.

On January 25th, 1932, the Council approved these conclusions, and communicated them to the mandatory Power and the petitioners concerned.

<sup>1</sup> See supplementary report on the work of the League since the eleventh session of the Assembly (document A.6(a), 1931, page 18).

#### 4. SYRIA AND THE LEBANON.

(a) *Annual Report for 1930.*

On September 4th, 1931, the Council communicated the observations<sup>1</sup> formulated by the Mandates Commission at its twentieth session to the Government of the mandatory Power, requesting it to be good enough to take action upon them as desired by the Commission.

(b) *Petitions.*

On September 4th, 1931, the Council also decided in each case to communicate the conclusions<sup>1</sup> of the Mandates Commission on the petitions examined by it at its twentieth session to the mandatory Power and the petitioners concerned.

#### Territories under B Mandate.

##### 1. TANGANYIKA.

(a) *Annual Report for 1930.*

The Mandates Commission examined the annual report on Tanganyika for 1930 during its twenty-first session. In its observations to the Council, the Commission noted how seriously the world economic crisis had affected the economic, financial and social life of Tanganyika. It expressed the hope that the necessary retrenchments might be effected without any serious diminution in the educational, medical and other public services which affect the native population and, in particular, that the system of native administration would not be compromised by the effects of the crisis.

The Commission thanked the mandatory Power for its detailed report with regard to the food-shortage in the province of Bukoba in 1929. It expressed the hope that the steps taken by the Administration would prevent the recurrence of such calamities. The Commission further noted the accredited representative's statement that doctors with foreign degrees are allowed to practise in the mandated territory. The Commission made other special observations with regard to native policy, agricultural credit, education and labour.

On January 25th, 1932, the Council decided to communicate these observations to the Government of the mandatory Power concerned and to request it to be good enough to take such action as the Commission desired.

(b) *Petitions.*

The Commission examined two petitions from the Indian Association, Tanganyika, together with the observations of the mandatory Power. It recommended the Council to note the accredited representative's statement that the local Government of Tanganyika had always endeavoured to avoid any unfair differentiation in the treatment of the Indian or of any other community in the territory and to extend even-handed justice to all, irrespective of race, class and creed.

In accordance with the Council decision of January 25th, 1932, the conclusions of the Mandates Commission, approved by the Council, were communicated to the mandatory Power and to the petitioners.

##### 2. OBSERVATIONS APPLYING BOTH TO THE CAMEROONS AND TOGOLAND UNDER FRENCH MANDATE AND TO THE CAMEROONS AND TOGOLAND UNDER BRITISH MANDATE.

At its twenty-first session, the Mandates Commission presented to the Council an observation, with regard to the liquor traffic, applying to these four territories. It expressed the hope that the neighbouring local authorities might give special attention to the liquor traffic across the frontiers and might conclude agreements and institute measures which would have the effect of making any attempt at smuggling unprofitable.

On January 25th, 1932, the Council decided to communicate these observations to the Governments of the mandatory Powers concerned, and to request them to take such action as the Commission desired.

##### 3. CAMEROONS AND TOGOLAND UNDER FRENCH MANDATE.

(a) *Annual Reports for 1930.*

In an observation with regard to public finance applying to the two territories mentioned above, the Commission again drew attention to the subsidies granted by the territories to various propaganda institutions and bodies. It expressed the hope that the forthcoming annual

<sup>1</sup> See supplementary report on the work of the League since the eleventh session of the Assembly (document A.6(a), 1931, page 19).

reports from the mandatory Power would give satisfaction on this point. The accredited representative of the mandatory Power stated in his observations that on several occasions the mandatory Power had informed the Commission of its point of view on this matter. In the majority of cases, it regarded the granting of the subsidies in question as in the nature of valuable propaganda in favour of the mandated territories.

On January 25th, 1932, the Council decided to communicate this observation to the Government of the mandatory Power. It also asked the Mandates Commission for its opinion on this question.

(b) *Petitions.*

During its twenty-first session, the Commission examined three petitions from the inhabitants of these two territories, together with the observations of the mandatory Power. With regard to the first of these petitions, in which an inhabitant of the Cameroons asked for the revision of his lawsuit, the Commission was of opinion that there was no need to make any recommendations to the Council, since it dealt with a question on which a final judgment had been pronounced by a regular court. With regard to the two other petitions, relating respectively to the Cameroons and Togoland, the Commission considered that no action should be taken, as their conclusions were inadmissible.

In accordance with the Council's decision of January 25th, 1932, the conclusions of the Mandates Commission approved by the Council, were communicated to the mandatory Power and to the petitioners concerned.

4. CAMEROONS UNDER BRITISH MANDATE.

*Annual Report for 1930.*

The Commission at its twenty-first session hoped that the efforts made by the Administration to put an end to the differences which had arisen between the Catholic Mission on the one hand and certain chiefs and natives on the other would be successful; also, with regard to public health, that steps for effectively combating sleeping-sickness and leprosy would continue to be taken by the Administration.

On January 25th, 1932, the Council decided to communicate these observations to the Government of the mandatory Power concerned with a request that it be good enough to take such action as the Commission desired.

5. TOGOLAND UNDER BRITISH MANDATE.

*Annual Report for 1930.*

The Commission noted, at its twenty-first session, the accredited representative's promise that in future financial data would be furnished for the year under examination and not only for the preceding year. It observed that the consumption of spirituous liquors had considerably decreased in the territory.

On January 25th, 1932, the Council decided to communicate these observations to the Government of the mandatory Power concerned and to request it to be good enough to take the action desired by the Commission.

6. RUANDA-URUNDI.

*Annual Report for 1930.*

The annual report for 1930 was examined by the Mandates Commission during its twenty-first session. The Commission noted the statement of the " Guiding Ideas of the General Policy to be followed in Ruanda-Urundi " published as a preface to the annual report. It expressed the hope that the work of the Administration would be successfully pursued along the lines laid down in that document.

The Commission noted that chiefs and sub-chiefs had frequently been deposed, on the ground of passive opposition to the instructions of the mandatory authorities. It observed that the mandatory Power had this state of affairs at heart, and confidently expected more reliable and active co-operation from those called upon to succeed the chiefs who had proved unequal to their duties.

With regard to public health, the Commission noted that holders of foreign degrees might be permitted to practise medicine in the mandated territory. It observed that the efforts to deal with sleeping-sickness had not as yet yielded wholly satisfactory results, and thought that more ample means should be employed to put down this disease.

On January 25th, 1932, the Council decided to communicate these observations to the Government of the mandatory Power concerned and to request it to be good enough to take such action as the Commission desired.

## Territories under C Mandate.

### 1 and 2. NEW GUINEA and NAURU.

#### *Annual Reports for 1929-30.*

With regard to these two territories, the Council, on September 4th, 1931, decided to communicate the observations of the Permanent Mandates Commission<sup>1</sup> formulated during its twentieth session to the Government of the mandatory Power, and to request it to be good enough to take the action desired by the Commission.

### 3. SOUTH WEST AFRICA.

#### (a) *Annual Report for 1930.*

On September 4th, 1931, the Council took a similar decision in connection with this report.<sup>1</sup>

In a letter dated February 8th, 1932,<sup>2</sup> the mandatory Power replied to an observation made by the Commission at its twentieth session with regard to the mandatory Power's financial responsibility for the budget of the mandated territory. The mandatory Power concluded that quite sufficient control was exercised through the Administrator, or otherwise, to enable it to fulfil its duties towards the League.

#### (b) *Petitions.*

At its twenty-first session, the Mandates Commission examined a petition dated January 15th, 1931, from certain members of the Rehoboth community, together with the observations of the mandatory Power. The petitioners claimed, *inter alia*, that they did not understand the meaning of the conclusions of the Mandates Commission on their last petition in 1929, and desired to obtain explanations. The Mandates Commission recommended the Council to request the mandatory Power to have the text of the report by the Commission on their former petition fully explained to the petitioners. It again recommended that the petitioners should be invited to constitute a united community, which could work in harmony with the Administration of the territory.

On January 25th, 1932, the Council approved these conclusions and communicated them to the mandatory Power and to the petitioners.

### 4. WESTERN SAMOA.

#### (a) *Annual Report for 1930-31.*

At its twenty-first session, the Mandates Commission examined the annual report on Western Samoa for 1930-31. The Commission noted that, according to the information contained in this report, the general situation in Samoa was improving and that, in particular, good results had already been obtained in the direction of co-operation between the Administration and the native population. It added that it had endeavoured to obtain supplementary information on the situation in Samoa during the examination of the annual report, but had been unable to form a clear opinion. It hoped that the next annual report would afford more reassuring information regarding the efforts made to restore good feeling in the country. In his comments, the accredited representative of the mandatory Power pointed out that the absence of additional information with regard to Samoa was due to the fact that, after a lengthy period of non-co-operation by the natives, the consequent readaptation was necessarily slow. The situation seemed to be satisfactory and the future promising.

The Commission also hoped that the next annual report would contain more detailed information with regard to the work of the missions in general and, more particularly, their educational activities.

On January 25th, 1932, the Council decided to communicate these observations to the Government of the mandatory Power, with a request that it be good enough to take such action as the Commission desired.

#### (b) *Petitions.*

At its twenty-first session, the Commission examined three petitions concerning the Administration of this territory. After hearing the explanations of the accredited representative, it came to the conclusion that no further action need be taken on the first of these petitions. With regard to the second and third petitions, the Commission felt unable to give an opinion, as the cases referred to had already been considered by duly constituted courts.

On January 25th, 1932, the Council approved these conclusions and communicated them to the mandatory Power and to the petitioners.

<sup>1</sup> See the supplementary report on the work of the League since the eleventh session of the Assembly (document A.6(a).1931, pages 19 and 20).

<sup>2</sup> See document C.336.1932.VI, published in the *Official Journal*, April 1932, page 978.



## 5. ISLANDS UNDER JAPANESE MANDATE.

### *Annual Report for 1930.*

At its twenty-first session, the Commission noted with regret that in ten years the native population of the island of Yap had decreased by about one-quarter. While appreciating the mandatory Power's efforts to ascertain the causes of this decrease, the Commission felt that it would be advisable to study the question not merely from the medical, but also from the social standpoint.

On January 25th, 1932, the Council decided to communicate these observations to the Government of the mandatory Power with a request that it be good enough to take the action desired by the Commission.

## III. SPECIAL QUESTIONS.

### 1. PROPOSAL BY THE BRITISH GOVERNMENT WITH A VIEW TO THE EMANCIPATION OF IRAQ.

#### (a) *Opinion of the Permanent Mandates Commission.*

At the close of the Council's discussion on the conclusions formulated by the Permanent Mandates Commission regarding the general conditions to be fulfilled before the mandates regime could be brought to an end,<sup>1</sup> the British representative expressed the hope that that Commission would study without delay the question whether Iraq could be emancipated from the mandate.

On September 4th, 1931, the Council adopted a resolution in which it requested the Mandates Commission "to submit its opinion on the proposal of the British Government for the emancipation of Iraq after consideration of the same in the light of the resolution of the Council of September 4th, 1931, with regard to the general conditions to be fulfilled before a mandate can be brought to an end".

The Mandates Commission proceeded to an examination of this question at its twenty-first session.

It formulated its opinion in the special report which was submitted to the Council on December 30th, 1931.<sup>2</sup> The Commission considered that its task was to express an opinion as to whether the time contemplated in Article 22 of the Covenant had arrived in the case of Iraq, the mandatory regime for which had from its inception possessed certain special features, and to define the guarantees which Iraq should be asked to give to the League of Nations.

The Commission recalled the fact that, in its opinion, in order to decide whether a people which had hitherto been under the mandatory regime had become fit to stand alone, it was necessary not only to ascertain whether the country in question had at present the essential political institutions and administrative machinery of a modern State, but also whether it gave evidence of such social conditions and civic spirit as would ensure the regular working of those institutions and the effective exercise of the civil and political rights established by law. The Commission had, however, had no opportunity of observing at first hand the moral condition and internal policy of Iraq, the degree of efficiency reached by its administrative organisation, or the spirit in which its laws were applied and in which its institutions functioned.

In these circumstances, apart from petitions, it had obtained its information solely from the annual reports of the mandatory Power and the statements of its accredited representative. The views of the British Government as to the political maturity of Iraq were, to quote the Commission, the views of a guide who, since the beginning of the mandatory regime, had been constantly directing and observing the rapid progress achieved by that country. The full significance of these views was recognised when they were considered in conjunction with the declaration made by the accredited representative of the British Government at the twentieth session of the Mandates Commission to the effect that "His Majesty's Government fully realises its responsibility in recommending that Iraq should be admitted to the League . . . Should Iraq prove herself unworthy of the confidence which has been placed in her, the moral responsibility must rest with His Majesty's Government . . ." <sup>3</sup>. Had it not been for the declaration, the Commission would, for its part, have been unable to contemplate the termination of a regime which appeared some years ago to be necessary in the interest of all sections of the population.

Endorsing the view set out in the British Government's special report for the period 1920-31, the Commission held that the attainment of an ideal standard of administrative efficiency and stability was not a necessary condition for the termination of the mandatory regime in Iraq and that there could not be any question of expecting a country whose emancipation was proposed to be able to challenge comparison with the most highly developed and civilised nations of the modern world.

Subject to these reservations, the Commission had endeavoured to determine in the first place, with the help of its usual sources of information and to the extent compatible with the nature of its functions and procedure, whether the *de facto* conditions laid down in the Council resolution of September 4th, 1931, really existed in Iraq.

<sup>1</sup> See page 43.

<sup>2</sup> See document C.830.M.411.1931.VI, pages 221 and following.

<sup>3</sup> See Minutes of the twentieth session of the Permanent Mandates Commission (document C.422.M.176.1931.VI, page 134).

The Commission gave its opinion, with accompanying comments, as to the extent to which Iraq fulfilled these several conditions. In its opinion, the information collected justified the assumption that Iraq now possessed a settled government and an administration capable of maintaining the regular operation of essential Government services, that it was able to maintain the public peace throughout the whole territory, that it had at its disposal adequate financial resources to provide regularly for normal Government requirements, and that it possessed laws and a judicial organisation likely to afford equal and regular justice to all.

The Commission held that the present military establishment of Iraq was not such that the country could be regarded as capable of maintaining its territorial integrity and political independence against a foreign aggressor by means of its own national forces. On the other hand the Commission noted that, if Iraq were admitted to the League of Nations, it would enjoy the guarantees of security which all the States Members of the League derived from the Covenant. Moreover, in the same eventuality, the Anglo-Iraqi Treaty of Alliance of June 30th, 1930 — Article 4 of this Treaty ensuring that the contracting parties would furnish mutual and immediate aid in case of war — would automatically come into force. The Commission felt that in these circumstances, and if the termination of the mandate was accompanied by the admission of Iraq to the League, the country fulfilled the condition concerning the defence of the territory, interpreted in the sense attached to it by the Commission in the course of its previous discussions.

Going on to the question of the guarantees to which Iraq should be asked to subscribe before being released from the mandatory regime, the Commission recommended that the effective protection of racial, linguistic and religious minorities should be ensured by means of a series of provisions inserted in a declaration to be made by the Iraqi Government before the Council of the League of Nations and by the acceptance of the procedure laid down by the Council in regard to petitions concerning minorities.

As regards the safeguarding of the interests of foreigners in judicial matters, the Commission considered the eventuality of substituting for the capitulations an undertaking to be entered into by Iraq before the Council. It recommended that, should this suggestion not be approved, or should there be a simple reversion to the system of the capitulations, Iraq should make a declaration to the Council, guaranteeing the interests, in civil and criminal judicial matters, of nationals of States Members of the League of Nations which did not enjoy the benefit of rights under the capitulations in the Ottoman Empire or had renounced those rights under treaties.

The Commission considered that the undertaking which Iraq would enter into before the Council either to replace the regime of capitulations or, in the case of reversion to the latter, to ensure the protection of nationals of States not enjoying the benefit of that regime, should be based on the provisions of the Anglo-Iraqi Judicial Agreement of March 4th, 1931, which had received the approval of the Council and of the Powers concerned, and should be accepted by those Powers. However, the majority of the Commission, was of opinion that in that case the foreign judges forming part of the judiciary of Iraq should not be exclusively of British nationality, but should be chosen from among the nationals of different countries.

In accordance with the general conditions for the termination of the mandate, annexed to the Council resolution of September 4th, 1931, the Commission recommended that Iraq should subscribe to guarantees such as to ensure freedom of conscience and public worship, and the free exercise of the religious, educational and medical activities of missions, respect for the rights of every kind legally acquired under the mandatory regime, and the maintenance in force of international conventions, both general and special.

It noted specifically that the declaration to be made by Iraq before the Council with regard to the financial obligations assumed in regular form by the mandatory Power should provide every guarantee for the application of the principles relating to the question laid down in the Council's resolution of September 15th, 1925. Under the terms of that resolution, the cessation or transfer of a mandate could not take place unless the Council had been assured in advance that the financial obligations in question would be carried out and that all rights regularly acquired under the administration of that Power would be respected. When this change has been effected, the Council would continue to use all its influence to ensure the fulfilment of these obligations.

As regards the safeguarding of the principle of economic equality, the Commission noted that, under the terms of the Council resolution of September 4th, 1931, Iraq should be asked formally to consent to secure to all States Members of the League of Nations the most-favoured-nation treatment as a transitory measure and for a period to be decided in agreement with the Council on condition of reciprocity.

The Commission did not confine itself to defining the undertakings to which the emancipation of Iraq should in its opinion be made subject. It recommended further, being of opinion that such a guarantee was required, that — apart from the protection of minorities, for which it proposed the ordinary procedure governing this question — Iraq should be requested to agree that any difference of opinion arising between Iraq and any Member of the League of Nations relating to the interpretation or execution of the undertakings in question should, at the request of such Member, be submitted to the Permanent Court of International Justice.

Finally, in conformity with the Council resolution of September 4th, 1931, the Commission examined the undertakings entered into by Iraq with the United Kingdom, from the point of view of their compatibility with the status of an independent State. Although certain of the provisions of the Treaty of Alliance of June 30th, 1930, appeared to the Commission to be somewhat unusual in treaties of this kind, it was of opinion that the obligations entered into by Iraq towards the United Kingdom did not explicitly infringe the independence of the new State.

(b) *Decisions taken by the Council at its Meetings held on January 28th and May 19th, 1932.*

The Council examined the report of the Permanent Mandates Commission at its meeting on January 28th, 1932. In commenting on this report the representative of Yugoslavia, in his capacity as Rapporteur, noted that the Commission's opinion was the result of careful examination of a specific case carried out in the light of the Council resolution of September 4th, 1931, and based on the sources of information available to it ; and as such it was accompanied by various reservations and comments.

He recommended the Council to decide that the Commission's conclusions justified the assumption that Iraq satisfied the *de facto conditions* for the termination of the mandate, provided that she was admitted into the League of Nations. This reservation — which the Mandates Commission held to be necessary in view of the benefits accruing to and the duties devolving upon all Members of the League — was, he added, also justified legally by the Council decision of December 16th, 1925. On that occasion the Council made the execution of its decision defining the frontier between Turkey and Iraq conditional on the prolongation for twenty-five years of the mandatory regime in Iraq, subject to the reservation that Iraq might, before the termination of that period, be admitted into the League in conformity with Article 1 of the Covenant.

As regards the *guarantees* to be furnished by Iraq, the Rapporteur suggested that the Council should adopt the opinion of the Mandates Commission.

Lastly, the Rapporteur noted that for various reasons it was difficult for the Council to adopt entirely the suggestion of the Permanent Mandates Commission with regard to the clause of guarantee. He accordingly proposed that only Members of the League represented on the Council should be allowed to lay before the Permanent Court of International Justice any differences of opinion that might arise concerning the interpretation or execution of Iraq's pledges.

After a discussion in which the representatives of Italy, the United Kingdom, Norway, Germany and France, the Rapporteur, and the Chairman of the Permanent Mandates Commission took part, the Council, on January 28th, 1932, adopted the following resolution :

- “ The Council,
- “ Having to consider the special case of the termination of the mandate for Iraq :
- “ 1. Notes the opinion formulated, at its request, by the Permanent Mandates Commission on the proposal of the British Government ;
- “ 2. Considers that the information available is sufficient to show that Iraq satisfies, generally speaking, the *de facto conditions* enumerated in the annex to the Council resolution of September 4th, 1931 ;
- “ 3. Declares itself prepared, in principle, to pronounce the termination of the mandatory regime in Iraq, when that State shall have entered into undertakings before the Council in conformity with the suggestions contained in the report of the Permanent Mandates Commission, it being understood that the right to apply to the Permanent Court of International Justice may only be exercised by Members of the League represented on the Council ;
- “ 4. Accordingly requests its Rapporteurs for minorities questions, questions of international law and mandates, and the representative of Great Britain on the Council, to prepare, in consultation with the representative of the Iraqi Government and, if necessary, with a representative of the Permanent Mandates Commission, a draft declaration covering the various guarantees recommended in the report of the Permanent Mandates Commission, and to submit that draft to the Council at its next session ;
- “ 5. Decides that, should the Council, after examining the undertakings which would be entered into by the Iraqi Government, pronounce the termination of the mandatory regime over that territory, such decision shall become effective only as from the date on which Iraq has been admitted to the League of Nations. ”

The Council examined on May 19th, 1932, the report submitted by the Committee which had been instructed under paragraph 4 of that resolution to prepare a draft declaration dealing with the undertakings to be entered into by the Iraqi Government before the termination of the mandate for that territory.

The Committee, in its report to the Council, stated that in performing its task it had throughout endeavoured, in accordance with the principles clearly laid down in the Council's discussions, to draw up a sufficiently precise and complete draft declaration, while remaining strictly within the limits indicated and without imposing on Iraq any obligations likely to hinder her free development as an independent nation. The Committee added that it was convinced that this declaration, which had been discussed with the Prime Minister of Iraq and which took full account of the wishes expressed by him, would in every way prove acceptable to Iraq. The Committee thought it necessary to add to the draft declaration certain explanations defining the meaning of a few provisions contained therein.

The draft declaration deals with the following questions : protection of racial, linguistic and religious minorities, most-favoured-nation clause, judicial organisation, rights acquired and financial obligations, freedom of conscience, and right of appeal.

As regards protection of minorities, the draft declaration contains provisions of a general character which are contained in the treaties or declarations already in force in a certain number of countries. The Committee pointed out that many of the constitutional and legislative

provisions of Iraq are based on a very liberal conception of the rights to be accorded to racial, linguistic or religious minorities. Furthermore, the draft declaration contains two special clauses relating to the personal status and family law of non-Moslem minorities, the use of the Kurdish language as an official language in the Kurdish districts, and the recruitment of officials.

As regards economic equality, Iraq must undertake to grant to Members of the League, on condition of reciprocity, most-favoured-nation treatment for a period of ten years from the date of her admission to membership of the League of Nations.

Nevertheless, should measures taken by any Member of the League of Nations be of such a nature as to disturb the balance of trade between Iraq and the Member of the League of Nations in question, to the detriment of Iraq, by seriously affecting the chief exports of Iraq the latter has the right to request the Member of the League of Nations concerned to open immediate negotiations for the purpose of restoring the balance.

Should an agreement not be reached by negotiation within three months from her request, Iraq could consider itself as freed vis-à-vis the Member of the League in question from the obligation of granting it the most-favoured-nation treatment. Furthermore, Iraq is given the right to conclude a Customs union and to grant certain advantages to adjacent countries in order to facilitate frontier traffic.

In the judicial sphere, the draft declaration provides for a uniform judicial system applicable to all, Iraqis and foreigners alike. Moreover, certain provisions of the Anglo-Iraqi Agreement of March 4th, 1931, shall remain in force during a period of ten years from the admission of Iraq to membership of the League of Nations. The holders of posts reserved for foreign jurists under the Agreement shall be selected by the Iraqi Government without distinction of nationality.

Subject to the right of denunciation provided for therein, Iraq shall consider herself bound by the international agreements and conventions to which she has become a party, throughout the period for which they were concluded.

Under the draft declaration Iraq, taking note of the Council resolution of September 15th, 1925, shall declare that all rights of whatever nature acquired before the termination of the mandatory regime by individuals, associations, or juridical persons shall be respected by her, and that she will fulfil all financial obligations of whatever nature assumed on her behalf by the mandatory Power during the period of the mandate.

Subject to such measures as may be essential for the maintenance of public order and morality, Iraq shall undertake to ensure and guarantee freedom of conscience and worship, and the religious, educational, and medical work of religious missions of all denominations, whatever the nationality of those missions or of their members.

The appeal procedure as regards the provisions relating to the protection of minorities is the same as that provided for in the undertakings of a similar nature entered into by other countries.

The last article of the draft declaration provides that any Member of the League of Nations can draw the attention of the Council to infringements of other provisions. Moreover, under that article, any difference of opinion that might arise between Iraq and any Member of the League of Nations represented on the Council with regard to the interpretation or execution of those provisions shall, at the request of that Member, be laid for decision before the Permanent Court of International Justice. The Committee, in its report to the Council, pointed out that it was evident that, if a Member of the League represented on the Council decided to refer a question to the court, the difference of opinion which it desired to submit need not necessarily arise out of a difference of interpretation between itself and Iraq, but also between Iraq and a Member of the League not represented on the Council.

The representative of Yugoslavia, as Rapporteur for mandates questions, stated in his report that, once the draft declaration had been accepted by Iraq in a manner constitutionally effective, it would afford, in accordance with the decisions of the Council, the guarantees to which the latter had decided that the termination of the mandatory regime should be subject. He also stressed the request made by the Committee that the Council should approve by a recommendation the action which the British Government is called upon to take, as mandatory Power, with a view to obtaining the consent of Powers whose citizens enjoyed capitulatory rights in the former Ottoman Empire to the renunciation of those rights in Iraq for the future.

The Rapporteur recommended to the Council to accede to this recommendation of its Committee, since the new statute contemplated for Iraq renders superfluous the jurisdictional privileges which, in theory, should be revived in favour of the nationals of the so-called capitulatory Powers as a result of the termination of the mandate, and since it takes account of the peculiar position of Iraq while at the same time respecting its status as an independent State. The Rapporteur further said that the termination of the mandatory regime in Iraq will not be effective until Iraq has formally ratified the declaration and has also been admitted to membership of the League in accordance with the relevant provisions of the Covenant.

The examination of the report submitted by the Committee was the object of a discussion in the course of which the representatives of the United Kingdom, France, Italy, Poland, Germany, Norway, Irish Free State, and the Rapporteur dealt, *inter alia*, with the questions of the protection of minorities and economic equality.

The Council finally adopted the following resolution :

“ The Council :

“ Approves the draft declaration and report submitted to it by its Committee in accordance with paragraph 4 of its resolution of January 28th, 1932 ;

“ Approves the report submitted this day by the representative of Yugoslavia, its Rapporteur ;

“ Accordingly recommends that the Powers concerned, whose nationals enjoyed capitulation rights in the former Ottoman Empire, renounce, before the admission of Iraq to the League of Nations, the maintenance of these former jurisdictional privileges in favour of their nationals in future ;

“ Request the Secretary-General to communicate this recommendation to the Governments of the States which the British Government, in accordance with the present resolution, will approach with a view to the proposed renunciation. ”

## 2. FRONTIER BETWEEN SYRIA AND IRAQ.

At its session in December 1931, the Council examined a joint request by the British and French Governments relating to the delimitation of the frontier between Iraq and Syria, which territories are under their respective mandates.

These two Powers pointed out that differences of opinion existed between them as to the exact interpretation of the Convention signed by them on December 23rd, 1920,<sup>1</sup> particularly in regard to the provisions of that Convention concerning the determination of the frontier between Syria and Iraq. They stated that, whatever interpretation was given to the Convention, a frontier drawn in strict conformity therewith would be likely to be unsatisfactory in certain sectors for military, political, administrative, economic, geographical and other reasons. They were of opinion that it was not within the competence of a Delimitation Commission such as that provided for in the 1920 Convention, to modify the frontier to an extent sufficient to remove the unsatisfactory features above mentioned. However, as they were desirous of obtaining a speedy, final and equitable settlement they requested the Council to examine the problem in all its aspects and to indicate a frontier which could be accepted definitively by the two parties.

On December 9th, 1931, the Council, accepting in principle the request of the two Governments, decided to set up a Commission consisting of three Commissioners, being nationals of countries not parties to the question, assisted by four assessors, to collect full information and particulars on the spot and to make such suggestions as might assist the Council in framing its decision on this question ; this decision to be final.

The Spanish representative on the Council and the Yugoslav representative, Rapporteur for mandates questions, were requested to appoint the members of the Commission, after consulting the two Governments concerned. The Commission, which was set up in February 1932, was composed as follows :

*Chairman :* Colonel James DE REYNIER (Swiss), former President of the Danzig Port and Waterways Board, former Chairman of the Mixed Greco-Bulgarian Emigration Commission ;

*Members :* M. Pedro Marades GOMEZ (Spanish), First-class Commercial Attaché at the Spanish Embassy in Berlin, former Consul at Damascus, Jerusalem, Beirut and Sélé.

M. Carl PETERSEN (Swedish), Director of Section in the Secretariat of the International League of Red Cross Societies.

The Chairman of the Commission, Colonel de Reynier, was killed in an accident in Iraq in March 1932 and Colonel Frédéric ISELIN, engineer (Swiss), was appointed in his place.

## 3. SYRIAN-JEBEL DRUZE-TRANSJORDAN FRONTIER.

In January 1932, the Council received a joint request from the British and French Governments asking it to approve the provisions of an agreement concerning the Syrian-Jebel Druze-Transjordan frontier concluded on October 31st, 1931.

In his report to the Council on January 30th, 1932, the Rapporteur pointed out that the boundary between the territories detached from the former Ottoman Empire and placed under the British and French mandates was defined in the Franco-British Convention of December 23rd, 1920.<sup>1</sup> He added that the first section of the frontier determined by the 1920 Convention — namely, the Syria-Palestine section — formed the object of a Protocol concerning the boundary line signed in 1923, and that the question of the Syria-Iraq frontier line had been dealt with by the Council in December 1931. In November 1931, the Council was informed by the two Governments that, as regards the Syrian-Jebel Druze-Transjordan section of the frontier — the third section —, the difficulties which had hitherto prevented the delimitation of the frontier defined by the 1920 Convention had been overcome, and that they had agreed, subject to the Council's approval, upon a line to be delimited upon the ground by the Commission

<sup>1</sup> See *Treaty Series*, published by the Secretariat (Volume XXII, page 355).

provided for in the said Convention. The Rapporteur stated that according to the information with which the two mandatory Powers had furnished him, the modifications made in the 1920 Convention had been inspired by the desire not to disturb the populations in the exercise of their rights and customs, to increase security by facilitating administration, and to ensure, in the present and in the future, the security of the vital communications between Iraq and Transjordan towards the Mediterranean. According to the Rapporteur, the arrangement submitted by the two Governments appeared to strike an equitable balance between these different factors. This agreement of *bon voisinage* would give the populations of the boundaries every facility for carrying on their daily life on either side of the frontier. In conclusion, the Rapporteur proposed that the Council should comply with the request of the two Governments.

A long discussion, in which several members participated, took place in the Council. The Italian representative laid particular stress on the procedure to be followed by the Council. As a general rule, proposed changes in the frontier between these two territories should, in his opinion, be examined previously by the Mandates Commission, the Council's advisory organ. He submitted the following draft resolution, which the Council adopted :

“ The Council,

“ Considering that, in their Agreement of October 31st, 1931, Great Britain and France have drawn up a frontier line which the Council has every reason to believe to be in the interests of the populations under mandate ;

“ Considering that, in these circumstances and in view of the importance of an immediate settlement of the question, it does not seem essential to refer the matter to the Permanent Mandates Commission, whose opinion in other circumstances it would certainly have asked ;

“ In response to the joint request of the British and French Governments :

“ Approves the Agreement of October 31st, 1931, regarding the Syrian-Jebel Druze-Transjordan frontier.”

In accepting this resolution, the representative of Great Britain pointed out that the formal approval of the Council had never been sought for the western section of the frontier dividing Syria and the Lebanon from Palestine, which was delimited in 1923. If necessary measures had been overlooked, the appropriate action would be taken, in agreement with the French Government, to remedy the omission at a future session of the Council.

#### IV. REDUCTION OF THE NUMBER OF SESSIONS OF THE MANDATES COMMISSION.

For financial reasons, the Assembly decided in 1931 to reduce the number of sessions of the Mandates Commission in 1932 from two to one. In its report on the work of its twenty-first session, the Mandates Commission drew the Council's attention to the consequences which this decision would involve if renewed. The Mandates Commission felt that in that case it would be absolutely unable to fulfil the duties conferred upon it by Article 22 of the Covenant.

At the Council meeting held on January 25th, 1932, several members of the Council expressed the hope that in spite of financial difficulties the Commission might be placed in a position to discharge its task in full. The Council decided to bring the Mandates Commission's observations to the notice of the Assembly and the Supervisory Commission, and to attach thereto the text of its discussions on this subject <sup>1</sup>.

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### 10.

#### SLAVERY.

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##### I. EXECUTION OF THE ASSEMBLY'S RESOLUTION OF SEPTEMBER 25TH, 1926.

By its resolution adopted on September 25th, 1926, the Assembly requested the Council to prepare and communicate to the Assembly every year a document mentioning the laws and regulations transmitted to it by the parties to the Convention relative to slavery, in accordance with Article 7 of this Convention, together with such supplementary information as the States Members of the League might furnish of their own accord respecting the measures taken by them to bring about the progressive abolition of slavery and conditions analogous thereto.

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<sup>1</sup> In accordance with this decision, document A.7.1932.VI has been communicated to the Assembly and the Supervisory Commission.

In his report submitted to the Council on May 9th, 1932, the representative of the United Kingdom, as Rapporteur for Slavery questions, stated that the League of Nations had, since the twelfth Assembly, received no communication from Governments in virtue of the above-mentioned resolution. He added that this circumstance seemed to be explained by the fact that the Assembly had, in September 1931, requested the Council to appoint a Committee of Experts to examine the material supplied or transmitted by Governments since the signature of the Convention of 1926. The Council authorised the Secretary-General to communicate to the Assembly the information received in conformity with its resolution of September 25th, 1926, between the sixty-seventh session of the Council (May 1932) and the opening of the thirteenth Assembly.

## II. COMMITTEE OF EXPERTS APPOINTED UNDER THE ASSEMBLY RESOLUTION OF SEPTEMBER 25TH, 1931.

On September 25th, 1931, the Assembly requested the Council to appoint for one year a Committee of Experts to examine the material upon slavery which had been supplied or transmitted by Governments since the signature of the Convention of 1926.

This Committee was to submit to the Council suggestions with a view to recommending to the thirteenth Assembly the measures of assistance which the League of Nations could render to those countries which had agreed to abolish slavery and which requested such assistance.

On September 29th, 1931, the Council adopted a resolution defining the Committee's task as formulated in the Assembly resolution.

By this resolution, the Committee was to examine the documents submitted to it and report to what extent, in the light of these documents, the 1926 Convention had been successful in putting an end to slavery and what obstacles, if any, existed to further progress in this direction. The Committee was further to consider and report by what methods assistance could be rendered to those States which had expressed a desire to receive it for the purpose of suppressing slavery within their territory. Finally the Committee was required to state whether any modifications of the existing machinery of the League, and if so which, would be desirable in order to attain the object in view.

On January 28th, 1932, the Council appointed the members of the Committee of Experts referred to in the Assembly resolution. The following are the members of the Committee :

- M. ANGOULVANT (French), Honorary Governor-General of the Colonies ;
- Mme. DE CASTRO E ALMEIDA (Portuguese), Government Delegate to the International Institute of Intellectual Co-operation ;
- M. GOHR (Belgian), former Director-General at the Ministry for the Colonies ;
- Lord LUGARD (British), Member of the Permanent Mandates Commission, former Governor of Nigeria ;
- M. NEYTZELL DE WILDE (Dutch), Ex-President of the Legislative Assembly of the Netherlands Indies ;
- Commander ZEDDA (Italian), former Secretary-General to the Government of Eritrea ;
- M. Julio LÓPEZ OLIVÁN (Spanish), Minister Plenipotentiary, former Director-General for Morocco and Colonies.

The Director of the International Labour Office was invited to appoint an observer to follow the work of the Committee.

The Committee of Experts met at Geneva on May 4th, 1932.

At its sessions of January and May 1932, the Council gratefully accepted a gift, as a contribution to the expenses of the Committee of Experts, of 10,000 Swiss francs offered by a client of the Friends' Provident and Century Life Office, London, and a gift of 10,000 lire offered by the Società Anti-Schiavista Italiana, Rome.

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## 11.

### WORK OF THE TECHNICAL ORGANISATIONS.

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#### I. ECONOMIC AND FINANCIAL ORGANISATION.

##### A. SECTION OF ECONOMIC RELATIONS : WORK OF THE ECONOMIC COMMITTEE.

###### 1. ECONOMIC " RAPPROCHEMENTS " IN EUROPE.

The Economic Committee was requested, under the terms of a resolution of the twelfth Assembly, to study, on the basis of the preparatory work carried out by the Secretariat and with due reference to the observations of Governments, the whole body of problems relating

to "economic *rapprochements* in Europe". These *rapprochements* had been recommended in the report of the Sub-Committee of Economic Experts set up by the Commission of Enquiry for European Union<sup>1</sup>.

As several Governments had not yet forwarded their observations to the Economic Committee, the Committee proceeded to a preliminary exchange of views. It was felt very strongly that any study directed towards a better organisation of European economy must necessarily begin by an impartial examination of the present situation. Consequently, the Economic Committee studied the effects of the crises on the regime of international exchanges. In the course of this examination, the Committee arrived at one definite conclusion — namely, that the present situation was of such an exceptional character that it would perhaps appear premature to contemplate any plans for the future before international trade had returned to rather more normal conditions.

## 2. INFLUENCE OF THE ECONOMIC AND FINANCIAL DEPRESSION ON THE REGIME OF INTERNATIONAL EXCHANGES.

The Economic Committee devoted a large part of its sessions in October 1931 and January 1932 to examining the effects of the economic disturbances to international exchanges brought about by the present depression.

After surveying the development and characteristic phases of the present depression, the Committee, in its report to the Council on its October session, 1931, dealt in particular with the safeguarding and defensive measures resorted to by the States in order to overcome the present difficulties.

### *Safeguarding and Defensive Measures resorted to by the States.*

The Committee observes that the public authorities of certain countries have been led to intervene in important spheres of commercial and financial activity and principally in relations with foreign countries. They restrict imports, endeavouring to redress the balance of payments and to render it favourable; they strive to ensure a surplus of foreign currencies so as to meet the financial obligations contracted towards foreign countries.

Furthermore, they bring under their control the trade in foreign currencies so as to reserve the latter either for the support of their own currency or for the purchases which are the most useful to the national economy.

Countries into which there is an influx of gold and whose monetary situation has remained relatively strong take restrictive measures in their turn, on the ground that abroad the diminution in purchasing power and the depreciation of the currency restrict their markets and cause a falling off in their exports, while at home the sales at low prices effected by countries in difficulties or favoured by the discrepancies in goods prices swell their imports to an abnormal extent. Threatened with an extension of unemployment, they, too, organise the defence of their markets.

Lastly, the restrictive measures taken by one country dictate those which other countries find themselves obliged to take in their turn.

The general introduction of import prohibitions and restrictions and the monopoly or control of dealings in foreign exchange form a system of which the world has already had experience. It developed shortly after the war, owing to the instability of some currencies and the rapid depreciation of others. But, after the lessons of the past, everyone must now realise the very serious drawbacks of such a system.

Control and restrictions provide an opening for arbitrary action. They make commercial relations precarious and unstable. If introduced generally, they will multiply the obstacles and may have the effect of paralysing international trade.

Moreover, the country whose currency is threatened is not the only one to take defensive measures. Other countries around it are at grips with the same difficulties and have recourse to the same remedies. The restrictions they place on their mutual relations counterbalance each other and tend to nullify mutually their effects.

It must doubtless be admitted that the measures in question are regarded by the countries taking them as at the moment imperatively necessary; they are steps taken for the public safety, justified by exceptional circumstances; they appear to these countries as being the only means of preventing a financial or economic collapse. Even if they cannot be avoided, however, it is still essential that they should be attended by precautions and guarantees calculated to limit their harmful effects as much as possible.

### *Guarantees to be established in order to limit Abuses in the Application of Restrictive Measures introduced by Various Countries.*

In the opinion of the Economic Committee, it is desirable that a Government which, in order to meet a critical situation, finds it necessary to restrict the freedom of international trade should pay heed to the interests of other countries and should endeavour to reduce the damage the latter must inevitably suffer.

Whenever possible, such a Government should not put the measures into force until it has consulted the other Governments concerned. Restrictive measures would probably lose

<sup>1</sup> See document C.510.M.215.1931.VII.



some of their injurious character if they were concerted with the States which are bound to feel their effects. To obviate the abuses to which their application may lead, it may be well to refer to the guarantees formulated in certain international Conventions and in earlier recommendations of the Economic Committee.

Steps should be taken to prevent these measures being diverted from their immediate purpose and constituting a form of indirect protectionism.

It is also important that restrictions imposed by the present trend of business should be essentially temporary, and that their application should be strictly limited to the duration of the circumstances by which they were dictated.

#### *Essential Conditions for the Return of Prosperity.*

Whatever precautions may be taken, the safeguarding measures to which countries resort in the face of the financial crisis present, in the opinion of the Economic Committee, inevitable drawbacks both for the countries themselves and for others. The mere fact that such steps are taken, however, shows that the Governments are firmly determined to prevent at any cost a national economic collapse. There can be no doubt that, if an end can be put to the most serious disturbances of a financial and monetary nature which are at present in evidence, the resulting feeling of stability and security would be favourable to a return of more normal exchange conditions.

The re-establishment of normal financial relations and a return to the conditions existing for international trade before the recent financial and monetary disturbances will constitute an important factor in restoring confidence, but they will not in themselves be sufficient. It must not be forgotten that confidence cannot be finally restored until all uncertainty has been dispelled as to the solution of important international problems which are not all of an economic character.

When that time comes, States will have to be reminded that lasting prosperity can only be established on the basis of greater freedom of circulation of goods, capital and services than the world — and especially Europe — has known since the war.

The Economic Committee has always laid stress in the past on the necessity of securing the utmost possible freedom for trade. It is to-day convinced that the argument it formulated earlier has not been disproved by facts. There is little doubt that the present crisis would not have been as acute as it is if Governments could have pursued a policy more in conformity with that doctrine. Contemporary events afford a valuable lesson in this connection.

The present difficulties are not past all remedy, and are primarily due to psychological causes. The experience of previous crises shows that, if confidence is easily upset, it can also be quickly restored if Governments make it clear that they are determined to remain masters of the situation.

#### *Influence of the Financial Situation on International Economic Relations.*

This is the problem with which the Economic Committee was principally concerned at its session in January 1932. It found that the opinions it had expressed in October 1931, with regard to the measures introduced by the various countries, had been fully justified by the facts. It decided therefore that it would be well to emphasise once more the fact that "the general result of national measures to cope with the effects of the crisis is almost inevitably to prolong and seriously to aggravate the latter".

As the relations between the creditor and debtor countries have recently given rise to very complicated problems which have had some influence on the conditions of international trade, the Committee studied, in the first place, the various means employed by each of these two groups of States to safeguard their interests.

In further explanation of its standpoint the Committee states that it considers that the rapidity with which the restrictive measures recently applied by most countries succeeded one another is explained as a necessary consequence, even in the case of those countries whose finances are soundest, by the anxiety to safeguard their production or correct their balance of payments. For this, only two methods are available: action in the sphere of financial obligations towards foreign countries (debts), or measures designed to influence foreign trade (imports and exports).

While feeling that the charges resulting from debts (particularly private debts) contracted during the last three or four years may still have something to do with the present price level (an Eastern and Central European farmer requires 150 kilogrammes of wheat to pay off interest which he could pay off with 50 kilogrammes when he contracted his debt), countries are none the less unreservedly applying the second of these methods.

All the measures taken by the different States in the matter of foreign exchange and the regulations of exchanges are directed in the last resort towards two main objectives: they are designed either to protect the national currency and the country's credit against any weakening which would mean a reduction of its gold and foreign currency stock, or, on the other hand, to protect national production against the dumping of cheap goods — that dumping being in its turn determined very largely by the monetary situation of other countries.

Financial disorders were naturally bound to affect, in the first place, the debtor countries, the foreign payments of which are becoming heavier and increasingly difficult, to the extent of jeopardising their monetary stability. The majority of those countries are accordingly hastening to take measures which, simply from the standpoint of their financial administration,

are perfectly comprehensible and justifiable : they are introducing control of foreign exchange and restricting their imports and are, for the same reason, endeavouring to increase their exports.

The double consequence of this state of affairs in the creditor countries is that the latter's exports are diminishing, whereas their imports would tend to increase, if, to cope with this new situation, they, in their turn did not take defensive measures. These countries find that their credits and exports are alike endangered. Even when the reciprocal situation is not determined by a debtor-creditor relationship, but when, as in certain parts of Europe, a number of countries which have a considerable trade with one another simply take the same measures, with the object of safeguarding their monetary and financial situation, the general result is obviously to render those very measures ineffective to some extent and to reduce the volume of transactions to a very considerable extent.

The combined influence of the facts to which we have just directed attention brings about paradoxical situations, as a result of which the financial interests of the different countries are often utterly at variance with their economic interests.

Accordingly, the countries which are soundest financially and are in the position of creditors should, it would seem, be in favour of an increase in the exports of the debtor countries, that the latter may become possessed of the means necessary for them to meet their obligations. But since, on the other hand, countries the currency and finances of which are sound are anxious at seeing their exports reduced as a result of the measures taken by the debtor countries, and feel some apprehension also as regards their own balance of payments, they, too, are setting up barriers against foreign imports.

Once again these contradictory tendencies make themselves felt in the form of trade depression and hence economic depression.

#### *Methods of remedying the Situation.*

In view of the importance which monetary and financial necessities have assumed since the summer of 1931 as a factor in international trade, the Economic Committee was, for the moment, unable to formulate useful suggestions for trade policy until the necessary solutions had been found in the field of international settlements and suitable alleviations and adjustments had been effected to relieve the financial tension.

There is one essential conclusion, however, which seems to the Committee to have particular weight in present circumstances — namely, that the economic relations between the different countries are dominated, to an extent hitherto unknown, by the problem of international debts of all kinds, the burden of which debts has been increased conversely to the fall in prices. In theory, a country cannot pay its debts otherwise than by exporting gold or obtaining fresh credits or exporting goods. The first means is precluded by the smallness of the reserves held by most of the debtor countries. Complete loss of confidence is paralysing the international operation of credit, so that until confidence is restored the export of goods is the only means by which debtor countries can meet their engagements. These countries must therefore have a favourable trade balance, and the greater the volume of their debts the greater that favourable balance must be. Such a position would not be incompatible with the interests of the creditor countries ; on the contrary, it would give them a guarantee for the payment of the debts due to them. But, under the pressure of circumstances, the extra-European and European creditor countries are following the general tendency to set up ever higher barriers to imports from abroad.

The Economic Committee fully realises that these countries, too, are acting under the pressure of internal and external circumstances, the importance of which the individual Governments are alone capable of appreciating. It cannot help realising, however, that, so long as the paralysis of international credit continues, the extraordinary and exceptional conditions of the present time will place creditor countries in a serious dilemma : either they must lower barriers to imports from debtor countries or they must expect to see the prospects of recovering their debts correspondingly reduced.

### 3. ENQUIRY INTO THE INTERNATIONAL SITUATION OF CERTAIN BRANCHES OF PRODUCTION.

#### A. Coal.

Resuming its investigation into the coal problem, which it had begun in 1929, the Economic Committee organised a consultation of experts (January 11th to 13th, 1932). All factors of production were represented : there were Government representatives, employers' and workers' representatives, and representatives of the consuming countries.

The meeting showed the urgent necessity for an international coal agreement. In its report to the Council, the Economic Committee emphasised the international importance of the tendencies expressed by the experts' at the present critical stage.

#### B. Timber.

The Economic Committee organised a consultation of experts on April 25th to 27th, 1932, to discuss the question of timber. Most of the experts were in favour of some regulation of exports which might help to improve the market.

As a result of this meeting, the experts of the exporting countries in Northern Europe immediately opened negotiations on a commercial basis. The Central European exporting

countries, as they may be termed for convenience, consider that the ideal would be a general agreement between all the exporting countries, and that the way should be paved by an agreement between the northern countries. They have decided to hold a meeting at Vienna on June 9th, 1932, to which representatives of all the countries concerned are to be convened.

### C. Hops.

The Economic Committee held a meeting (February 22nd to 24th, 1932) of experts on hops. The experts were of opinion that the producing countries should be in a position to follow in detail the development of the cultivation of hops and, if necessary, to regulate it. The constitution of an International Hops Bureau, based on a body already in existence (the Central Europe Hops Bureau), would make it possible to strengthen relations between the producers of the various countries concerned on a really international basis.

## 4. AGRICULTURE.

The Economic Committee consulted the members of its *Sub-Committee of Agricultural Experts* as to the expediency of a further conference. The majority of the experts expressed the view that an agricultural meeting with a general agenda could not hope to achieve satisfactory results in the present circumstances, which are ill-adapted to practical schemes on international lines. They hope that a few months hence circumstances may be more favourable.

Studies relating to international agreements which may concern the production of, and trade in, certain foodstuffs are receiving their particular attention.

The Economic Committee decided in favour of the setting up of special commissions of experts who undertook an examination of the international situation in regard to certain products (*timber* and *hops*) and the possibility of improved organisation<sup>1</sup>. The Economic Committee instructed the Secretariat to keep in close touch with present international action regarding *wheat* and *wine*.

## 5. CUSTOMS NOMENCLATURE.

During the four sessions which it has held since the 1931 Assembly, the Sub-Committee of Experts for the Unification of Customs Nomenclature has put the last touches to its draft nomenclature and drawn up the necessary explanatory notes. The work entrusted to it by the Economic Committee in 1927 has thus been completed. Draft and explanatory notes will shortly be sent to the Governments of all the States Members and non-Members of the League for their consideration and comments. The comments of the Governments will then be utilised by the Sub-Committee of Experts in giving the draft nomenclature the final form in which it is intended to be applied in practice.

## 6. INTERNATIONAL INDUSTRIAL AGREEMENTS.

In accordance with the recommendations of the World Economic Conference of 1927 and of the Economic Advisory Committee, the Economic Committee decided to keep in close touch with the economic aspects of international industrial co-operation and to secure the collaboration of experts now participating, or having in the past participated, in the framing or application of international agreements. It has succeeded in obtaining the collaboration of five experts of British, French, German, Italian and Luxemburg nationality.

In order to spread knowledge of the existence and effects of international industrial agreements and considering that only special studies could supply the information necessary to enable a judgment to be formed as to the whole economic problem thus raised, four of these experts drew up, with the assistance of the Secretariat and in the light of information derived from the most authoritative sources, a "review of the Economic aspects of several international industrial agreements"<sup>2</sup>. This study, which was published in the autumn of 1930, contains monographs on the development and economic activity of a certain number of very important international combinations and of movements to the same end.

Later, the same experts devoted their attention to the problem of international economic agreements regarded from the point of view of general economic policy. In the autumn of 1931, they published a "general report on the economic aspects of international industrial agreements"<sup>3</sup>:

This report commits no one but its authors and represents only one of the contributions supplied or to be supplied to the Economic Committee for its general work in connection with international economic agreements. The sole desire of the authors of the report is, in their own words, to add, in their industrial capacity, a new contribution to the information available on industrial agreements and, at the same time, to make known their opinions derived from their technical experience.

Apart from an explanation of the various forms of industrial agreements, the experts' report relates mainly to the effects of these agreements, first, on industries which have formed a

<sup>1</sup> See previous chapter.

<sup>2</sup> Document E.614.

<sup>3</sup> Document E.736.

cartel and, secondly, on consumers and workers. It also deals with the relations between international industrial agreements and tariff policy and with those between these agreements and the authorities.

#### 7. PROCEDURE FOR THE FRIENDLY SETTLEMENT OF INTER-STATE ECONOMIC DISPUTES.

The last annual report to the Assembly mentioned that, under a resolution of the Assembly dated October 2nd, 1930, the Economic Committee had been instructed to submit definite suggestions with regard to a proposal put forward in March 1930 by the French delegation to the Conference with a View to Concerted Economic Action and providing that " a permanent organ for conciliation and arbitration should be set up for the settlement of all disputes of an economic nature which may arise between States ".

On the basis of studies carried out by the Secretariat, the Economic Committee submitted at the Council session in January 1932 a report in which, after describing succinctly the present situation established by the system of bilateral and international agreements for the pacific settlement of disputes, the Committee declares that it would nevertheless be desirable to provide States with the possibility of resorting, if they so desire, for the settlement of their economic disputes, to a procedure which, while it would not affect rights and obligations arising under international agreements, would be elastic, rapid and simple to the desired degree.

For this purpose, the Committee suggests the appointment by the Council of a body of experts from among whom the parties could freely at any time select persons to whom they would entrust the settlement of their economic disputes, either by arbitration or by conciliation.

In a resolution supported by very full arguments, the Council, on January 28th, 1932, adopted the Committee's report and decided to " place at the disposal of the Members of the League and any States non-Members, which might wish to avail themselves of the procedure, a body of experts to whom they might submit their *economic* disputes for settlement by arbitration or for the bringing about of a friendly settlement by means either of an advisory opinion or of proposals for solution ".

The Council also adopted the Rules of Procedure proposed to it and invited the Economic Committee to submit to it a list on the basis of which it might nominate the experts referred to in these Rules of Procedure<sup>1</sup>.

#### 8. BRIBERY AND UNFAIR PRACTICES.

At its session in January 1932, the Council considered the report of the Economic Committee<sup>2</sup> containing the result of the enquiries it had conducted in the light of the resolutions of the 1927 World Economic Conference and in connection with the elimination of unfair commercial practices and recourse to *bribery* as a means of competition.

This report, which is of an informatory nature, shows that many countries have already adopted legislation on this subject. The representatives of international commerce, however, believe that a further serious improvement would be possible.

The Committee also insisted on the need for securing the co-operation of commercial and industrial circles and the education of public opinion if the campaign against bribery was to become really effective.

The Council endorsed the Economic Committee's view that bribery and the commercial practices described in the report were forms of competition that should be condemned, and that Governments, as well as commercial and industrial communities, should be recommended to make every effort to put an end to those practices.

It also adopted the Economic Committee's suggestion that its report should be communicated to the various Governments in order that it might obtain further information on the question and might ascertain the views of the Governments regarding the possibility and desirability of an international convention intended to secure for the nationals of the contracting parties a minimum degree of protection in this respect.

#### 9. MARKS OF ORIGIN.

At its meeting on September 1st, 1931, the Council approved the Economic Committee's report on its thirty-fifth session (June 1931). It authorised the Secretary-General to send to the Members of the League and the States non-Members the Committee's report on the question of marks of origin<sup>3</sup>, drawing their attention to the conclusions of the report and urging them to conform to it as far as possible.

The Secretary-General despatched the communication in question on November 29th, 1931. In accordance with the Council's resolution, he requested the Governments to forward to him their observations on the matter, and especially as to the proposal for the universal application of the suggestion that three or four letters, which should be recognised as representing the name of the country of origin, should be affixed where this was required to be indicated by national legislation on foreign markets.

<sup>1</sup> Document C.57.M.32.1932.II.B

<sup>2</sup> Document C.74.M.39.1932.II.B, Appendix II.

<sup>3</sup> Document C.427.M.177.1931.II.B, Appendix III.

## 10. CONVENTION FOR THE REGULATION OF WHALING.

As announced in the report to the Assembly drafted in 1931<sup>1</sup>, a committee of experts appointed by a number of Governments sat during the twelfth Assembly to examine, in the light of the observations submitted by certain Governments, whether and how far the draft Convention prepared by the Economic Committee should be amended. The report by the Committee of Experts was submitted to the Second Committee of the Assembly, and, in a resolution of September 24th on the report of the Norwegian delegate<sup>2</sup>, the Assembly decided immediately to open for the signature of the Members of the League and of the States non-Members the Convention the text of which had been submitted to it, and expressed the hope that the largest possible number of States would accede to it at the earliest possible date.

The object of the Convention is to prohibit the capture or killing of certain species which have become extremely rare and to secure the fullest utilisation possible of those whales of which the capture continues to be authorised.

On March 31st, 1932, the date of expiry of the period during which the Convention remained open for signature, it had been signed on behalf of the following countries: Albania, Commonwealth of Australia, Belgium, Canada, Colombia, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain and Northern Ireland, Greece, India, Italy, Mexico, Netherlands, New Zealand, Norway, Poland, Roumania, Union of South Africa, Spain, Switzerland, Turkey, United States of America, Yugoslavia.

On April 13th, 1932, the Convention was acceded to on behalf of the Sudan.

## B. ECONOMIC INTELLIGENCE SERVICE.

The *Statistical Year-Book of the League of Nations* for 1931-32 is to appear in June.

A special effort has been made, in collaboration with various statistical departments, to make the *Year-Book* as up to date as possible. Most of the tables contain figures for 1931. The number of subjects dealt with in the present edition has been considerably increased.

For the first time, the *Year-Book* contains indices of the world production of raw materials and foodstuffs established by the League of Nations, a table on balances of payments of some thirty countries expressed in dollars, and detailed statistics showing conditions of unemployment and employment by industries.

Efforts are still being made to enhance the value and usefulness of the *Monthly Bulletin of Statistics*. Thus the number for March 1932 contains, for the first time, the monthly figures for commercial banks' deposits. These figures are of special interest for the study of the financial crisis.

*The Review of World Trade 1930*, which was published in December 1931, brings out the main tendencies which have prevailed since the beginning of the economic depression in 1929 — that is to say, in particular, the universal fall in commodity prices and the *quantum* of trade. Summary tables are given for the trade of all the most important countries of the world in recent years, and separate sections deal with commercial balances, trade by classes of commodities, the direction of trade, index numbers of import and export prices, etc.

The volume of *International Trade Statistics, 1930*, published in April 1932, covers the years 1928, 1929 and 1930, and also gives figures for 1931. It contains detailed statistics of sixty-four countries, showing, in particular, imports and exports of merchandise and of bullion and specie, imports and exports by countries, by articles, by classes of commodities and by countries of destination.

The volume of *Balances of Payments 1930*, which is to appear in June 1932, includes an analysis of capital movements in 1931. This document contains data concerning international transactions (in goods and services, and gold, long- and short-term capital operations), and concerning the most important international liabilities and assets of about thirty countries. Most of these data relate to 1929 or 1930.

*The Review of World Production* is a continuation of the *Memorandum on Production and Trade*, of which five editions have been previously published. The latest edition, which appeared at the end of 1931, covers the period from 1925 to 1930, and, as far as information is available, 1931.

In the same field, the statistical material got together by the Economic Intelligence Service was extensively drawn upon in the preparation of the document entitled "Etude relative au problème des 'rapprochements économiques européens'", première série: Chiffres essentiels du commerce extérieur des pays danubiens (document E. 770), which appeared in April 1932.

The *Memorandum on Commercial Banks*, published in January 1932, covers some thirty different banking systems. It comprises, in particular, data regarding loans and discounts, investments, cash reserves, capital resources, earnings and expenditure, utilisation of profits, etc. Before this publication, there was no reference book giving in a single volume, a scientific analysis of the development of commercial banking in the world as a whole and of the position of the banks in each country.

<sup>1</sup> See document A.6.1931, page 96, and document A.6(a).1931, page 25.

<sup>2</sup> Document A.64.1931.II.B.

The Economic Intelligence Service has now in preparation in accordance with a resolution adopted by the Assembly on October 2nd, 1930, a *World Economic Survey (1931-32)*, to be published in August 1932. This survey presents, in a popular form, a description and an analysis of world economic developments. This is a first edition, which will be followed by others at intervals of one year. Part of this first edition is devoted to the study of the tendencies at work in the past decade, against the background of which recent phenomena can alone be studied in their true perspective; but the survey will be carried up to the first few months of 1932.

The work provided for under the terms of the Statistical Convention of December 14th, 1928, has been suspended for reasons of economy.

For similar reasons, the Council decided on January 29th, 1932, in agreement with the trustees of the Rockefeller Foundation, which had granted a subsidy, to suspend publication of the *Collection of Banking and Monetary Laws*.

As in previous years, the Economic Intelligence Service has furnished various statistical data which have been incorporated in the *Armaments Year-Book*.

### C. ECONOMIC AND FINANCIAL CRISIS : RESOLUTION ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS SIXTEENTH SESSION.

On May 5th, 1932, the Director of the International Labour Office transmitted to the Secretary-General — who at once communicated it to the Council — the text of the following resolution adopted by the International Labour Conference at its sixteenth session.

“Whereas, as is shown by the report of the Director to the sixteenth session of the Conference, the general economic crisis from which the world is suffering has continued to grow in severity during the last three years, and is at present the cause of the unemployment of at least 25 million workers ;

“Whereas the increasing falling-off in industrial activity, if it continues, must eventually enhance still more the suffering and privation which afflict the unemployed and also threaten the workers in employment ;

“Whereas the situation is such that more than ever the peace and harmony of the world are imperilled ;

“Whereas the International Labour Organisation was founded in order to remove this menace by the establishment of social justice ;

“Whereas social justice requires order and equilibrium in the economic system, and this can only be secured as the result of the efforts of all nations and international institutions ;

“Whereas the economic and financial bodies of the League of Nations have, through the work of their experts, succeeded in reaching solutions which have been sufficiently worked out and only await decisions :

“The sixteenth session of the International Labour Conference, composed of representatives of Governments, employers and workers, requests its Secretary-General to draw the attention of the Council of the League of Nations and of all the Members of the International Labour Organisation and of the League of Nations to the considerations set out above and to the necessity of endeavouring to restore general prosperity by appropriate decisions.

“The Secretary-General is requested more particularly to bring to their attention the following suggestions :

“ (1) That Government delegates duly authorised to that effect should as soon as possible be given instructions to draw up a list of big international works for economic equipment and for national works on a large scale calculated to encourage the general development of the economic situation of the countries concerned, to make the necessary financial arrangements therefor and to have them put in hand without delay ;

“ (2) That, in order to help in securing a final settlement in harmony with the general interests of world economy — a settlement the necessity for which is of ever-increasing urgency — the League of Nations and the International Labour Organisation should be invited to the forthcoming Conference which is to meet at Lausanne to settle the problem of reparations and other international political debts ;

“ (3) That States should take joint action to settle the general problems of currency and credit and to lay the foundations for an international monetary system possessing the necessary qualities of stability ;

“ (4) That the problems of production and international trade should be examined by Governments in collaboration with delegates from the most representative organisations of employers and workers in each country, for the purpose of concluding, in a severely practical spirit, such international conventions as will ensure the resumption of economic activity, on the basis of broad concerted plans, taking into consideration the gradual and systematic increase in the consumption of the masses and the co-ordinated extension of international trade.

“The Conference also requests that whereas among the public works proposed, public health works have the advantage of increasing the welfare of populations and raising their standard of living, the Governing Body should instruct the International Labour

Office to request the Governments concerned to place upon their programme of public works intended to diminish unemployment, public health works, and, in particular, hydraulic works, water-supply, abolition of unhealthy conditions, construction of workers' dwellings and electrification of rural districts."

At its meeting on May 21st, 1932, the Council examined, in the presence of the Deputy Director of the International Labour Office, the report prepared on this question by the Spanish representative, Rapporteur.

On the latter's proposal and after a brief discussion, the Council took note of the resolution adopted by the International Labour Conference at its sixteenth session with reference to the economic and financial crisis.

It referred the resolutions of that Conference to the Assembly, requested the Committee of Enquiry on public Works and National Technical Equipment to accelerate its proceedings, and declared that the various League Organisations will be at the disposal of the Lausanne Conference, should the latter express a desire for their assistance.

It also decided to lay before the Assembly the question of the summoning of a world conference to consider the problems of international production and trade with a view to the conclusion of international conventions designed to bring about a resumption of economic activity, and requested the Secretariat to make the necessary preliminary investigations.

#### D. WORK OF THE FINANCIAL COMMITTEE.

##### I. FINANCIAL RECONSTRUCTION WORK.

###### 1. *General Remarks.*

During the period since the last report submitted to the Assembly, the Financial Committee has been very fully occupied with the constantly increasing difficulties in which the world depression has involved those States which have in the past reorganised their finances with the aid of the League of Nations.

Four sessions have been held since the beginning of September last which, together, have extended over a period of about two and a-half months.

The Committee pointed out in the report on the first of these sessions that "the causes and circumstances of the present position are radically different" (from those which the League had to face when it undertook its various reconstruction schemes).

"They are not local inflation with rising money prices, but, on the contrary, a fall of money prices in all parts of the world, with a consequent increase in the real value of money wages and in the burden of money debts, and decreases in the profit of enterprise again accentuating the financial burdens of the State.

"The Committee cannot therefore hide from itself, and does not wish to hide from the Council, that, necessary as undoubtedly are the individual methods of reconstruction which they have discussed with reference to particular countries, their success is closely dependent on the early solution of a general world price problem which did not exist in the earlier cases. This problem is not confined to Europe, it is equally pressing in the great primary producing countries of the world — in South America, Australia, India and in the United States of America — and has in its turn been accompanied by severe credit disturbance."

The event has proved the justice of this anticipation, and the Committee, while devoting special attention to the problems of individual States, has repeatedly reverted to the importance of these general issues. Thus in its last report — that of March 29th, 1932, on the work of its forty-fifth session — it remarked :

"When the Committee wrote these words, and again when it met in October 1931 at Budapest, it was in the hope that the interested Powers would be able to take prompt action in connection with certain major financial problems, such as political debts. The need for prompt action had already been emphasised by the Committee appointed on the recommendation of the London Conference in July 1931 and was again emphasised by the Special Advisory Committee appointed in the autumn in connection with the Young Plan."

In the same report it summarised the situation as it then stood in the following words :

"The Committee is now faced by the fact that, of the four countries with which the League has been particularly concerned, one (Austria) has already been compelled to arrange for a *Stillhalle* covering the principal of most of her banking debts, a second (Hungary) has already declared a moratorium of transfer on the great bulk of her external obligations both public and private, and the two others (Greece and Bulgaria) now declare their inability to meet in full the service of their foreign debt in foreign currencies. This inability to obtain the necessary foreign exchange is not peculiar to Europe. In recent months, many extra-European countries have failed to meet their coupons.

“ The fundamental causes of these failures are not to be sought in defects in internal administration or policy. Some countries may have over-borrowed ; others may have failed to maintain budgetary equilibrium or to reduce costs. But neither of these unhappy events, if they had occurred at all, would have been so serious had it not been for the collapse in world prices. Wholesale prices of raw materials and foodstuffs (in gold) have fallen since 1928 by approximately 40 per cent and, in consequence, the burden of fixed charges on producers of these goods has increased by some 70 per cent. To pay in commodities (formerly worth 100 units) a fixed charge of 100 gold units, they have to part with about 170 units of commodities.”

Since these words were written, the Greek Government has failed to meet the service of its external debt in foreign currencies and amortisation in drachmæ. The Bulgarian Government has transferred only 50 per cent of the service due on its debt. A few months earlier, Hungary had decided on a transfer moratorium for most of its foreign debt service ; Austria is finding it more and more difficult to continue transfers.

As a direct result of this, the trade of the world was gradually being strangled. It was of paramount importance, in the opinion of the Financial Committee, that creditor States, realising these facts, should take steps to remove the barriers established to the detriment of countries which had been forced to adopt temporary measures for the control of their currencies.

The Financial Committee drew attention to the effects which the fall of prices had had on State budgets, and pointed out that it had been struck by the relatively high proportion of expenditure on war supplies and armaments.

In order to avoid aggravating the present disequilibrium it was urgently necessary that positive action should be taken. The Committee therefore recommended a system of secured loans, the proceeds of which should, on suitable terms, be placed at the disposal of certain Governments requiring financial assistance.

The Committee considered it desirable to establish at the earliest possible moment closer economic relations in Central Europe, and drew attention to the position of Bulgaria, who might find herself isolated if she were not included in the group of countries under consideration.

Finally, the Committee submitted to the Council, in the same report of March 29th, 1932, certain considerations concerning the action which should be taken by a country which could not meet its foreign obligations, at the same time warning the debtor States against taking steps which might in the future do irreparable harm to their credit.

\* \* \*

After discussion, and on the proposal of its Rapporteur, the Council decided, at its meeting on April 12th, 1932, to adjourn until its May session the examination of the general section of the Financial Committee's report, as summarised above.

The Council proceeded to a further examination of the report at its meeting of May 21st, 1932. After the Financial Committee's representative, M. Kempner, had, on the Committee's behalf, pointed out to the Members of the Council the necessity for taking urgent measures in respect of the questions dealt with in the report, the Council, on the proposal of the Rapporteur, the representative of Norway, took the following decision : it requested the Financial Committee to appoint a delegation which should forthwith consider, with the Government experts who had already dealt with the question and such others as might be designated by the President of the Council, in consultation with their respective Governments and the Council's Rapporteur on financial subjects, the financial problems raised in the general section of the Financial Committee's report on its forty-fifth session, so that proposals might be submitted to the Council.

The Council further expressed the hope that an agreement on constructive measures might be rapidly reached.

\* \* \*

The situation of the countries with which the Financial Organisation has had to deal and the action taken is summarised below.

## 2. *Austria.*

The Austrian Government addressed a letter to the Secretary-General on August 7th, 1931, requesting that the Council should examine the economic and financial difficulties of Austria and endeavour to find means to overcome them. On receipt of this letter, the Secretariat immediately took steps to ascertain the proportions of the problem. The Deputy Secretary-General went to Vienna, with the director of the Financial Section. On September 4th, the Council forwarded the application from the Austrian Government to the Financial Committee, which devoted most of its September session to the Austrian question.

The Committee was of opinion that the budget position of Austria, though difficult, was substantially different from what it was in 1922, and much more favourable. The investment policy of the Railways and the Post Office, in the first place with the assistance of loans and, later, by means of short-term advances, had substantially increased the difficulties encountered by the Treasury, which were rendered acute owing to the failure of the Creditanstalt in May 1931, when the Austrian Government was obliged to come to its assistance by making cash payments and by guaranteeing the majority of its deposits.



The National Bank of Austria, which had been in a very strong position at the beginning of May 1931, had to place considerable sums at the disposal of the Creditanstalt by rediscounting its bills and to meet the requirements in foreign exchange resulting from the withdrawal of foreign credits and the flight of Austrian capital. Although fresh amounts of foreign exchange had been made available for it by means of a loan accorded by the Bank for International Settlements and by the advance granted to the Austrian Government by the Bank of England, its foreign exchange reserve continued to fall.

After examining the position with the Financial Committee, the Chancellor made a statement in which he enumerated the measures he intended to take to remedy the position. These were substantially as follows :

- (a) Immediate reduction of expenditure, making it possible to reduce by 35 million schillings the deficit estimated for the current financial year ;
- (b) Reduction to 1,900 million schillings (as against nearly 2,200 millions estimated in the original budget for 1931) — or approximately to the 1929 level — of the budget expenditure for 1932 ;
- (c) Constitution in 1932 and 1933 of a margin of supplementary receipts of 100 million schillings a year for the redemption of the floating debt ;
- (d) Re-establishment of financial equilibrium on the Railways and the Postal and Telegraph Services ;
- (e) Reduction of the expenditure of local administrations ;
- (f) Revision of banking legislation ;
- (g) Policy of reducing costs of production in order to adjust the economy of the country to the new conditions ;
- (h) Co-operation between the Austrian Government and a representative of the Financial Committee in Vienna.

M. Rost van Tonningen was sent as representative of the Financial Committee to Vienna, where he is working with the Austrian authorities and M. Bruins at the National Bank of Austria. He keeps the Committee regularly informed of events in Austria and submits a detailed report to it each quarter. It appears from the examination of the position in Austria carried out by the Financial Committee at its recent sessions in January and March 1932 that the Government has given effect to most of the items in its programme : the reductions in expenditure announced have been effected, and the State budget for 1932 established on the basis contemplated. On the other hand, the Railways still have a deficit, and a fresh effort will have to be made. A foreign expert, M. Herold, has been entrusted with the detailed study of this problem.

In February 1932, M. van Hengel was appointed General Manager of the Creditanstalt and has elaborated a scheme for the reorganisation of this bank in connection with which negotiations with its creditors are now being conducted.

In spite of these efforts, and in the absence of the external assistance which had several times been recommended by the Financial Committee, the situation in regard to the supply of foreign exchange had grown steadily worse. In a letter of May 9th, 1932, the Federal Chancellor felt obliged to call the attention of the Council and the Financial Committee to the seriousness of the situation. In order to retain the foreign currencies necessary for the payment of the imports essential for the Austrian population, the Federal Government felt obliged to contemplate very shortly a suspension of the transfers for the service of its external debt.

The Council, to which this letter was submitted at its meeting of May 21st, 1932, decided to refer it to the meeting between Government representatives and the delegation of the Financial Committee decided upon at the same meeting, and addressed an earnest appeal to the Austrian Government to do all that lay within its power to avoid a failure to meet its obligations.

The Financial Committee had emphasised, in its reports of January and March, the necessity for Austria to form closer economic relations with neighbouring and other States. In its letter of May 9th, 1932, already mentioned, the Austrian Government announced that it intended very shortly to make definite proposals for the opening of commercial negotiations to the Danubian States and to other States prepared to take action.

### 3. Hungary.

At the beginning of September, the Hungarian Government applied to the Council, asking it to have the " financial position of the country examined by experts ".

On September 7th, the Council submitted this request to the Financial Committee, which immediately undertook a preliminary study of the position. It soon appeared to it that an enquiry on the spot was indispensable, and, with the approval of the Council, it appointed a delegation, which went to Budapest at the beginning of October. When the enquiry was sufficiently advanced, the delegation was joined at Budapest by the other members of the Committee, who held a special session there from October 16th to October 22nd, 1931.

The results of the Committee's detailed enquiry are summarised in its report, which deals with the budget, the national debt, Hungary's indebtedness to foreign countries, the trade balance and the banking position.

As regards the budget, the considerable fall in receipts during the last year gave rise to a disquietingly large deficit and entailed difficulties for the Treasury. The measures already taken by the Government to balance the budget did not seem sufficient to obviate the risks of a deficit, and the Committee therefore urged that fresh reductions of expenditure should be effected. The Hungarian Government undertook so to reduce expenditure as to avoid increasing

the deficit already ascertained for the current financial year (July 1st, 1931, to June 30th, 1932), and strictly to balance the budget for 1932-33 at a figure which it then fixed at 830 million pengö (or less than the expenditure for the financial year 1927-28). It asked that a representative of the Financial Committee should be appointed in Budapest, with whose assistance it would frame the detailed programme of budget economies and necessary administrative reforms. It further undertook in future to exercise very strict control over foreign public and private loans.

The report draws special attention to Hungary's large foreign indebtedness, the service of which amounts to some 300 million pengö per annum. On the other hand, the trade balance was seriously affected by the general fall in the price of wheat and other Hungarian exports, and trade has suffered a steady and uninterrupted decline. As a result of these circumstances, of the increasing difficulty which Hungary experienced in obtaining fresh credit and the partial withdrawal of those obtained, the reserves of the National Bank had suffered a steady attrition.

In agreement with the Government, the Committee arranged that the National Bank should appoint an Adviser to work with the Bank as long as the Financial Committee should deem necessary. Mr. Bruce was appointed in this capacity.

At the end of October 1931, the Financial Committee appointed Mr. Royall Tyler as its representative in Budapest; since then, Mr. Tyler has advised the Hungarian Government and kept the Committee informed of the position in his quarterly reports.

At the end of December, in view of the progressive fall in the Bank's foreign exchange reserve, the Hungarian Government issued a decree providing for the partial suspension for twelve months of transfers in foreign exchange for debt service. The service of the 1924 Reconstruction Loan continued to be paid: the equivalent in pengö of the foreign exchange due to foreign countries is paid into a fund managed by the National Bank. Without minimising the seriousness of this measure, the Financial Committee recognised that, in the circumstances and in the absence of any improvement in the general world position, it was difficult for Hungary to find any alternative. It also found, at its March session, that there had been a certain improvement in the budget position, thanks to the efforts of the Finance Minister. The Government has prepared the 1932-33 budget on the basis of about 805 million pengö, or less than the figure proposed by it in October (830 millions). On the other hand, it has not yet been able to balance the budgets of the Government undertakings.

Negotiations are in progress with the foreign creditors for the conclusion of *Stillhalte* agreements. While recognising that these steps can, in view of the general uncertainty, only be regarded as provisional, the Committee has stated that it is prepared subsequently to facilitate a definitive settlement of the long-term debts, of which the transfer has now been suspended, by appointing one or more persons of international reputation and experience to work with the Hungarian Government, with a view to bringing about an agreement between all parties concerned. The Council approved this suggestion at its meeting on April 15th.

#### 4. Bulgaria.

The Financial Committee has at its various sessions devoted special consideration to Bulgaria, where the effects of the general depression have taken the form of ever-increasing budget and banking difficulties.

At the end of the January session, the Bulgarian Government asked the Committee to send one of its members to Sofia. With the permission of the Council, Dr. Kempner was appointed to go there with M. Charron who, although he left Bulgaria in April 1931, agreed to continue to act as Commissioner in an honorary capacity. The delegation, which reported on its work to the March session of the Committee, examined in particular the transfer and the budget problems.

The reserve of the National Bank, in spite of a surplus in the trade balance estimated at 1,274 million leva, fell in 1931 — from 2,248 million leva on January 1st (to which must be added 413 millions constituting the balance of 1926 and 1928 loans) to 1,768 millions on December 31st.

As Bulgaria has practically no invisible receipts, she has to rely almost entirely on her commercial exports for procuring foreign exchange; her principal markets, which are in Central Europe, are however gradually being closed to her.

The service of the Bulgarian public debt amounted for 1931 to 1,118 million leva and for the six months from April 1st to September 30th to 547.5 million leva, involving an average monthly transfer of 91 millions.

The Committee was of opinion that, in view of the requirements which the National Bank would inevitably have to meet in respect of certain invisible imports, the Bulgarian Government would be justified, in order to avoid entirely exhausting its foreign exchange reserves, in reducing by 50 per cent during the six months April-September all transfers in respect of its external public debt, it being understood that the portion not transferred would be paid to the National Bank in leva to a blocked account at the disposal of the Commissioner. It was also of opinion that a restrictive action was necessary with regard to private debts.

Taking note of this situation, the Council, at its meeting of April 15th, 1932, indicated that it was for the Bulgarian Government to come to an agreement with the bondholders, who were alone competent to consent to any waiving of their rights under the loan contracts. As the Bulgarian Government immediately suspended the transfer of half the service of all its foreign debt, the trustees for the loans issued under the auspices of the League of Nations in 1926 and 1928, and the establishments issuing these loans, protested to the Bulgarian

Government and to the Council. At its meeting of May 21st the Council referred the question to the Financial Committee.

The budgetary problem with which the Financial Committee dealt at each of its sessions was carefully studied by the delegation. At the time of the enquiry, the budget deficit for the year 1931-32 ending on March 31st seemed likely to be in the neighbourhood of 600 million leva (as against 350 millions previously estimated). The probable deficit for 1932-33 was estimated at about 1,300 million leva (7,300 millions of expenditure against about 6 milliards of receipts). The steps contemplated by the Government in collaboration with the delegation would have made it possible to reduce this deficit to 300 millions. The Committee was of opinion that the budget should be balanced at all costs and that the Government could do this by a radical reorganisation of its financial administration. The Committee asked the Commissioner to study with the Bulgarian Government a complete plan of reform which could be carried through at once. The Committee also urged the need for the strict application of the system of monthly budgets. It believed that it will in this way be possible to secure budget equilibrium. M. Watteau, Adviser to the Bank, who represents M. Charron in Sofia, was entrusted with the duty of submitting periodical reports to the Financial Committee on the budgetary and financial situation of Bulgaria.

The Committee also noted in its January report the work done for the settlement of refugees, which may be regarded as practically terminated. A total of 31,057 refugee families (numbering on an average four members each — i.e., a total of approximately 125,000 persons) have been settled and a total area of 107,788 hectares has been distributed to them. Half this land was unsuitable for agriculture or had hitherto remained uncultivated. It was therefore necessary to improve it either by mechanical clearing and ploughing or by drainage. Houses to the number of 10,203 were built, the majority comprising a complete set of farm buildings with sheds and byres. Moreover, 6,947 families have been settled in the houses left vacant by Greek emigrants. The remainder of the refugees have built their houses themselves. In order to promote the development of the colonies, important public utility works have been carried out.

Although the work of settlement was completed, the Council considered that the financial situation required the maintenance in Sofia of the League of Nations Commissioner. M. René Charron, who had agreed to continue after April 1st, 1931, to carry on his duties in an honorary capacity, requested, by letter of April 13th, 1932, to be finally released from this mission. The Council asked him if he would be so good as to remain in office until the appointment of a successor.

##### 5. Greece.

In January last, the Greek Government and the Bank of Greece asked the Financial Committee to send one of its members to Athens to study the position in Greece. This was authorised by the Council on January 29th, 1932.

The results of the enquiry into the financial position of Greece may be briefly summarised as follows.

There was a small deficit for the year ending March 31st, 1932. Receipts began to fall off about the middle of 1931. There is a large prospective deficit on the year 1932-33 (which was estimated before any reforms were carried out at 1,800 million drachmæ). The execution of a programme which had already been initiated for irrigating the valleys of the Struma and the Vardar with the help of loan funds seemed likely to be arrested owing to lack of money.

There was a steady and increasing fall in the foreign exchange resources of the Bank of Greece (the reserve falling from 4,240 million drachmæ on December 31st, 1928, to 1,353 millions on February 29th, 1932). The commercial balance of Greece has always been passive, and the fall in the prices of agricultural products unfavourably affects Greek exports, the main items of which are tobacco and currants. The balance of payments in normal circumstances was brought into equilibrium by very considerable invisible receipts — shipping, tourists, and, in particular, emigrants' remittances. Greece has in recent years also been in receipt of considerable foreign loans.

The problem which appeared to the Committee to be the most urgent and difficult was that of transfer. The Committee was of opinion that, in present circumstances, it was not possible for the Greek Government to continue to transfer the whole of the funds necessary for the service of its external debt. In these circumstances, it felt compelled to support a proposal of the Greek Government, contained in a memorandum addressed to the three Governments represented on the International Financial Commission, for the suspension of the transfer of the amortisation payments in respect of the external Greek loans. The Committee recommended that the drachmæ amounts on account of amortisation should continue to be paid into an account opened with the Bank of Greece, from which advances might be accorded to the Government for the continuance of the irrigation programme.

The Financial Committee, in addition to its other recommendations concerning the budget, drew special attention to the necessity of balancing the budget of the Greek railways and suggested to the Government that it should organise an expert enquiry into the position of the railways with the assistance of a foreign railway expert. The Council instructed the Chairman of the Advisory and Technical Committee for Communications and Transit to appoint this expert.

At the Council meeting on April 15th, the Greek Prime Minister stated that, owing to the increasingly critical position with regard to the reserves of the Bank of Greece and in the absence of the foreign assistance for which it had asked, the Greek Government was obliged temporarily to suspend, not only the amortisation of its external debts, but also the transfer

of the sums necessary to meet the interest. The amount in drachmæ needed for such service would be temporarily paid into a blocked account at the Bank of Greece and would bear interest for the benefit of the holders.

Since that date the Greek Government, without getting into touch with the bondholders, had suspended the transfer of all sums required for its foreign loans, in spite of the protests of the Governments represented on the International Financial Commission. Supported by the French representative, the representative of the United Kingdom made a protest before the Council, and the Council, at its meeting on May 21st, urged upon the Greek Government the necessity of making every effort to comply with its obligations and emphasised that "failure to have due regard to their international financial obligations on the part of those countries which had benefited from loans issued under the auspices of the League must have the gravest consequences, not only on the credit of such countries, but also on the ability of the League to render collective assistance in the future".

## II. GOLD DELEGATION.

The work of the Gold Delegation has been continued during the year. The Delegation held its last session on May 2nd, 1932, and is preparing for publication its final report, which it will be possible to summarise in the supplementary report to the Assembly.

## III. RATIFICATIONS OF THE CONVENTION FOR THE CREATION OF AN INTERNATIONAL AGRICULTURAL MORTGAGE CREDIT COMPANY.

Only five countries — Greece, Latvia, Switzerland, Roumania and Poland — have so far ratified this Convention. Since, in these circumstances, the Convention could not enter into force on January 1st, 1932, a Conference must be held between the States which have ratified in order to enable the Convention to come into force. This Conference cannot be contemplated until the general situation has improved and further ratifications have been received, enabling the International Agricultural Mortgage Credit Company to form a sufficient reserve fund.

## IV. FISCAL COMMITTEE: ENQUIRY INTO THE APPORTIONMENT OF PROFITS.

At its session in May 1931, the Fiscal Committee noted the results of the enquiry into the system of income-tax and the methods of apportioning taxable income in force in Germany, Spain, the United States of America, France and the United Kingdom, and decided that this enquiry — for which the Rockefeller Foundation had granted a subsidy of 450,000 Swiss francs — should be extended to other European and non-European countries.

The present (second) phase of the enquiry is being carried on in accordance with the same principles and methods as the first phase.

In view of the progress made with the work, the Secretariat will probably be in a position to submit to the Fiscal Committee by the beginning of 1933 a full statement on the methods of apportioning profits and of the fiscal treatment of foreign and national undertakings in some thirty countries.

This work should enable the Fiscal Committee, which has not met this year, to draw up one or more draft conventions relating to the apportionment of profits and make it easier for States to acquaint themselves with the legislation of other countries with which they might desire to conclude conventions on double taxation, especially in connection with undertakings possessing establishments or carrying on business in more than one country.

Volume IV of the *Treaty Series* (on Double Taxation) was published in the autumn of 1931. No volume will be published this year.

## II. COMMUNICATIONS AND TRANSIT ORGANISATION.

### A. FOURTH GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT.

The Fourth General Conference on Communications and Transit, summoned by resolution of the Council dated January 19th, 1931, met at Geneva from October 12th to 24th, 1931.

Forty-three States<sup>1</sup> were represented, and also, in an advisory capacity, the Governing Commission of the Saar Territory.

Numerous international organisations also took part in the work of the Conference.<sup>2</sup>

<sup>1</sup> Union of South Africa, Albania, Argentine Republic, Austria, Belgium, Great Britain and Northern Ireland, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Free City of Danzig, Egypt, Estonia, United States of America, Finland, France, Germany, Greece, Hungary, India, Irish Free State, Italy, Japan, Latvia, Lithuania, Luxemburg, Mexico, Netherlands, Norway, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Turkey, Uruguay, Yugoslavia.

<sup>2</sup> The Advisory and Technical Committee for Communications and Transit, the Central Commission for Rhine Navigation, the International Danube Commission, the International Elbe Commission, the Permanent Technical

I. *Work done by the Advisory and Technical Committee for Communications and Transit since the Last General Conference.*

The Conference first of all examined the report on the work done by the Advisory and Technical Committee for Communications and Transit since the last General Conference, held in 1927, and the report submitted by the Secretary-General of the League on the measures taken in execution of the decisions of previous Conferences. It adopted two resolutions, the first on the international transport of goods by rail, and the second on barriers to maritime navigation.

(a) *Negotiable Document for International Transport of Goods by Rail.*

The Conference recognised the utility, from the economic and commercial point of view, of the creation of a negotiable transport document for the international transport of certain goods by rail over certain routes. But it considered that the introduction of such a transport document might involve difficulties of a legal, administrative, technical and financial nature in certain countries.

Hoping, however, that it would be possible to surmount these difficulties, the Conference requested the Communications and Transit Committee to continue the work in connection with this question. It also asked the Council to draw the attention of the Governments to the importance of the problem.

(b) *Barriers to Maritime Navigation.*

The Conference proceeded to an exchange of views regarding barriers to maritime navigation. It noted the statements made by several delegations communicating the measures taken by their countries to remedy these barriers, and requested the Communications and Transit Committee to study, in collaboration with the interested Governments, any measures calculated to remove such barriers to maritime navigation as had been, or might in the future, be brought to its notice.

II. *Renewal of the Membership of the Communications and Transit Committee.*

The Conference proceeded to renew the membership of the Communications and Transit Committee. The following States were called upon to appoint members of the Committee: Argentine Republic, Belgium, China, Cuba, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain and Northern Ireland, Hungary, Italy, Japan, Poland, Portugal, Spain, Switzerland, Uruguay.

III. *Recommendation concerning Measures to be taken in Cases of Serious Interruption of Transit Routes.*

The Conference was of opinion that, should international transit through the territory of one or more States suffer serious interruption, those States whose means of transport could be of help in establishing traffic temporarily in place of the interrupted traffic should co-operate, each in its own territory, in the establishment of such temporary traffic.

IV. *Calendar Reform.*

The Conference examined the expediency, from an economic and social standpoint, of (a) fixing movable feasts, (b) simplifying the Gregorian calendar.

These questions had been studied by a Preparatory Committee for the Conference, and by a large number of national committees in the different countries. As regards the first, an Act was adopted involving on the part of the Governments having voted for it, or subsequently acceding thereto, a declaration that they consider, from the economic and social standpoint, that the common good calls for the stabilisation of movable feasts.

As regards the *date of Easter*, the majority of the Governments pronounced in favour of the Sunday following the second Saturday in April. The Conference requested the Council to bring this Act to the notice of the religious authorities, and to notify the Governments invited to the Conference, before April 30th, 1933, of any views expressed by the religious authorities on this Act, and on the action which they might propose to take upon it.

As regards the *simplification of the Gregorian calendar*, nearly all the delegations were of opinion that the present was not a favourable time for making any change. The Conference did not think fit to express any opinion on the principle of the reform, but it considered that the

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Hydraulic System Commission of the Danube, the International Commission for Air Navigation, the International Air Traffic Association, the International Meteorological Committee, the International Central Railway Transport Office, the International Railway Union, the International Office of the Telegraphic Union, the International Broadcasting Union, the International Chamber of Commerce, the International Shipping Conference, the International Federation of Transport Workers, the International Federation of Syndicates of Christian Factory and Transport Workers, the National Committee on Calendar Simplification of the United States of America, the Church of England, the Universal Council for Life and Work, the Religious Authorities in the Netherlands, the International Israelite Committee concerning the Reform of the Calendar, the League for Safeguarding the Fixity of the Sabbath, the General Conference of Seventh-Day Adventists, the Australasian Conference Association and the Australasian Union Conference, the International Religious Liberty Association, the International Calendar Organisation, the World Calendar Association, the Union of German Towns, the University Association for the Study of Calendar Reform, the British Parliamentary Committee on Calendar Reform.

efforts made up to the present had not been in vain. For the first time, public opinion as a whole had been in a position to discuss the advantages and drawbacks of simplifying the Gregorian calendar.

The Conference requested the Communications and Transit Committee to continue its efforts for the purpose of enlightening the public as to the advantages or disadvantages of calendar reform.

## B. CONTINUATION OF THE WORK OF THE EUROPEAN CONFERENCE ON ROAD TRAFFIC.

### I. *Commercial Motor Transport.*

The Communications and Transit Committee noted the resolution adopted by the European Conference on Road Traffic held at Geneva in March 1931 concerning the suspension of the work on commercial motor transport. It requested the Secretariat to collect material regarding the national laws of the various States concerned relating to commercial motor transport, and regarding economic conditions prevailing in the different countries which were liable to influence the development of such transport. The Commission asked its Permanent Committee on Road Traffic to take such action on the European Conference's resolution as might be necessary, and to secure the co-operation of experts who were specially well qualified to deal with the economic and legal aspects of the question.

### II. *Light-signalling.*

The Communications and Transit Committee decided to refer to its Permanent Committee on Road Traffic the recommendations adopted by the European Conference on Road Traffic relating to the problem of light-signalling.

### III. *Signals to be made by Officials directing Traffic and Drivers of Vehicles.*

A recommendation on this question was also adopted by the European Conference, and was referred to the Permanent Committee on Road Traffic by a resolution of the Communications and Transit Committee.

## C. CONTINUATION OF THE WORK OF THE CONFERENCE FOR THE UNIFICATION OF RIVER LAW.

### I. *Attachment (saisie conservatoire).*

The Communications and Transit Committee decided to refer to its Committee on River Law the recommendation adopted by the Conference for the Unification of River Law held at Geneva in November and December 1930, to the effect that a convention relating to attachment should be prepared in the near future.

### II. *Assistance and Salvage.*

The Communications and Transit Committee decided to bring to the notice of its Committee on River Law the recommendation adopted by the Conference on the Unification of River Law relating to assistance and salvage in river navigation, and to draw its special attention to the passage of this recommendation in which the conclusion of a convention on assistance and salvage was advocated.

## D. PUBLIC WORKS.

In execution of a resolution adopted by the Assembly on September 24th, 1931, the Council entrusted the study of the question of large-scale public works to the Committee of Enquiry on Questions Relating to Public Works and National Technical Equipment set up by resolution of the Communications and Transit Committee, dated June 2nd, 1931.

The Committee met for the first time at Geneva on October 14th and 15th, 1931. It prepared a circular concerning programmes for large-scale public works, inviting Governments to send to the Secretary-General the schemes for public works contemplated by them, the execution of which might help to mitigate the present economic crisis and reduce unemployment where it is most acute or help to develop national technical equipment where such is inadequate. Experts in the different branches of public works were appointed as Rapporteurs of the Committee, and made a preliminary examination of the schemes received from the Governments. Only after this preliminary study had been completed did the Committee feel that it could usefully examine the schemes of works submitted to it.

At its second session, held from March 30th to April 2nd, 1932, the Committee first of all discussed what criteria it should apply in formulating a judgment on the schemes of public

works submitted. It decided upon three main points, on the basis of which it endeavoured to make its selection among the schemes :

(1) *Value of schemes from the point of view of the mitigation of unemployment* in its different aspects, both for the country in which the scheme is carried into effect and for other countries through the material supplied by their industries.

(2) *Productivity of the public works contemplated.* — The Committee did not go so far as to require evidence in advance that the works would be completely self-supporting, but it considered that they ought to be productive in the sense that their more or less immediate effect on the national economy of the country in which they were carried out should be to improve the industrial or agricultural situation in that country.

(3) *International interest of the schemes submitted.* — The Committee considered the schemes from this point of view owing to the fact that a spirit of international solidarity would, in any case, be necessary to obtain an adequate financial backing.

The Committee submitted a report on its first two sessions to the Council at its meeting of May 10th, 1932. It is stated in that report that the Committee has already retained a few schemes, but that it should pursue its work by examining other schemes which have already been submitted to it, but about which it was deemed that the Committee had insufficient information, and also such new schemes as would be transmitted to it subsequently.

The Council requested the Committee to pursue and accelerate its work.

#### E. COLLABORATION BETWEEN THE CHINESE NATIONAL GOVERNMENT AND THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT. <sup>1</sup>

The Chairman of the Communications and Transit Committee was authorised by the Committee to appoint experts to advise the Chinese Government on the proposal to regularise the Hwai River, and on various other technical problems. In execution of this resolution, the Chairman of the Communications and Transit Committee appointed three experts, who proceeded to the spot.

The Chairman further appointed two engineers, representing the Communications and Transit Organisation, to collaborate with the Chinese National Government in the preparation and direction of studies in connection with the construction of roads. They are at present at work in China.

#### F. NEGOTIABILITY OF RAILWAY TRANSPORT DOCUMENTS.

The Special Committee of Enquiry on the negotiability of railway transport documents met from November 16th to 18th, 1931. It considered concrete proposals submitted by the International Chamber of Commerce and the International Railway Union.

The Committee studied the two proposals. Without examining in detail the changes which it might be necessary to make in the Berne Convention, it confined itself to proposing some general rules, on the understanding that, before these rules were put into force, certain indispensable technical regulations would have to be framed.

The Council considered the resolution of the Fourth General Conference on Communications and Transit, and decided at its meeting of January 25th, 1932, to draw the attention of the Governments to the importance of the problem of the negotiability of international transport documents, particularly for classes of transport subject to the provisions of the International Convention concerning the Transport of Goods by Rail (C. I. M.), requesting them to examine it in the most favourable spirit and to take the necessary steps to enable the next Conference for the revision of the Berne Convention to deal with this problem and to find an adequate solution. The Secretary-General communicated the text of the Council's resolution to the Governments, and also submitted to them, and to the Central Office for International Railway Transport, the report of the Special Committee on the Negotiability of Railway Transport Documents appointed by the Communications and Transit Organisation (document C.981. M.546.1931.VIII).

#### G. LEAGUE WIRELESS STATION.

The construction of the buildings for the wireless station was completed on September 1st, 1931, the purchase of the ground being completed during the same month.

The work of installation and equipment of the station was, in the main, finished by February 2nd, 1932, on which date the station began to be operated in connection with the opening of the Disarmament Conference. Communication was established with China and Japan, and — for the duration of the Disarmament Conference — with the United States of America, in accordance with the principles laid down in the Convention of June 9th, 1930, between the Secretary-General of the League and the Radio-Suisse Company. Communication with South America will not be opened until the second half of May, after the completion of the installation works, the greater part of which could only be proceeded with during the period when the work of the Disarmament Conference was suspended (April-May 1932).

<sup>1</sup> See also page 77 (Chapter 14).

### III. THE HEALTH ORGANISATION.

#### 1. DECISIONS OF THE ASSEMBLY AND THE COUNCIL.

The reduction of 24 per cent in the budget of the Health Organisation for 1932, as compared with the previous financial year, made it necessary this year, *inter alia*, to forego the habitual spring session of the Health Committee. The latter noted that this reduction was due to exceptional circumstances, but expressed the hope that the credits allotted in future would be sufficient to enable the Committee to carry out the work entrusted to it by the Council and Assembly.

When the Council, on January 25th, 1932, approved the Health Committee's report on its October 1931 session, the Norwegian representative expressed the opinion that, in the case of very technical reports, it would perhaps be advisable for the Rapporteur and the Secretariat to consider whether, in future, the Council should not confine itself to noting the work of technical committees, approving only those points to which the Rapporteur thought he should draw special attention.

On the same date, the Council confirmed the appointment of Dr. Lasnet, Inspector-General of the Public Health Services of the French colonies, to fill the vacancy caused by the death of Dr. Lucien Raynaud. It also appointed Professor Hussamettin bey, Under-Secretary of State in the Ministry of Health and Social Welfare in Ankara, as member of the Health Committee.

#### 2. APPEAL BY THE LEAGUE ON BEHALF OF THE VICTIMS OF FLOODS IN CHINA.

Following on the appeal launched by the last Assembly on behalf of the victims of the floods in China, the Council's resolution inviting the Health Organisation to undertake the co-ordination of the international anti-epidemic campaign was communicated to all Governments. A letter was also sent by the Health Section to the Directors of national health administrations, indicating the character of the contributions needed in respect of the anti-epidemic campaign.

The Governments or certain State Institutions of Belgium, Denmark, Egypt, Indo-China, the Netherlands, the Netherlands East Indies, Poland, and Spain responded to this appeal and sent sera, pharmaceutical products, field laboratories and medical personnel to China. Other Governments (Canada, Norway, Spain, Sweden and Yugoslavia) offered anti-typhoid and other vaccines, but the representatives of the League's Health Organisation in China have since stated that the Chinese laboratories were fully able to supply all the vaccines required, except those for oral administration.

From the outset, generous contributions were made by the Japanese Government and its Institutions in the form of material, personnel and transport facilities. In September 1931, however, the Chinese Government declined any further offers of assistance from this source.

The Health Organisation has done its utmost to assist in organising refugee camps and in combating epidemics; from the middle of September until the end of December 1931, its Medical Director acted as technical adviser to the National Flood Relief Commission in regard to all medical and health questions.

Dr. B. Borcic, whose services had been placed at the disposal of the Chinese National Health Administration in July 1930, has, since the beginning of the floods, helped to organise medical and health units in the Hankow district, and was placed in charge of the medical relief division of the National Commission.

In October 1931, two members of the Health Section, Professor M. Ciuca, secretary of the Malaria Commission, and Dr. T. F. Huang, were sent out to China; Professor Ciuca's task was to organise the campaign against malaria and cholera in refugee camps; Dr. Huang, after he had spent a fortnight in surveying the flooded region in the Province of Anhwei, was placed in charge of the medical and health units in the Wuhan area.

The National Flood Relief Commission is short of medical material and has addressed a further appeal to the Health Organisation for sera, chemical and pharmaceutical products and two or three field bacteriological laboratories. The Health Organisation has taken steps to comply with this request.

#### 3. CO-OPERATION WITH THE GOVERNMENTS OF VARIOUS COUNTRIES IN PUBLIC HEALTH MATTERS.

##### 1. CHINA.<sup>1</sup>

For the past year, the Chinese National Government has been faced with immense difficulties owing to the floods in the Yang-tse valley and recent events at Shanghai. In spite

<sup>1</sup> See also page 77.



of the financial sacrifices which it has been obliged to make and the necessity for concentrating the activities of its health services on the protection of refugees and assistance to the wounded, the three-years' scheme of reorganisation submitted to the Council in May 1930<sup>1</sup> has been vigorously pursued.

The last report to the Assembly stated that the *National Quarantine Service*, which was reorganised as the result of an enquiry undertaken by the experts of the Health Organisation and of the Communications and Transit Organisation in co-operation with the Chinese officials, was already working at Shanghai and Amoy. Since then, notwithstanding the political difficulties, this service has been put into operation in the ports of Hankow, Nanking, Swatow, Newchwang and Antung. It will be extended shortly to the ports of Tientsin, Tsintao and Chinwangtao. On the other hand, the quarantine station of Shanghai, situated at Woosung, was destroyed during the incidents of January and February 1932.

The *Central Field Health Station* was inaugurated in May 1931 and several of the sections provided for in the scheme have already begun work. A model district has also been established at Tangshan, near Nanking, to serve as a practical demonstration of modern methods of hygiene and sanitation.

The *School Health and Physical Education Section* has set up a health service in two of the chief training colleges in the country at Nanking and Peiping. A similar service is to be instituted later in fourteen other colleges.

The *Maternity and Child Welfare Section* has established a school for midwives at Peiping. Another school and a maternity hospital are under construction at Nanking.

The Secretary of the Health Committee's Malaria Commission has helped to organise the *Section of Parasitology and Malariology*.

The services of Dr. B. R. Dyer, a sanitary engineer of American nationality, have been placed by the Rockefeller Foundation at the disposal of the *Sanitary Engineering Section* for a period of three years.

Dr. W. W. Peter, Medical Director of the American Cleanliness Institute, has spent six months at the Central Field Health Station of Nanking, where he helped to organise the *Education Section*.

Lastly, the campaign against cholera and smallpox in the Shanghai area is being pursued: more than 500,000 anti-cholera vaccinations and 300,000 anti-smallpox vaccinations were performed in 1931.

## 2. GREECE.

The Health Centre at Athens, which was established by the Greek Government according to the reorganisation plan drawn up in concert with the Health Organisation, is now in full activity. The School of Hygiene, which forms one of the divisions of this centre, and has been working since March 1931, has prepared a class of twenty-seven candidates for the public health diploma; most of these have already occupied posts in the Greek Health Administration; the Ministry of War has asked the school for its assistance in training military medical officers. With the help of the Health Organisation, arrangements were made for foreign scientists to give a series of lectures at the school; these were most successful and have helped to strengthen the ties between the medical profession and the School of Hygiene.

In collaboration with the Greek authorities, the Division of Malariology, which is under the direction of Dr. M. C. Balfour, is giving field demonstrations in an urban district (Drama), a rural district (Marathon) and a coastal district (Egion); these demonstrations afford excellent opportunities for the students of the School of Hygiene to gain practical experience.

The Division of Sanitary Engineering is giving theoretical and practical training to twelve sanitary inspectors.

Dr. J. Tandler, who was appointed in 1930 to draw up a plan for the organisation of the health services in the Athens-Piræus area, has accomplished this task.

The Health Organisation has granted scholarships to five Greek medical officers desirous of studying abroad modern methods of health administration, the sero-diagnosis of syphilis or drinking-water supply systems.

## 3. CHILE.

On March 16th, 1932, the Chilean Government wrote to the Secretary-General requesting the co-operation of the technical organisations of the League, and in particular of the Health Organisation, for a study of the problem of popular nutrition in Chile. This request was submitted to the Council on May 9th, 1932. The Council invited the Health Committee and the Economic Committee to consider and report upon the request of the Chilean Government, and requested the Chilean Government to supply these two Committees with such information as might be of use for the preliminary study of the question.

## 4. RURAL HYGIENE.

The European Conference on Rural Hygiene (July 1931) drew up, in consultation with the Directors of European Schools of Hygiene, a programme of international studies dealing

<sup>1</sup> For details of this scheme, see report to the 1931 Assembly (document A.6.1931, page 114).

with the training of health visitors and sanitary engineers, the cost of medical and health services in rural districts, the milk supply in country districts, the anti-fly campaign, the epidemiology of typhoid fever and methods of analysing drinking-water and sewage.

The study of the first item on this programme was entrusted to the Health Organisation, the services of an expert being placed at its disposal for this purpose by the International Council of Nurses.

The other questions are being investigated in the Institutes and Schools of Hygiene of Budapest, Copenhagen, Madrid, Prague, Warsaw and Zagreb.

All these enquiries are being co-ordinated by the Health Organisation, and they will probably be sufficiently advanced to justify a meeting in 1932 of the staffs of the institutes concerned with a view to preparing general reports and conclusions.

## 5. WORK OF THE REPORTING COMMITTEES AND TECHNICAL COMMISSIONS.

1. As stated in the report to the 1931 Assembly, the Health Committee has appointed committees to report on the present state of practice and knowledge in certain branches of public health or social medicine which are of general interest.

The Reporting Committee for *Maternal Welfare and Hygiene of Infants and Children of Pre-school Age* submitted its report to the Health Committee in October 1931. This report is based on the conclusions arrived at as a result of enquiries previously undertaken by the Health Organisation in the matter of infant mortality. During 1932, the Committees which have been asked to report on the *welfare of children of school age*, the campaign against *tuberculosis* and *venereal diseases* will also complete their work. Their reports will represent an international consensus of opinion and will contain practical conclusions for the guidance of national health administrations.

2. The Commission for the study of the *treatment of syphilis* will likewise complete in 1932 its large enquiry, which has involved the sifting of 25,000 individual case records.

3. During the past year, the *Malaria Commission* has studied the value of anti-malarial preparations other than quinine, and the question of malaria in deltas. It has carried out an enquiry into the geographical distribution of malaria, and the world requirements of quinine. This enquiry has so far elicited seventy replies from States, colonies, protectorates and mandated territories. The object is to collect a vast amount of documentary material in preparation for a Government conference at which the various aspects of the problem of the world's supply of quinine are to be dealt with.

*International courses in malariology*, instituted under the auspices of the Health Organisation, will be held this year at Paris and Rome. The courses of field work which are to follow will be given in Spain, Italy and Yugoslavia. Scholarships have been offered by the Health Organisation to candidates recommended by the health administrations of Bulgaria, Colombia, Egypt, Greece, Guatemala, Indo-China, Italy, Persia, Portugal, Spain, Turkey and Yugoslavia. Six of these countries will also send students to the courses at their own expense.

4. The *Opium Commission* published in October 1931 a recapitulatory list of all preparations exempted from the International Convention of 1925, in application of Article 8 of that Convention. This list was communicated to all States whether signatories or not of that Convention and whether or not Members of the League.

The Commission is continuing the enquiries entrusted to it by the Council in regard to the determination of the amount of morphine in various samples of opium and the treatment of drug addicts. It is anticipated that they will be completed during 1932.

The Health Committee has also been asked to give its opinion on the methods of determining the normal consumption of narcotics in the various countries, with a view to facilitating the task of the supervisory body provided for in the International Convention for Limiting the Manufacture of Narcotic Drugs.<sup>1</sup>

5. The *Permanent Commission on Biological Standardisation* is at present devoting its attention to the choice of a diphtheria prophylactic to serve as an international standard, the standardisation of diphtheria toxins used for the Schick test and the adoption of an international standard for oestrine.

Last year, the Commission recommended the adoption of international standards for vitamins A, B, C and D, to facilitate the control of the activity of numerous preparations containing vitamins now on the market. In future, an institute will be made responsible, in each of the principal countries, for the distribution of these vitamin standards.

6. Next summer, the Health Organisation proposes to convene a meeting of scientific workers to consider the possibility of achieving international uniformity with regard to certain methods used in studying the *dietary habits* of population groups.

7. In the field of *physical education*, a programme of research has been prepared to extend over a period of two years, dealing with the effects of intensive muscular exercise on the human organism.

The standardisation of methods of measuring the human body during the period of growth is to form the subject of an enquiry to be carried out immediately among public health

<sup>1</sup> See page 96.

administrations ; the final object of this enquiry is to arrive at a standard method of gauging the effect of gymnastics on adolescents.

8. The *Commission on the Fumigation of Vessels* completed its work by the adoption in April 1932 of a report analysing the various methods of clearing a vessel of rats by fumigation and stating the points of detail on which fuller researches might usefully be carried out.

## 6. EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS SERVICE.

### (a) GENEVA.

The Health Organisation has continued to provide for the transmission of the epidemiological data it receives.

The following articles have appeared in the monthly epidemiological reports : a study of the increase in population in various countries since the beginning of the twentieth century, and reviews on plague, smallpox, typhus, poliomyelitis and measles.

In view of the need for economy, it has been decided to change the monthly report into a periodical appearing every two months.

### (b) SINGAPORE.

As most of the members of the Advisory Council were unable to go to Tokio, where the annual session was to have been held in the spring of 1932, it was decided, after consulting Dr. Uchino (Japan), the Chairman in office of the Council, to adjourn the session until 1933. In these circumstances, it appeared that the link between public health administrations and the Eastern Bureau could only be maintained and strengthened by means of personal contact between the heads of those administrations and the Director of the Eastern Bureau. The latter has accordingly visited China, Siam and the Netherlands East Indies during the present year.

In response to the desire expressed last year by the Advisory Council, the Director of the Eastern Bureau has prepared a comprehensive review of the researches carried out in the Far East, in accordance with the plan of work drawn up in 1927 by the Commission of Experts on *plague*. He has also drawn up a memorandum on port health procedure in Eastern ports, summing up the observations noted during the study tour of quarantine medical officers in 1930.

## 7. "QUARTERLY BULLETIN" OF THE HEALTH ORGANISATION.

Up to the present, those who wished to follow the work of the Health Organisation have been obliged to consult the records of international conferences, the Minutes of Committees, reports by experts, etc. In order to make this material more accessible and consequently more widely known, it was decided to embody it henceforward in a *Quarterly Bulletin* to be published in two editions — English and French. The financial advantages of this arrangement are obvious. This new publication is primarily of a technical nature, as shown by the contents of its first number, which appeared in March 1932, and includes :

(1) The resolutions of the Conference of Experts on immunisation against Diphtheria (London, June 1931) ;

(2) A report by Sir George Newman, of the British Ministry of Health, on medical education in England (this is the first article of a series which is to be devoted to the study of the problems raised by medical training at the present day — a study arising out of a request made to the Health Organisation by the Chinese National Government) ;

(3) A report by Professor R. Burri (Berne) on the milk supply of North American cities (this report is the outcome of the enquiries undertaken in accordance with the recommendations of the European Conference on Rural Hygiene) ;

(4) A survey of tropical pneumonia (material collected by the Director of the Eastern Bureau of the Health Organisation at Singapore at the request of the Advisory Council of that Bureau) ;

(5) An analysis of the annual statistics relating to anti-rabies treatment in the various Pasteur Institutes of the world (this task was entrusted to the Health Organisation by a decision of the International Rabies Conference (Paris 1927)) ;

(6) A report by the Medical Director on the work undertaken to co-ordinate the campaign against epidemics resulting from the floods in China in 1931.

Certain articles in the *Quarterly Bulletin* also appear in German in the *Archiv für soziale Hygiene und Demographie*, by arrangement with the editor of that review.

## 8. INTERNATIONAL LEPROSY CENTRE AT RIO.

In April 1931, the Brazilian Government offered to set up at Rio de Janeiro an International Leprosy Centre to be placed under the auspices of the League. This offer was accepted by the Council in September of that year. It is hoped that this centre, the statutes of which will be based on those of the International Institute of Intellectual Co-operation and the International Educational Cinematographic Institute, will be able to start work early in 1933.

## 9. INTERNATIONAL SCHOOL OF ADVANCED HEALTH STUDIES.

In October 1930, the French Government offered to establish at Paris an International School of Advanced Health Studies, to be placed under the auspices of the League. This offer was accepted by the Council.

The Chamber of Deputies, at its meeting on March 30th, 1932, passed a Bill providing for the establishment of this school. As soon as the law has been promulgated, the Organising Committee, set up at the request of the French Government, will make the necessary preparations to enable the school to open its doors before the end of the year.

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## 12.

### CO-OPERATION OF WOMEN IN THE ORGANISATION OF PEACE.

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On September 11th, 1931, the Spanish delegation submitted to the Assembly the following resolution on the co-operation of women in the organisation of peace :

“ The Assembly,

“ Convinced of the great value of the contribution of women to the work of peace and to good understanding between the nations, which is the principal aim of the League of Nations :

“ Requests the Council to examine the possibility of women co-operating more fully in the work of the League. ”

The Council considered this resolution, at its meeting on September 29th, 1931, and decided, as a first step, to consult the women's organisations, in order to ascertain their views upon the means of giving effect to the resolution. It instructed the Secretary-General to carry out this consultation, adding that the latter should refer both to the ways in which women could co-operate at the Disarmament Conference and also to their co-operation in the general work of the League.

The results of this first enquiry were submitted to the Bureau of the Disarmament Conference.<sup>1</sup> The result of the second will be submitted to the Assembly.

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## 13.

### CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE.

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Pursuant to the resolution of the twelfth Assembly, which requested the Council to consider the possibility of studying, with the help of the Press, the problem of the spread of inaccurate information which may threaten to disturb the peace or the good understanding between nations, the Council, in a resolution dated October 2nd, 1931, suggested that a report should be submitted to the thirteenth Assembly, which would deal both with the results of a conference to be summoned at Copenhagen by the Danish Government and with those of a consultation of the Press Associations.

The Conference of Government Press Bureaux and of Press representatives met at Copenhagen from January 11th to 14th, Mr. Poulsen, Director of the Danish Press Bureau, presiding. Thirty-four Governments, eleven Press agencies and three international journalists' organisations were represented. The Conference discussed not only the question of inaccurate

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<sup>1</sup> Document Conf. D.75.

information, but also the action taken or to be taken as a result of the Conference of Press Experts held at Geneva in 1927, and the co-operation between Government Press Bureaux.

On the question of false information — the only one to be covered by this report — three committees of the Conference, consisting respectively of the Directors of Government Press Bureaux, of the representatives of Press associations and of the representatives of certain international journalists' organisations, have arrived at separate conclusions. When the Council was made acquainted with these conclusions at its January session, it noted with satisfaction that they point to a certain community of ideas between the Directors of Government Press Bureau and the Representatives of the Press who took part in the Conference.

Moreover, the Secretary-General had the consultation of Press associations which had been decided upon by the Council carried out in sixty-five countries, Members or non-Members of the League of Nations. These associations were made acquainted with the discussions which had taken place in the Assembly and the Council on the question of the spread of inaccurate information which may threaten to disturb the peace or the good understanding between nations, and they were requested to send in such observations, suggestions or proposals as they might think advisable.

As regards Europe, the Information Section of the Secretariat approached eighty-nine Associations whose addresses had been furnished, at its request, by the Government Press Bureaux. For the overseas countries, the consultation was, as far as possible, arranged for through the intermediary of the official Press Bureaux or of other qualified organs, the latter having been asked to communicate the existing documents and the request for suggestions to those Press associations which were to be consulted.

As a few answers have been promised for a later date, the time has not yet come to give a complete survey of the results of the consultation.

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## 14.

### THE LEAGUE OF NATIONS AND CHINA.

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Since the Assembly of 1931, the scheme of co-operation between the technical organisations of the League and the National Economic Council, set up by the Chinese Government to plan and conduct the work of national reconstruction,<sup>1</sup> has been actively pursued, in spite of the many difficulties encountered.

#### NATIONAL ECONOMIC COUNCIL.

The National Economic Council was set up to "accelerate economic reconstruction, to improve the people's means of livelihood and to regulate national finances". It is further laid down "that all State projects for economic reconstruction or development, for which the requisite funds are found in whole or in part by the National Treasury, must be investigated and considered by the National Economic Council before submission for approval to the National Government."

The Council consists of the President and Vice-President of the executive organ of the Government, known as the Executive Yuan, corresponding roughly to the posts of Prime Minister and Deputy Prime Minister in an ordinary Parliamentary constitution, who are respectively Chairman and Deputy-Chairman of the Economic Council; of the Ministers for Home Affairs, Finance, Railways, Communications, Industry and Education; of the responsible heads of the various central Government organs connected with economic reconstruction; and of eleven other members appointed by the Government.

The National Economic Council was constituted at the beginning of June 1931 and held its first meeting at Nanking on November 15th, General Chiang Kai Shek, President of the Executive Yuan, presiding. It at once appointed sub-committees on industry, agriculture, banking, communications, education and health, and set up a permanent technical secretariat to supplement the normal machinery of the individual ministries in so far as it has not proved possible to organise them adequately for the very special and urgent task of national development.

In order not to disperse its efforts, the National Economic Council decided to concentrate on a few well-selected schemes and to draw up a programme of the most urgent work that is practicable during the next few years. That programme is known as the "Three-Year Plan" and is concerned with the subject of land reform and agriculture, the organisation of a technical civil engineering station in Nanking for the training of civil engineers, a scheme of harbour development in the area of Greater Shanghai, road-river making, conservancy and land-reclamation schemes, a plan of reforms in the system of education, industrial development, financial policy and problems of public health and medicine.

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<sup>1</sup> See report on the work of the League since the eleventh session of the Assembly, document A.6.1931, page 121.

## WORK OF THE LEAGUE OF NATIONS TECHNICAL ORGANISATIONS.

The League of Nations technical organisations co-operated with the National Economic Council on the lines laid down in the Three-Year Plan.

### PUBLIC HEALTH.

A permanent liaison officer, stationed at Nanking for nearly two years, gave advice and assistance in connection with the establishment of the Central Field Health Station and the development of the Central Hospital as a nucleus of the National Health and Medical Services.

The National Quarantine Service has been extended to four new ports in collaboration with the Eastern Bureau of the Health Organisation at Singapore.

The floods and certain consequences of the political situation in the Far East have combined to diminish the resources of the health service and to compel a concentration during several months of all available staff upon epidemic control and Red Cross work (see also page 72).

### FLOOD RELIEF.

Sir John Hope Simpson was appointed Deputy-Chairman and Director-General of the National Flood Relief Commission by the Chinese Government on the recommendation of the Secretary-General, made with the approval of the Council.

Three health officers were sent out for a period of some months for anti-epidemic work. Assistance of various kinds was secured from various sanitary administrations (see also page 72).

### EDUCATION.

In pursuance of the plan of educational reform and development, a group of educational experts visited China in the autumn and winter of 1931-32 (see page 98).

### CIVIL ENGINEERING AND PUBLIC WORKS.

A permanent liaison officer between the Transit Organisation and the National Economic Council, with much experience of road-making and planning, has been appointed and is assisted by a civil engineer, specialised in hydraulic questions. Both are to help in the establishment of a Technical Civil Engineering Station to facilitate the training of civil engineers. They have already completed a preliminary road survey and are now assisting in the planning of a roads programme for the Provinces of Kiangsu and Chekiang. The National Economic Council has set up a Roads Department and financial and technical steps have already been taken for the carrying out of the immediate programme.

As regards river conservancy and land reclamation, the Three-Year Plan provides, first of all, for certain surveys on the Hwai River and other Northern Chinese rivers. To assist in this work, three specialists in hydraulic engineering were sent out for a few months last winter — namely, Mr. Coode, one of the chief consulting engineers of Messrs. Coode, Wilson, Mitchell and Vaughan-Lee and a member of the British Institute of Civil Engineers; M. Sieveking, Director of the Port of Hamburg; and M. Perrier, French Inspector-General of Roads and Bridges and former Chief Engineer of the Suez Canal Company. M. Sieveking also gave advice in connection with certain proposals in the Three-Year Plan relating to harbour development in the area of Greater Shanghai.

### LAND REFORM AND AGRICULTURE.

Great importance from the economic, social and political points of view is attached by the National Economic Council to the question of land reform and agriculture. Professor Dragoni (Italian), former Secretary-General of the International Institute of Agriculture, is shortly going out as an agricultural expert. The Chinese Government has further asked for an expert in sericulture.

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In a general way, the system of liaison with the National Economic Council has been maintained by the constant presence in China of a director of one of the technical sections of the Secretariat, who gives information on the working of the technical organisations and the manner in which they can be utilised by the Chinese Government. Dr. Rajchman, Director of the Health Section, who was sent out as the first general liaison officer, was relieved at the end of the year 1931 by Mr. Haas, Director of the Transit and Communications Section.

15.

REQUEST OF THE LIBERIAN GOVERNMENT FOR ASSISTANCE.

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By its resolution of January 24th, 1931, the Council appointed a Committee to enquire in what practical manner it would be possible to assist the Liberian Government to carry out its decision to give effect to the recommendations and suggestions of the International Commission of Enquiry.<sup>1</sup>

The Committee, considering that the preparation of a plan of assistance called for certain detailed information which only experts on the spot could supply, decided to send to Liberia three experts with special competence in matters of general administration, finance and public health.

The report submitted by the experts in September 1931 proposed to recommend a certain number of reforms to the Liberian Government in matters of general administration, public health, finance and justice. It further proposed that the Liberian Government should obtain the services of qualified foreign specialists to be chosen by the League and to be given executive power by Liberia. The report further made provision for an extensive programme in regard to public-health reforms, prospecting and the development of the road system.

At the same time, the report found that the present financial resources of Liberia were inadequate to cover the cost of a programme of assistance, and that it was impossible to find the necessary funds on the market for financing the plan.

The experts accordingly suggested negotiations with the two American groups — the American Finance Corporation, which had given a loan to the Liberian Government, and the Firestone Plantations Company, which had obtained a rubber concession from the Liberian Government — in order to find means of realising the reforms proposed. They were of opinion that this solution would be profitable to all the parties in question.

The American Finance Corporation, on being approached, indicated that, without being prepared to commit itself for the present, it was disposed nevertheless to give sympathetic consideration to such proposals as might be made, provided that the experts' plan formed the basis of a definite programme affording sufficient guarantees from the administrative, financial and judicial point of view. The Firestone Plantations Company also indicated that it was prepared to make the utmost possible allowance for the general interests of Liberia, and that it would be perfectly ready, in consideration of the well-being of the population, to take account of competent opinions.

During its last session (May 6th to 18th, 1932), the Council Committee carefully examined the experts' report.

For a number of reasons, mainly financial, it was of opinion that the entire programme of assistance proposed by the experts should be curtailed, and a limited programme put in its place.

On this new basis, the experts prepared a detailed scheme of assistance, taking into account certain suggestions made in the course of the discussion. The Committee indicated the general principles embodied in this scheme, which it regarded as a minimum below which it would be impossible to go if satisfactory results were to be achieved.

These principles may be summarised as follows: The Government of Liberia should take into its service six foreign specialists for administration and two foreign specialists for the public-health services. For finance, the Liberian Government should retain the present Financial Adviser and his assistants provided for in the Loan Contract with the American Finance Corporation. Certain new arrangements would, however, be made. In addition, a Chief Adviser, appointed by the League of Nations, would be attached to the Central Government. In the event of difficulty in the application of the plan of assistance, an appeal might be made to the Council of the League.

On the basis of these principles, the Committee proposed that an agreement should be sought with the American groups concerned, with a view to securing from them a moratorium, the payment of a certain sum for the financing of the plan of assistance and the readjustment of the existing contracts.

On the Committee's proposal, the Council, on May 20th, 1932, asked the Liberian Government to state whether it accepted the general principles recommended. It suggested that, in the case of an affirmative reply, negotiations should take place in August between the parties concerned for the purpose of fixing the terms of a detailed plan.

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At its last session, held from May 6th to 18th, 1932, the Committee was informed of the hostilities which had taken place in the Kroo region between the tribes and the Frontier Force, and which had resulted in loss of life.

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<sup>1</sup> See annual report for 1931 (document A.6.1931, page 87).

A large number of Kroos having taken refuge in the forest on the eve of the rainy season and being without shelter or means of subsistence, a serious situation had arisen.

As, owing to lack of confidence, the Kroos refused to make any response to the offers of the Liberian authorities to negotiate, the Committee unanimously recommended the Council to send to the Kroo region, after consultation with the Liberian Government, a representative to secure the pacification of the Kroo tribes and to persuade them to return to their homes.

The Council, in agreement with the Liberian Government, adopted this recommendation on May 21st, 1932.

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16.

HUMANITARIAN QUESTIONS.

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PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

A. TRAFFIC IN WOMEN AND CHILDREN.

The Committee on Traffic in Women and Children held its eleventh session from April 4th to 9th, 1932. The principal work of the Committee during the past year has been aimed at securing new accessions to the Convention of 1921 on the Traffic in Women and Children, and studying the question of amendments to the Conventions of 1910 and 1921 with a view to strengthening them.

1. RATIFICATIONS OF AND ACCESSIONS TO THE CONVENTION OF 1921.

In the course of last year, the Governments of Lithuania, Egypt and Monaco acceded to the 1921 Convention,<sup>1</sup> the latter country also acceding to the 1904 Agreement and the 1910 Convention. The Committee recorded with satisfaction the ratification of all three instruments by the following British colonies, protectorates and mandated territories: Gambia, Uganda, Tanganyika, Palestine (including Transjordan), Sarawak, Gilbert and Ellice Islands, British Solomon Islands, Zanzibar.

The Committee noted with regret that fourteen<sup>2</sup> States Members of the League have not yet acceded to the 1921 Convention.

The Council, at its meeting of May 10th, 1932 decided, upon the suggestion of the delegate of Panama, to urge the Governments Members of the League which had not yet acceded to the Convention of 1921 to do so as soon as possible.

2. AMENDMENTS AND EXTENSION OF THE CONVENTION.

(a) *Abolition of the Age-Limit in the Conventions of 1910 and 1921.*

For several years past the Committee on Traffic in Women and Children has studied the question of eliminating the age-limit contained in Article 1 of the Convention of 1910 and Article 5 of the Convention of 1921. These Conventions provide for the punishment of anyone who, in order to gratify the passions of another person, has procured, enticed or led away with or without her consent a person under the age of twenty-one years for immoral purposes. In addition, the Conventions aim at suppressing in the same manner the traffic in women over age whenever the trafficker has used fraud, violence, threats or any other method of compulsion or has committed an abuse of authority. The Committee has been studying the possibility of providing also for the punishment of traffic in women, even if these women are over age and freely consent to become the victims of the traffic.

A consultation of the Governments parties to the Conventions enabled the Committee to express the opinion that the traffic in women, even if the victims are over age and consent, should be punished. It accordingly asked the Council to approach Governments with a view to obtaining the introduction of the necessary modifications in their national legislations and in the two conventions.

(b) *Protocol on the Punishment of Souteneurs.*

At its tenth session (1931), the Committee on the Traffic in Women and Children drew up an additional draft Protocol to the Convention of 1921 providing for the punishment of *souteneurs*.

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<sup>1</sup> The Government of Mexico has acceded to the 1921 Convention since the Committee met. It notified the Secretariat to that effect on May 10th, 1932.

<sup>2</sup> Mexico's accession reduces the number to thirteen.



This draft Protocol has been submitted to the Members of the League and parties to the Convention on the Traffic in Women and Children. When the Committee met for its eleventh session in April 1932, one-third of the Governments consulted had sent in their answers. The Committee felt that it would be better to wait until a majority of Governments had sent in their observations and it asked its Legal Sub-Committee to meet before the next session and prepare a report to the Committee, taking into account the observations submitted.

### 3. CENTRAL AUTHORITIES.

The Committee considered the report of the Secretariat on the organisation and practical work of the Central Authorities established under Article 1 of the 1904 Agreement on the Traffic in Women and Children. It examined the possibility of establishing closer contact between the Secretariat and the Central Authorities and of organising an International Central Information Bureau on such questions at the seat of the League of Nations. It recommended that the Secretariat should maintain close contact with organisations such as the International Criminal Police Commission at Vienna, which dealt with cases of traffic, and requested the Council to ask the Governments to examine if it was possible to improve the organisation of the Central Authority, to strengthen its power of action, and to encourage its relations with voluntary organisations, with a view to rendering its work more effective.

### 4. ANNUAL REPORTS OF THE GOVERNMENTS FOR 1930.

In examining the annual reports on traffic in women the Committee noted that a large number of States did not yet report regularly to the Secretariat. As the Committee considers these reports of great importance for the progress of the work, it asked the Secretariat to make special efforts to obtain more information from the Governments in answer to the questionnaire sent out annually by the Committee.

In 1931, a revised questionnaire had been established by a Sub-Committee with a view to the compilation of more accurate information on cases of traffic. This revised questionnaire, which had been sent to the Governments represented on the Committee for study and approval, was adopted at the last session of the Committee. At the request of the Council, it has been sent to the States Members of the League and to all the signatories of the 1921 Convention, the hope being expressed that, by means of this revised questionnaire, fuller and more accurate information would be henceforth obtained on all questions of traffic.

The Committee drew particular attention to the fact that, in order to discover any loopholes in existing laws, it wished these annual reports to give details of the reasons which led to the failure of the prosecution of traffickers, and insisted on the necessity of making very clear distinctions in the report between national and international cases of traffic.

### 5. USE OF WOMEN POLICE.

Following on a resolution of the twelfth Assembly, the question of women police was once more brought before the Committee, which decided to keep it on its agenda, and to instruct the Secretariat to collect further information.

### 6. REPATRIATION OF FOREIGN PROSTITUTES.

The delegate of Uruguay submitted a detailed report on the question of the repatriation of prostitutes, in which she surveyed the history of the various proposals already made in regard to this question. The report dealt with the possibility of compulsory repatriation of foreign prostitutes, the penalties for the illicit return of repatriated prostitutes, and the problem of voluntary repatriation. The Committee felt that it was not in a position to come to final conclusions, and asked the delegate of Uruguay to continue her study and to submit a definite report in 1933.

### 7. PROTECTION OF YOUNG FEMALE ARTISTES.

The British delegation submitted a report on this subject, which has been on the agenda of the Committee since 1922. Various measures had been recommended to Governments in order to protect young women artistes going abroad, such as supervision in the home country whenever they applied for passports, close supervision of music-halls and similar establishments, etc. A special kind of measure contemplated was supervision by the competent foreign representatives abroad whenever artistes renewed their contracts and requested a prolongation of visas.

The Committee felt that it could not recommend for the moment any new measures in this field. It considered that the resolutions which had already been passed and the documents

which had been prepared would be of assistance in helping Governments to take necessary measures of protection for young artistes, and decided that, while keeping the subject on its agenda, it would postpone further study of the problem to a future session.

#### 8. EXAMINATION OF THE ANNUAL REPORTS OF THE VOLUNTARY ORGANISATIONS.

The Committee examined the annual reports of the voluntary organisations, and heard statements from the representatives of the International Bureau for the Suppression of Traffic in Women and Children, the Women's International Organisations, the International Catholic Girl's Protection Society, the International Federation for Aid to Young Women, the Jewish Association for the Protection of Girls and Young Women, and the International Union of Catholic Women's Leagues. The reports of the voluntary organisations showed that systematic work was being done by all these organisations in favour of the closing of licensed houses.

The report of the *International Federation for Aid to Young Women* reported on the station missions and hospitals which had been opened, especially in the Baltic States, Yugoslavia and Roumania.

The representative of the *Women's International Organisations* dwelt on the necessity of creating women police or auxiliary services for the protection of children and women. She dealt with assistance given to prostitutes under age by the organisations engaged in rescue work, and stated that the vast majority of Women's International Organisations had declared themselves opposed to the expulsion of foreign prostitutes. She also reported on the efforts made by these organisations to obtain the ratification of the 1923 Convention for the Suppression of Obscene Publications. The representative of the *Women's International Organisations*, as well as the representative of the *International Federation for Aid to Young Women*, called attention to an appeal issued by the more important women's associations on behalf of abolition and sent to all the Governments which still maintained the system of regulated prostitution, in the hope of prevailing on them to put an end to this exceptional regime.

The representative of the *International Union of Catholic Women's Associations* also dwelt on the attitude taken up by her organisation in regard to the problem of the abolition of licensed houses, which it strongly advocated.

The *International Catholic Girls' Protection Society* dealt mainly with the provision of employment for girls abroad, and the conditions and laws governing immigration into various countries.

The *International Bureau for the Suppression of Traffic in Women and Children* reported, *inter alia*, on the work done by the Federation in Egypt and India and on the study made regarding the utility of propaganda films against the traffic.

The *Jewish Association for the Protection of Girls and Women* dwelt mainly on the work done in oversea countries.

#### 9. ENQUIRY INTO THE TRAFFIC IN WOMEN AND CHILDREN IN THE EAST.

The Committee of Enquiry into the Traffic in Women and Children in the East has completed its task. The Travelling Commission has returned to Geneva and is preparing its report, which, in conformity with a decision of the Council of May 14th, 1930, will be examined by a committee composed of Government delegates before being submitted to the Council and the Assembly.

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At its meeting held on May 10th, 1932, the Council took note of the report of the Traffic in Women and Children Committee on the work of its eleventh session.

#### B. CHILD WELFARE.

The Child Welfare Committee held its eighth session at Geneva from April 9th to 15th, 1932. A report on the work of this session was submitted to the Council on May 18th, 1932.

##### 1. ILLEGITIMATE CHILDREN.

The Committee considered various means of improving the position of illegitimate children — among others, social insurance and official guardianship.

The first of these means was studied in close collaboration with the International Labour Office. The Committee noted with satisfaction that, in a large number of countries, the illegitimate child was entitled to the same benefits as the legitimate child under social insurance legislation.

Information had been collected on the various methods of official guardianship of illegitimate children in force in Germany, Austria, Finland, Sweden and Switzerland. The

Committee considered that compulsory guardianship, whether official or not, constituted in certain countries one of the means of enabling the lot of the illegitimate child to be improved and requested the Council to recommend its study to Governments.

The Committee also requested the Council to point out to Governments that the establishment of paternity was an essential condition for improving the lot of the illegitimate child, and to invite them to consider what amendments they might deem it expedient to introduce for that purpose in their respective laws.

The Fifth Committee of the twelfth Assembly had recommended the Committee not to neglect the examination of measures calculated to facilitate the marriage of parents with a view to the legitimation of children. The Committee noted that the marriage of foreigners, particularly when they did not possess the necessary financial means, encountered in certain countries serious obstacles arising out of the complication of administrative formalities and the expenses and delay connected therewith. It requested the Council to draw the attention of Governments to the importance, from the point of view of child welfare, of international agreements simplifying the formalities and expenses of marriage for foreigners, at all events when the latter did not possess the necessary financial means.

## 2. CHILDREN'S COURTS.

The Child Welfare Committee had previously decided to make a thorough study of special jurisdiction for minors. The enquiry was divided into four parts: (1) auxiliary services of children's courts, (2) organisation and working of the courts, (3) institutions for erring or delinquent minors and (4) other measures which may be taken in the interests of minors.

This year, the Child Welfare Committee gave special attention to the second part of the enquiry, taking as a basis a large body of material which had been prepared by the League Secretariat and the International Prison Commission acting in concert. It drew up the questionnaire which will be used for collecting material for the third part of the enquiry.

The Committee further decided to renew the declaration made at the 1931 session — namely, that all confinement in prisons should be absolutely excluded in the case of delinquent children. The treatment applied to them should be prompted by a desire for their education and training, and not for their punishment.

## 3. ENQUIRY CONCERNING BLIND CHILDREN AND CHILDREN EXPOSED TO MORAL AND SOCIAL DANGERS.

The Committee continued its study of the best means of protecting and educating blind children and its enquiries concerning children exposed to moral and social dangers. The investigations on the spot in different countries were concluded and a general report will be submitted to the Committee at the 1934 session.

## 4. OTHER ENQUIRIES.

The Committee further instructed the Secretariat to carry out various enquiries, in particular concerning the social aspects of the report by the Health Organisation's Committee for the protection of mothers, infant hygiene and the hygiene of children of pre-school age and concerning the age of admission of children to cinematograph performances. The results are to be submitted during the Committee's next session. The latter enquiry will be conducted in collaboration with the International Educational Cinematographic Institute at Rome.

## 5. SPECIAL TEMPORARY COMMITTEE OF EXPERTS FOR THE STUDY OF ASSISTANCE TO DESTITUTE FOREIGNERS AND THE EXECUTION IN FOREIGN COUNTRIES OF MAINTENANCE ORDERS.

During its 1931 session, the Child Welfare Committee asked the Council to set up a special committee, for the formation of which the Governments of certain countries would nominate experts, with instructions to examine the question of assistance to destitute foreigners and the execution in foreign countries of maintenance orders.

The Council decided to invite the following countries to appoint experts: Argentine, Canada, Denmark, France, Germany, Hungary, Italy, Japan, Netherlands, Poland, Switzerland and the United Kingdom.

Up to the present the Argentine Republic, Denmark, the Netherlands and the United Kingdom have intimated their acceptance of the invitation sent to them. The Committee will sit after the Disarmament Conference, probably in October 1932, subject to any changes which circumstances may necessitate.

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On May 18th, 1932, the Council took note of the report of the Child Welfare Committee on the work of its eighth session, and expressed the desire that the Committee should pursue its work along the lines contained therein.

### C. JOINT MEETING OF THE TRAFFIC IN WOMEN AND CHILDREN AND CHILD WELFARE COMMITTEES.

The Advisory Commission considered that certain questions on the agenda were of interest to both Committees — viz., the adoption and exploitation of children, the constitution of the Commission, and the publicity given to the work.

#### 1. ADOPTION AND EXPLOITATION OF CHILDREN.

The Committee on the Traffic in Women and Children, having found in the course of its examination of the summary of the annual reports for 1930 that it was impossible within the limits of the annual reports to devote to the very serious question of adoption the attention which it deserves, agreed to discuss the matter in a joint meeting with the Child Welfare Committee. It was decided to make a study of the systems of adoption at present in force in the various States, and to examine whether certain defective systems did not present dangers for the exploitation of minors.

The British delegate observed that adoption, in very many cases, was governed by custom and not by legislation. This question deserved careful study.

The Committee, on the suggestion of the Danish delegate, decided that the Mixed Committee should invite the delegate of the United Kingdom to submit a preliminary memorandum to the next session of the Child Welfare Committee on the various aspects of adoption, on the systems at present in force and on their results. The Child Welfare Committee is to decide, after taking note of this memorandum, whether there are grounds for undertaking a detailed study of the question, and, if so, on what lines.

#### 2. CONSTITUTION OF THE ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

On the initiative of the Council, the Commission had been invited to examine, at its session in 1932, certain questions concerning its own statute and composition. From the discussions which took place on the subject, it is clear that the Commission needs three different elements to achieve useful work — the assistance of Government delegates representing the views of the various administrations, of representatives of public opinion through the intermediary of the big international voluntary organisations, and of experts who are specialists in the questions on the agenda.

As regards the representatives of the organisations, the opinion was expressed that their help was essential to enable Governments, supported by public opinion, to give effect to the resolutions adopted by the Commission. The importance of ensuring fuller expert assistance in the work of the Commission was also duly urged. The Commission unanimously agreed that the time had come to examine its composition and methods of work and decided to appoint a Sub-Committee which would examine the changes and improvements to be introduced. This Sub-Committee is to report to the two Committees at their next session. It has been given full latitude to suggest whatever solutions might seem best.

The following were appointed members of the Sub-Committee : Madame ROMNICIANO (Chairman), M. REGNAULT, Mr. HARRIS, Count CARTON DE WIART, Dr. BÄUMER, Mlle. GOURD, Mlle. DALMAZZO and Mr. COHEN.

All the members and assessors of the Commission were requested to submit to the Secretariat in writing, before August 1st, 1932, their suggestions as regards the reorganisation of the Commission, in order that the Sub-Committee may be informed of the views of the Commission as a whole.

#### 3. PUBLICITY FOR THE COMMISSION'S WORK.

At its 1931 session, the Commission had pointed out that the work of its Committees were not given all the publicity desirable and did not always reach the circles directly concerned. It requested the Secretariat to submit suggestions with a view to improving the position.

The Secretariat memorandum explained the difficulty of interesting the daily Press in problems unconnected with topical matters. It suggested that publicity might be obtained through various technical organs dealing with social questions in the different countries, and by means of lectures, broadcasting, etc. Various suggestions were made, such as inducing the Foreign Affairs Press Bureaux in the different countries to take a more active interest in the work of the Advisory Commission. It was also suggested that the members of the Commission should ask their respective Governments to give publicity to the reports submitted by them on the work of the session.

#### D. PENAL AND PRISON QUESTIONS. <sup>1</sup>

In 1931, the Assembly, having noted the observations of the members of the League and non-member States and of the organisations which had been consulted regarding the Standard Minimum Rules for the Treatment of Prisoners, and considering further the results already achieved by means of a number of international Conventions and the action taken by certain organs of the League and various institutions to obtain a gradual unification of penal law and the co-operation of States in the prevention and suppression of crime, requested the Secretary-General :

“ 1. To refer to the International Penal and Prison Commission the replies and observations received regarding the Standard Minimum Rules for the Treatment of Prisoners, and also the report and Minutes of the Fifth Committee, and to ask it to reconsider these rules in the light of the aforementioned replies and observations ;

“ 2. To develop the policy of co-operation with organisations dealing with the international aspect of penal and prison problems ;

“ 3. To ask the International Labour Office to continue its study in connection with prison labour ;

“ 4. To forward the report and the Minutes of the Fifth Committee to the International Penal Law Association, the International Bureau for the Unification of Penal Law, the International Criminal Police Commission, the International Penal and Prison Commission, the Howard League for Penal Reform, the International Law Association, the International Penal Law Union, and any other international organisations which may be proposed by the Governments to the Secretary-General, and to ask them in what manner they consider that the assistance of the League of Nations might be of value with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime ;

“ 5. After having received the observations of these organisations, to forward them, together with the report and Minutes of the Fifth Committee, to the States Members of the League, and to ask them whether they wish the League of Nations to lend its assistance also in regard to the questions referred to in No. 4.

“ 6. After having received the answer of the International Penal and Prison Commission on the Standard Minimum Rules, to ask the Governments of States Members of the League whether they consider that the League could best assist in connection with the treatment of prisoners by co-operation with the International Penal and Prison Commission, or by setting up a special Committee of the League to study this problem.”

In accordance with this resolution, the Secretary-General referred the “ Standard Minimum Rules ” and documents mentioned in paragraph 1 to the International Penal and Prison Commission. This organisation has not yet stated what action it proposes to take in regard to the Assembly's request.

In accordance with paragraph 2 of the resolution, the Secretary-General has developed the policy of co-operation with organisations dealing with penal and prison problems. He was represented by an observer at the fourth Conference for the Unification of Penal Law, which met at Paris in December 1931 under the auspices of the French Government.

The International Labour Office which, in accordance with paragraph 3, had been asked to continue its study in connection with prison labour, has published the memorandum on this question which it submitted last year to the Assembly. <sup>2</sup>

In accordance with paragraph 4 of the Assembly resolution, the Secretariat transmitted, in December 1931, to the international organisations mentioned therein, the report and Minutes of the Fifth Committee, asking them “ in what manner they considered that the assistance of the League of Nations might be of value with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime. ”

The Howard League for Penal Reform has already replied in a memorandum dated April 2nd, 1932.

Moreover, in conformity with the recommendation in the report on Penal and Penitentiary Questions, adopted in 1931 by the Assembly, to the effect that “ it is desirable that the representatives of the institutions consulted should arrange to hold a meeting to discuss the different problems referred to them, so as to arrive at conclusions taking into account the various aspects of those problems ”, all the international organisations mentioned in paragraph 4 of the Assembly resolution sent two or more delegates to a meeting which took place at Geneva in May 1932, and at which the League Secretariat was represented by two observers.

The Rapporteur on penal and prison questions to the twelfth session of the Assembly had prepared an introductory memorandum and draft resolution which were taken as a basis of discussion by the meeting.

<sup>1</sup> This chapter not only forms part of the annual report, but also constitutes the report which the resolution of the twelfth Assembly requested the Secretary-General to submit to its thirteenth session on all questions mentioned in the said resolution.

<sup>2</sup> See *International Labour Review*, March 1932.

On the termination of the meeting, the Chairman transmitted to the Secretary-General of the League the following resolution, which was adopted unanimously :

“ The representatives of the organisations consulted by the League — namely, the International Penal Law Association, the International Bureau for the Unification of Penal Law, the International Penal and Prison Commission, the International Criminal Police Commission, the Howard League for Penal Reform, the International Law Association and the International Penal Law Union ;

“ In response to the request made by M. Pella, Rapporteur of the Fifth Committee at the twelfth Assembly of the League, and to the recommendation contained in the report adopted by that Assembly (document A.70.1931.IV) ;

“ Having met at Geneva in the League Secretariat on May 8th, 9th and 10th, 1932, and

“ Having considered, with a view to replying to the request contained in the Assembly resolution, ‘in what manner the assistance of the League might be of value with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime’ ;

“ Have agreed upon the following conclusions :

“ 1. The League could render very valuable assistance with a view to the *progressive unification of criminal law* by preparing and inducing States to adopt conventions dealing in particular with :

“ (a) The standardisation of the definition of offences the suppression of which is important from the international point of view ;

“ (b) The standardisation of the fundamental rules of criminal law, starting with those intended to ensure the effective suppression of offences of an international character ;

“ (c) The inclusion in all penal legislations of standardised definitions of offences which States agree to regard as a danger to international relations ;

“ (d) The more extensive unification of certain branches of criminal law in the case of countries whose civilisation possesses certain common features.

“ 2. The League's assistance in co-operating with States *for the prevention and suppression of crime* should relate primarily to the following points :

“ (a) The improvement and unification of rules for the extradition of accused and convicted persons. Unification and improvement of the rules for the despatch and execution of letters of request ;

“ (b) International police co-operation and determination of the methods of this co-operation ;

“ (c) Improvement of the fundamental rules for the execution of penalties and preventive measures involving imprisonment ;

“ (d) International assistance and agreements for the repatriation of foreigners who have been discharged after being subjected to penalties or preventive measures involving imprisonment.

3. The development of the League's activities in the matters mentioned under Nos. 1 and 2, and without in any way prejudging future needs, does not involve the creation of new organisations which, in certain cases, might overlap the work of existing institutions.

“ As regards some of the above-mentioned matters, the League might enlist the co-operation of specially qualified organisations. Needless to say, this co-operation would not in any way prevent the League, in certain cases, from entrusting preparatory studies to some particular person, setting up *ad hoc* committees of experts or approaching any institution whose assistance it considered helpful ;

“ (a) With a view to the gradual unification of criminal law, it is recommended that the League should co-operate with the *International Bureau for the Unification of Penal Law* which has been re-organised in accordance with the draft statutes attached (the latter were provisionally approved by the meeting and will be submitted to the organisations consulted for ratification) ;

“ (b) With a view to international police co-operation, the League might collaborate with the *International Criminal Police Commission* ;

“ (c) In question of applied criminal law, the League might usefully co-operate with the *International Penal and Prison Commission* ;

“ (d) The League might also co-operate with the *Howard League* in the action taken by it in order that the suppression of crime may assume a more and more humanitarian character, might support the efforts of that organisation to assist prisoners and, finally, might encourage the creation of an international federation of the various prisoners' aid associations in each country ;

“ (e) As regards other questions, it is desirable that the League should develop a policy of co-operation with organisations dealing with the international aspect of penal problems and should submit to those institutions, for their joint study, problems coming within their province, with special reference to the problem of extradition and cognate questions.

" 4. In the recommendations contained in points (a), (b), (c), (d) and (e) of No. 3, it is not intended to draw a hard and fast line between the fields of activity of each institution, since the complex nature of the questions connected with the prevention and suppression of crime often makes it necessary for each of those institutions to deal with problems which are to some extent outside the principal domain of their activities."

The foregoing resolution, which has the advantage of expressing the unanimous views of the representatives of all the organisations consulted by the League Secretariat, in accordance with the resolution of the 1931 Assembly, has been submitted to those organisations for ratification.

## II. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

### A. CONFERENCE ON THE SUPPRESSION OF OPIUM-SMOKING, CONVENED UNDER ARTICLE XII OF THE GENEVA OPIUM AGREEMENT.

The Conference convened to review the position in regard to the application of Chapter II of the Hague International Opium Convention of January 23rd, 1912, and of the Geneva Agreement of February 11th, 1925, and to consider the suggestions made by the Commission appointed previously by the League of Nations to enquire into the control of opium-smoking in the Far East, met, by invitation of the Siamese Government, at Bangkok from November 9th to 27th, 1931. The following States were represented : the United Kingdom of Great Britain and Northern Ireland, France, India, Japan, the Netherlands, Portugal and Siam. In addition, the Government of the United States of America sent an observer to the Conference.

The Conference concluded an Agreement and a Final Act, which were signed at Bangkok on November 27th, 1931.

#### 1. BANGKOK AGREEMENT OF NOVEMBER 27th, 1931.

The Bangkok Agreement, which is supplementary to the Geneva Agreement, contains seven articles, the most important of which may be summarised as follows :

Article I provides that the retail sale and distribution of opium shall, in principle, take place only from Government shops.

Article II prohibits persons under twenty-one years of age from smoking opium and from entering any smoking establishment, and specifies that severe penalties shall be provided for anyone inducing a person under 21 years of age to smoke opium.

Under Article III, the High Contracting Parties agree to give a legal basis to the practice of selling prepared opium for cash only.

Article IV makes it permissible for a Government monopoly to be supplied with prepared opium from the factory of a Government monopoly in another territory of the same Power.

Article V lays down that the Agreement applies only to the Far Eastern possessions or territories of the High Contracting Parties in which the use of prepared opium is temporarily authorised.

#### 2. FINAL ACT.

The Conference further adopted a series of recommendations addressed to the Governments concerned and to the Council of the League of Nations.

It recommended :

I. That all possible steps should be taken to bring about an agreement for the effective limitation of the production of opium, and that the proposal to that effect made by the Commission of Enquiry of the League of Nations should be submitted to the Governments concerned for consideration ;

II. That the Governments of the territories in which opium-smoking is temporarily authorised should examine the possibility of applying, in those regions where the illicit traffic does not constitute a serious obstacle, the system of licensing and rationing ;

III. That the Governments of those countries that have not yet adopted any form of registration should consider the possibility either of issuing an identification card to each smoker, or recording, at the time of the sale of opium, the name and address of the purchaser ;

IV. That a programme of development of medical and health services should be treated as an important part of the opium policy of all the Governments concerned ;

V. That a special opium account (revenue from the monopoly, expenditure of all kinds) should be prepared annually and annexed to the annual report submitted by the Government of the territory to the League of Nations ;

VI. That the Governments should provide, in the laws in force in their territories, the penalty of imprisonment in the case of persons proved to have taken steps for the carrying out by others of acts of illicit traffic in opium ;

VII. That all practicable measures should be taken to obtain the return to the Government of the dross produced by the smoking of prepared opium ;

VIII. That the arrangements contemplated by Article VIII of the Geneva Agreement for the exchange of information and views in regard to the illicit traffic in opium should be extended to cover all matters of common interest in connection with the suppression of the practice of opium-smoking, and that conferences should take place from time to time between the representatives of the services concerned ;

IX. That all the Governments concerned should make adequate provision for the treatment of all persons genuinely desiring to be cured of their addiction ;

X. That arrangements should be made for research, on a plan to be agreed between the Governments concerned, into certain questions, such as the physiological and psychological effects on the individual of the practice of smoking opium, methods of cure of addiction to opium, etc., and that the assistance of the Opium Advisory Committee and the Health Committee of the League should be obtained in preparing a programme for such research ;

XI. That the Opium Advisory Committee of the League should be asked to prepare, for the use of the Governments of territories where the use of prepared opium is temporarily authorised, a form of annual report which would include particulars as regards certain additional matters ;

### 3. DECLARATION IN REGARD TO THE ILLICIT TRAFFIC IN OPIUM.

The members of the Conference further considered it necessary to inform both the Council of the League and public opinion of the position in regard to the production and smuggling of opium. For that purpose, they drew up a declaration in regard to the illicit traffic in opium (document Conf. O.F.B.35), dated November 26th, 1931. This declaration calls attention to the difficulties which the illicit traffic in opium from China and Persia causes to the Governments of Far Eastern territories in the accomplishment of the international obligations which they have assumed in regard to the use of prepared opium.

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Some of the recommendations of the Final Act require the co-operation of certain League organs — namely, the Advisory Committee on Traffic in Opium and other Dangerous Drugs and the Health Committee. At its meeting of January 30th, 1932, the Council authorised these organs to give the assistance requested by the Conference.

At the same meeting of the Council, the Chinese representative explained the reasons why his Government did not take part in the Bangkok Conference. China therefore remained as heretofore bound only by the Hague Convention of which she was a signatory.

### B. WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS (Fifteenth Session).

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs held its fifteenth session from April 15th to May 4th, 1932.

#### 1. MISSION TO PERSIA AND TURKEY OF THE DIRECTOR OF THE OPIUM TRAFFIC AND SOCIAL QUESTIONS SECTION.

The Committee, in addition to the usual progress report, received from the Director of the Opium Section an account of the visits which, on his return from the Bangkok Conference, he had made to Persia and Turkey, where he had discussed the drug situation with the competent authorities.

#### 2. PRINTING OF MINUTES. SESSIONS OF THE COMMITTEE.

The Committee unanimously decided to ask the Secretary-General whether he could see his way to make an exception for the Minutes of the Opium Advisory Committee to the decision that Minutes of Committees should not be printed this year. The Committee considered it essential to secure that publicity which it regards as one of its chief weapons. Moreover the Committee considered that its Minutes were of the greatest aid to Governments far from Geneva and to their administrations in their work of control and in the initiation of new measures.



The Committee further unanimously urged the necessity of its holding two sessions a year if it was to assist the Council in carrying out successfully the tasks entrusted to the League of Nations by the Covenant.

### 3. RATIFICATION OF THE CONVENTIONS OF 1925 AND 1931.

The Committee examined the position in regard to ratifications. Since the fourteenth session, Cuba had ratified the 1925 Convention and Protocol thereto on July 6th, 1931; the Irish Free State had ratified the Convention on September 1st, 1931; Lithuania acceded to the Convention on February 13th, 1931, and Norway on March 16th, 1931; Iraq acceded to the Convention and Protocol on August 8th, 1931; Bolivia ratified the Convention, with certain reservations, on April 15th, 1932. The total number of ratifications was now forty-seven. Argentine acceded to the Convention and Protocol on July 1st, 1931, subject to ratification.

The President of the United States of America had signed the instruments of ratification of the Convention on the Limitation of the Manufacture of Narcotics of 1931. These instruments were deposited with the Secretariat on April 28th, 1932. Nicaragua acceded to this Convention on March 16th, 1932.

For the Convention to come into force, according to Article 30 thereof, it must be ratified by twenty-five States, including four States from among the following: Germany, United States of America, France, the United Kingdom of Great Britain and Northern Ireland, Japan, the Netherlands, Switzerland and Turkey.

### 4. MUTUAL COMMUNICATION BY GOVERNMENTS OF FACSIMILES OF TELEGRAMS DESPATCHED IN CONNECTION WITH SMUGGLING OPERATIONS.

The Committee was of opinion that it was necessary at the next Conference of the International Telegraph Union, which was to take place at Madrid in September, 1932, for some Government to raise the question of amending the regulations under the St. Petersburg Convention, so as to make it possible to give effect to an earlier recommendation by the Committee relating to the mutual communication by Governments of facsimiles of telegrams despatched in connection with smuggling operations.

### 5. MANUFACTURE AND DISTRIBUTION OF NARCOTIC DRUGS.

#### (a) *Reduction in the Manufacture of Narcotic Drugs.*

The Committee devoted several meetings to the examination of the annual reports of the Governments, thus giving an opportunity to the delegates of the various countries to furnish information as to the situation with regard to the manufacture, import and export of drugs and the progress made in legislation.

The reports and statistics show that there has been a remarkable reduction in the manufacture of drugs. A comparison of the total manufactures of the principal manufacturing countries (France, Germany, Great Britain, Japan, the Netherlands, Switzerland, United States), for the years 1928, 1929 and 1930, reveals the following figures:

	1928 kilogrammes	1929 kilogrammes	1930 kilogrammes
Morphine . . . . .	43,232	55,221	34,116
Diacetylmorphine . . . . .	7,724	3,611	3,892
Cocaine . . . . .	6,604	5,661	4,738

A considerable decrease is also noticeable in the figures for the export of drugs from France and Germany during these years. Between 1926 and 1930, German exports of morphine fell from 4,521 to 356 kilogrammes; of diacetylmorphine, from 1,587 to 62 kilogrammes; and of cocaine, from 2,194 to 722 kilogrammes; while French exports of morphine fell from 1739 to 399 kilogrammes; of diacetylmorphine, from 331 to 181 kilogrammes; and of cocaine, from 361 to 181 kilogrammes.

#### (b) *Improvements introduced in France.*

The Committee noted with interest a statement by the French delegation to the effect that, on September 26th, 1930, when the Decree of March 20th, 1930, came into force, the precious licences of traders ceased to be valid and all industrial and commercial transactions in connection with narcotics became subject to an authorisation given by ministerial decree after a report had been given by a Commission appointed for the purpose. Furthermore, in 1930, the French administration rendered the imports and exports of the colonies subject to the certificate system as from April 1st.

The new regulations had revealed several points at which narcotics had escaped into illicit traffic, the quantities involved being 2,374 kilogrammes of morphine and 2,210 kilogrammes of diacetylmorphine. The investigation of this case was still proceeding.

Moreover, the French Government is contemplating the establishment of a central police office in Paris which would be responsible for centralising all information concerning the

campaign against narcotic drugs, This office would be in close touch with the Narcotics Bureau, the Customs, the police authorities and all the central offices of foreign countries.

The delegate of Poland stated that, in a Decree dated September 15th, 1931, codeine was made subject to the system of import and export certificates.

The Committee noted with satisfaction the considerable progress which had been made in Switzerland with regard to the establishment of effective control over the trade in narcotics. In virtue of the Decree of January 17th, 1930, the measures of control laid down in the law on narcotics had been extended, as from February 1st, 1930, to benzoylmorphine, to other esters of morphine and to peronine (benzylmorphine), which became subject to official control in August 1931.

The Committee also noted with interest that a new law regarding narcotic drugs came into force in Yugoslavia on January 1st, 1932.

#### (c) *Statistical Tables.*

The Committee examined the synoptical statistical tables prepared by the Secretariat and based in part on the statistics published by the Permanent Central Opium Board. It decided to authorise their publication with certain modifications, in view of the great interest both to the Committee and to public opinion of these tables, showing the development of the national and international situation regarding narcotics in its different aspects over a certain number of years.

#### (d) *Model Code.*

The Committee discussed the question of drawing up a model code to assist Governments in adopting the necessary legislation and administrative measures for the application in their territory of the Convention for the Limitation of Manufacture and for the Regulation of the Distribution of Narcotic Drugs. The drawing up of this code was entrusted to a Sub-Committee consisting of the delegates of France, Germany, Great Britain, Italy, Japan, the Netherlands, Spain, Switzerland and the United States of America.

### 6. ILLICIT TRAFFIC.

#### (a) *General Examination of the Situation.*

The Committee discussed the various aspects of the situation in regard to the illicit traffic on the basis of a report from the Sub-Committee on seizures, which for the first time had examined cases in advance of the Plenary Committee.

The illicit traffic in manufactured drugs is carried on mainly with North America, the Far East and Egypt. In the course of the year, a great deal of important information was collected in regard to persons engaged in large-scale illicit traffic transactions. Systematic co-operation between the authorities of certain countries has done much to achieve this result. It would appear, however, that several important States still do not give all the assistance desirable.

The Committee was glad to learn that the French Government had withdrawn licences from three factories and about a dozen firms engaged in the drug trade, that the German authorities had also withdrawn the licence to trade in drugs from a Hamburg firm, that the Swiss authorities had withdrawn the licences from three manufacturers and two wholesale merchants, and that in Japan the licence had been cancelled for one drug manufacturer.

The Müller-Rauch trial at the Basle Court was discussed in detail by the Swiss delegate. This important international trial has thrown light on the activities of a large number of traffickers in various countries. The Swiss delegate showed that these illicit transactions had been possible on account of a defect in Swiss law — namely, that the authorities had not yet the right to supervise factories and were allowed access to sale premises only, and could not inspect the account-books of stores. This situation would be improved in the very near future, for inspectors would be empowered to enter all premises, including factories.

#### (b) *Recommendations by the Sub-Committee on Seizures.*

The Committee adopted various recommendations made by the Sub-Committee on seizures.

Thus the Committee recommended to the Council that the Governments should be asked to include in the next annual report to the League a full statement as to the regulations applicable to the practice of the profession of pharmacy, and the conditions under which the sale of dangerous drugs by pharmacists was permitted.

It suggested that the Council should again urge upon Governments the importance of enacting penalties proportionate to the seriousness of the illicit international drug traffic offences which were committed.

The Committee regarded it as essential that every country should make it an offence for a person within its jurisdiction to procure dangerous drugs to be supplied in any other country unless authorised to do so by the Government within whose jurisdiction the said person is placed.

It again urged the necessity of the closest co-operation between Governments in the investigation of the transactions and movements of illicit traffickers, and recommended the

establishment in each country of a central official organisation to watch the application of laws and regulations promulgated in pursuance of existing Conventions.

Finally, it recommended that, when an alien was deported on the ground of his being concerned in the illicit drug traffic, the authorities of the country to which he was sent should be informed of his deportation and of his connection with the illicit traffic.

(c) *Situation in Egypt.*

The Committee noted with satisfaction the statements made by the Egyptian delegate, which bore witness to an improvement in the situation in his country as regards drug addiction. The notable decline in the number of addicts was due partly to the effects of the general economic crisis and partly to the fact that the retailers adulterated the drugs they sold up to 85 per cent or thereabouts.

Heroin was no longer imported into Egypt in bulk, but in a large number of small consignments. It was noted that there had been an increase in the imports of smuggled opium and hashish, the latter from Syria.

The Egyptian delegate once more called the Committee's attention to the difficulties encountered by the Egyptian Government in dealing with offences relating to drugs, owing to the fact that the Egyptian legislation was not enforceable on a trafficker of foreign nationality. In his view, Egypt would never be able to rid herself entirely of drug addiction until this problem of the foreign drug trafficker was solved.

The Egyptian delegate added that, in the light of information in his possession, shipping companies ought to control the activities of their employees and take strict measures in case these employees became implicated in the illicit traffic.

(d) *Situation in India.*

The delegate of India informed the Committee that there had been a notable improvement in the situation in India regarding illicit imports of cocaine, and recognised the efforts that had been made by the Japanese Government to prevent such traffic.

The total seizures of cocaine in India showed an appreciable fall for the last two years. There was still, however, a very great disproportion between these quantities and the legitimate consumption of India.

The delegate of India drew attention to what seemed to him certain defects in the Japanese regulations on the supervision of the traffic. In his view, there was no effective system of continuous control from factory to consumer by way of the dealer.

The Japanese delegate expressed himself in favour of active co-operation with the Indian Government with a view to achieving yet more satisfactory results, and observed that, in only seventeen out of forty-one seizures had it been found that the drugs were of Japanese origin. He admitted that the present Japanese regulations were complicated, but observed that they had not yet been able to make their effect fully felt and that the Government would certainly amend them should it prove necessary.

(e) *Situation in Turkey.*

The Turkish delegate informed the Advisory Committee that the Turkish Government had decided to accede to the Hague Convention of 1912, the Additional Protocol of 1914 and the Geneva Convention of 1925. The decree on the subject would shortly be issued. The Turkish delegate expressed his conviction that the accession of Turkey to these diplomatic instruments would facilitate international co-operation with a view to the suppression of the illicit traffic.

The Committee emphasised the great importance of Turkey's accession to the diplomatic Conventions and expressed its profound satisfaction at an event which had for years been hoped for.

Perhaps the most important result would be to ensure the effective control of the production, distribution and exportation of raw opium, and the control of the materials would, in turn, facilitate control of manufacture.

(f) *Situation in Persia.*

The Persian delegate gave explanations to the Committee concerning the working of the monopoly system for the export of raw opium, and the terms of the contract between the Persian Government and the person holding the exclusive concession for the export of raw opium.

The attention of the Persian delegate was drawn to the fact that the exports of opium to Vladivostok had continued, although Article 5 of the contract with the concession-holder provided that the latter must obtain import licences from the country of destination for all quantities exported (1,700 chests of 72.5 kilogrammes each were despatched to Vladivostok in 1931). It was further remarked that, under the terms of Article 4 of the contract, the concession-holder was required to export an annual quantity of not less than 6,500 chests of opium, and that this large figure was much higher than the figure of legitimate Persian exports in the last few years. The Persian delegate stated that he would try to obtain details regarding the import certificates under which the above-mentioned consignments had been exported, and, if irregularities were found to exist, he would bring the matter to the attention of his Government. He further stated that a minimum quantity for export had been fixed

in order to prevent any opium being available for smuggling, and he contended that the quantity in question was not higher than that required for licit trade.

He emphasised the considerable difficulties which his Government had met with in controlling opium exports, and referred to the measures which had been taken to reduce poppy growing.

The Committee noted with interest that the Persian Government had decided to ratify the Convention of 1931. It hoped that that important step would shortly be followed by the accession of Persia to the 1912 and 1925 Conventions.

(g) *Situation in China.*

The Committee heard with interest the Chinese delegate's account of his Government's efforts to apply the legislative and administrative measures necessary for suppressing the drug traffic. He drew attention to the special difficulties of the Chinese Government in the campaign against narcotic drugs and to the fact that large quantities of heroin were seized by the Chinese Maritime Customs in 1930 (580 kilogrammes as compared with 78 kilogrammes in 1929). The Committee asked the Chinese delegate to use his influence with his Government to secure full mutual co-operation between the Chinese Government and the other Governments concerned (or the League) in the investigation of all important cases of seizures.

(h) *Illicit Traffic carried on by Aeroplanes.*

This question was laid before the Committee as the outcome of a proposal made to the Fifth Committee of the 1931 Assembly by the Australian delegate. The Fifth Committee requested the examination of the question of smuggling by aircraft, in view of the great facilities afforded by air navigation for the illicit transport of drugs. The Advisory Committee requested the Secretariat to ask the Communications and Transit Section to supply particulars of the present system of control.

The Committee also considered the danger of drug addiction in the case of certain occupations (airmen, chauffeurs, etc.), for the exercise of which certain specific proofs of physical fitness were required. It adopted a resolution expressing a desire for this question to be studied by the Health Committee.

As, however, that resolution was carried by only seven votes to six, the Council, on the proposal of its Rapporteur, the representative of Yugoslavia, thought it best, at its meeting of May 18th, not to take any decision in this matter for the time being.

7. **WORK OF THE BANGKOK CONFERENCE ON THE CONTROL OF OPIUM-SMOKING IN THE FAR EAST.**

The Committee discussed at great length the result of the Bangkok Conference. Representatives both of countries parties to the Bangkok Agreement and of those not parties to it took part in the discussion.

In the former category, the Chinese delegate explained why his country had not taken part in the Conference. He further defined its attitude to the Conference and submitted observations on the joint "Declaration in regard to the Illicit Traffic in Opium," adopted by that Conference. Both the Chinese delegate and the United States observer pointed out that, in the opinion of their Governments, the only effective method of completely suppressing the use of opium for smoking was prohibition by law.

Various representatives of the same category of countries expressed their regret that the Bangkok Conference had not led to more conspicuous results in the direction of the suppression of opium for smoking. They stressed the moral aspect of the problem, which must be entirely free from any economic considerations. While appreciating the difficulties due to the situation in China, they urged a policy the primary object of which would be to make the Governments independent of the revenue they derived from opium, such revenue amounting in certain instances to 30 per cent of the total revenue.

The representatives of the Governments which had signed the Bangkok Agreement, on the other hand, strongly emphasised the fact that their Governments had performed their contractual obligations, and were doing everything in their power under existing conditions to suppress opium-smoking in their territories. But in view of the information possessed by the delegations to the Bangkok Conference, which was examined in detail in the course of its work, the Conference had come to the conclusion that, as long as the production and exportation of raw opium was not subject to effective control and as long as opium was smuggled in large quantities into the territories in question, any further large-scale restriction of opium-smoking would merely have the effect of promoting the illicit traffic and illicit consumption of prepared opium.

The Committee's attention was next invited to two recommendations in the Final Act of the Bangkok Conference.

(a) *Recommendation X in the Final Act of the Bangkok Conference.*

The Advisory Committee considered this recommendation, which requested its assistance with a view to scientific research on drug addiction, in particular on the physiological and

psychological effects of the practice of smoking opium and opium dross, the constituents of opium producing such effects, and the methods of cure of addiction to opium-smoking, etc.

The Committee suggested that the views of the Governments concerned as to the desirability of the researches recommended should be ascertained, and that they should be asked what facilities could be provided for such researches and how far the matters referred to in the recommendation had already been investigated and with what results.

(b) *Recommendation XI in the Final Act of the Bangkok Conference.*

The Committee instructed a sub-committee consisting of the delegates of the countries which took part in the Bangkok Conference, including among them the United States, together with the delegates of Spain and China, to draw up a form of annual report on the points specially mentioned in that recommendation.

8. PREPARATIONS FOR A CONFERENCE TO INVESTIGATE THE POSSIBILITY OF LIMITATION AND CONTROL OF POPPY GROWING AND OF THE CULTIVATION AND HARVESTING OF COCA LEAF.

The Committee had had before it two decisions on this subject: the Council's decision of January 22nd, 1931, and the Assembly resolution of 1931, providing for the collection of all material that might serve as a basis for the discussions of a Conference on the limitation of the production of opium and the cultivation and harvesting of the coca leaf.

The Committee undertook to draw up a questionnaire for this purpose to be addressed to the Governments Members of the League of Nations.

After hearing the opinions of the delegates of Turkey and Persia, countries which were particularly interested, it decided to draw up two questionnaires, one for the opium poppy and another for the coca leaf. The general lines of a questionnaire on the opium poppy were adopted, and the Secretariat was asked to prepare a draft for the consideration of the Committee. As regards the questionnaire on the coca leaf, the Committee decided that the representatives of Bolivia, Peru, Japan and the Netherlands, which were especially concerned in this question, and the Secretariat should proceed to preliminary consultations in order to prepare a draft questionnaire which would be submitted to the Advisory Committee at its next session.

The Council, at its meeting of May 18th, requested the Committee to do everything in its power to hasten as much as possible the collection of the necessary documentation, as asked by the twelfth Assembly. It expressed the opinion, however, that the question of the limitation of poppy cultivation and of the production of the coca leaf is an extremely complex problem, and that it is necessary that a complete documentation should be available before it was asked to take a definite decision to convoke the future Conference.

9. APPLICATION OF ARTICLES 10 AND 8 OF THE GENEVA CONVENTION OF 1925.

The Advisory Committee took note of the list of replies received from Governments which had accepted the recommendations made by the Health Committee, in virtue of Article 10 of the Geneva Convention, concerning eucodal and dicodide, dilaudide, benzoylmorphine and other esters of morphine, as well as accedicone and the salts and preparations of these substances.

It also noted with satisfaction the further decision of the Health Committee, adopted by the Council on January 25th, 1932, which recommended that any of the substances enumerated in Article 1, paragraph 2, Group I of the Convention for the Limitation of the Manufacture of Narcotic Drugs, which were not already covered by the 1925 International Opium Convention, be brought under the provisions of that Convention, in conformity with the provisions of Article 10.

The question of the application of Article 8 of the Geneva Convention was examined by the Committee at the British delegate's request, following on a resolution adopted by the Health Committee in October 1931 exempting from the provisions of the 1925 Convention certain sterilised solutions of morphine or eucodal and atropine, on condition that they are delivered in 1.1 cubic-centimetre ampoules. The British delegate explained that that recommendation was contrary to the opinion given on the subject by the Legal Adviser of the Secretariat, and stated that, for the purposes of the application of Article 8, the Health Committee was simply required to answer one question — namely, whether medicaments with which the drug is compounded precluded in practice the recovery of the drug.

It seemed to the Committee that the Health Committee's recommendation had raised a question of principle, and that this point should be brought to the attention of the Council.

The Council, at its meeting of May 18th, asked a Committee consisting of the Chairmen of the Opium Advisory Committee, of the Office internationale d'Hygiène publique and of the Opium Commission of the Health Committee to go into the point raised by the Opium Advisory Committee.

10. REPORT BY THE SUB-COMMITTEE OF EXPERTS INSTRUCTED TO DRAW UP THE LIST OF SUBSTANCES AND PREPARATIONS FALLING UNDER THE HAGUE AND GENEVA OPIUM CONVENTIONS.

The Committee noted with interest the report of the Sub-Committee on this subject and the lists drawn up for the use of the Governments and Customs authorities, which were to be sent to the Governments.

The Committee requested the Sub-Committee of Experts to continue its work with a view to the periodical revision of the lists.

11. RENEWAL OF THE APPOINTMENT OF MEMBERS OF THE COMMITTEE ELECTED BY THE COUNCIL ON MAY 14TH, 1930.

The question was submitted to the Legal Section as to whether the three-year appointment of the Members of the Advisory Committee newly elected by the Council on May 14th, 1930, should start from the date of their nomination by the Council or from January 1931, the date on which they first attended a session of the Advisory Committee.

The Legal Section stated that, from a strictly legal point of view, their appointment should date from May 14th, 1930, but, from a practical point of view, taking into consideration that they had not attended the sessions before January 1931, it would be desirable that the period of three years should cover the years 1931, 1932 and 1933.

The Committee accepted the practical point of view set out in the opinion of the Legal Section and requested the Council to be good enough to take it into consideration.

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The Council, at its meeting of May 18th, took note of the report and the resolutions adopted by the Committee at its fifteenth session.

C. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

(a) CONCLUSIONS OF THE BOARD. — REPORT TO THE COUNCIL (SEPTEMBER 1931).

The Permanent Central Opium Board submitted to the Council on September 14th, 1931, its annual report, in which it embodied the conclusions it had drawn from its examination of the statistics communicated to it for 1930.

The situation in Turkey had been a cause of anxiety to the Board for the greater part of 1930, and this question (the facts of which were fully reported to the Council in February 1931 by the Opium Advisory Committee) was considered in all its aspects by the Board at its sessions in January and April 1931. The Board then concluded that there appeared to be an actual danger of Turkey becoming, if it had not already become, a centre of illicit traffic, and therefore on April 20th, 1931, it addressed a letter to the Secretary-General of the League, in accordance with the terms of Articles 24 and 26 of the Geneva Convention of 1925, requesting him to inform the Turkish Government that the Board proposed to discuss the matter at its next session, beginning on August 10th, and to invite the Turkish Government to send a representative to be present at this discussion. On August 12th, the situation in Turkey was accordingly further discussed by the Board. In the presence of the Turkish representative, the question was again discussed on August 20th.

The Board came to the conclusion that, during the year 1930 and during the first weeks of 1931, there was no doubt that Turkey had been a centre of the illicit traffic. It being, however, the Board's duty under Articles 24 and 26 of the Geneva Convention to see whether there was a *present* danger of the country in question becoming or continuing to be a centre of the illicit traffic, the Board could not but take notice of certain recent events.

It appeared from the information at the disposal of the Board that after the issue of the Decree of February 15th, 1931, by the Turkish Government concerning the control of narcotic drugs, one of the three drug factories situated at Constantinople was closed, and the other two were placed under the strictest supervision. Since that date, the legal export of manufactured narcotic drugs from Turkey had practically ceased, and only one seizure of narcotic substances of Turkish origin had been reported to the Advisory Committee. Moreover, the Board learned that a draft law for the establishment of a monopoly of narcotics had been presented to the Turkish National Assembly. There was therefore evidence that the Turkish Government had realised the necessity of taking rigorous and effective measures to suppress the illicit traffic.

Relying on the fullest collaboration of the Turkish Government, the Board therefore adjourned the question.

The Board, having examined the new Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, and especially those articles in it which more directly affect the Central Board, reported to the Council that it considered that the new duties

imposed on it by the Convention were not incompatible with the position of the Board, as at present constituted.

In comparison with the previous year, the statistics received for 1930 had proved very satisfactory. It was to be regretted, however, that for the French colonies fewer statistics had been received for 1930 than for 1929. But, on the whole, the efforts made by the Central Board to induce the competent authorities of the various countries to comply with the prescribed classification and methods had yielded excellent results, and marked a considerable improvement on the previous year; the ready co-operation of the Governments concerned was greatly appreciated by the Board.

A close examination of the situation in the principal drug-manufacturing countries during the year under review led the Board to the conclusion that, in general, there was a considerable reduction in the total manufacture of morphine, in the conversion of substances not coming under the Convention, and in the quantity of morphine available as such. The manufacture of diacetylmorphine had increased. The total manufacture of cocaine had declined. The Board drew attention to the fact that the figures reported to it did not give a complete picture of the situation as regards drug manufacture all over the world. Turkey, for instance, although manufacturing on a large scale, had given no report on manufacture to the Board, and, when considering the manufacture of cocaine, account had to be taken of the fact that the Union of Soviet Socialist Republics, which did not send in statistics to the Board, was known to manufacture cocaine from imported crude cocaine.

In the cases where comparison between the stocks as reported to the Board and the stocks as calculated by the Board from the figures received showed a marked difference, the Board made informal enquiries.

At the outset of the Central Board's activities the particulars communicated by the various Governments revealed, on examination, a somewhat large number of discrepancies. The Board, in the early stages of its work, decided to submit a series of requests for further information to the offices which were in process of organisation in the different countries, with a view to the supervision of the trade in narcotics. Although this led to a multiplication of correspondence, and was calculated to expose the Board to the risk of losing the goodwill of the officials in the various countries, it is easy to see now that the series of minor enquiries produced an appreciable improvement. At each of its sessions the Board was able to note the progressive elimination of the numerous contradictions which had previously been apparent in the figures laid before it, and was glad to report that its experience had revealed practically no cases in which the differences, on analysis, could be said to be due to fraud.

The report of the Central Board gave certain data and conclusions regarding the illicit traffic during the year 1930. Thus, it was with much regret that the Board had to report that more than a year after the coming into force of the Geneva Convention some four and a-half tons of morphine and heroin escaped into the illicit traffic in one manufacturing country alone — *i.e.*, France. The French Government, however, informed the Board that it was taking judicial proceedings in the matter, so that it is to be expected that the tightening up of the system of control will soon be sufficiently perfect to render the recurrence of any considerable leakage into the illicit traffic impossible.

According to the statistics supplied by Turkey, some 1,300 kilogrammes of morphine and some 4,200 kilogrammes of heroin were exported to countries which, on enquiry by the Board, had declared that no importation of drugs had been effected from Turkey during the period in question. The only possible conclusion seemed to the Board to be that the whole of the 5,500 kilogrammes of narcotics exported from Turkey had escaped into the illicit traffic. It therefore appeared that from France and Turkey alone at least 3,675 kilogrammes of morphine and 6,474 kilogrammes of heroin passed into the illicit traffic.

An enormous quantity of narcotic drugs was thus known to have passed into the illicit traffic during 1930, but, in reporting this to the Council, the Board declared itself convinced that the illicit traffic thrived in the dark, and that as soon as a Government had traced it to its source and proclaimed the facts to the world, it might be confidently assumed that the traffic would be suppressed.

#### (b) THE SESSIONS OF THE BOARD.

At its sessions held in October 1931 and January 1932, the Permanent Central Opium Board, in accordance with the routine procedure it has now adopted, devoted considerable attention to the international legitimate traffic in opium and other dangerous drugs up to and including the preceding quarters for which statistics of imports and exports of narcotics had been received — *i.e.*, the second and third quarters of 1931.

The Board further examined the replies to certain enquiries which it had instituted concerning countries in which the stocks of narcotics reported, as existing at the end of 1930 had differed appreciably from the stocks which, according to the Board's calculation, should have existed in the country on that date.

At its session in January 1932, the Board examined the Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, signed on July 13th, 1931, special attention being devoted to the duties devolving upon the Board as a result of the provisions of that Convention.

As the quantity of narcotic drugs to be manufactured is in future to be limited to the sum of the requirements of each country for medical and scientific purposes, the examination of the statistics of consumption becomes doubly important. Unless the legitimate consumption of each country is accurately ascertained, the total amount of manufactured drugs will not be correct. The Central Board therefore addressed a number of letters last year to countries in

which the consumption was high, calling the attention of the Governments concerned to the matter. If the statistics of the medical consumption of opiates in various countries are to be usefully analysed, and the consumption in one country compared with that in another, it is plainly necessary that some common basis be established on which this comparison can be founded. The establishment of such a basis appeared to the Board to be a matter of grave importance, and it considered the question of establishing some standard method by which consumption in different countries could be ascertained. It decided that to do this would require a technical knowledge which the Board, as a whole, does not possess, and it therefore decided to refer the matter to the Health Committee for its expert advice.

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17.

NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

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After having examined the first report of the Governing Body of the Office, which had then only been in existence for some few months, the Assembly, at its twelfth session, adopted a certain number of resolutions relating to the future work of the Office. These resolutions related, in the first place, to the transfer of Armenian refugees to the Republic of Erivan and to the evacuation of Russian refugees in China. The Assembly also asked the Office to study, in conjunction with the Intergovernmental Advisory Commission for Refugees, the advisability of preparing a convention for the protection of refugees after the winding-up of the Office.

The Governing Body of the Office held its fourth and fifth sessions on October 28th, 1931, and April 20th, 1932, when it examined reports from its Managing and Financial Committees on the general work of the Office, and particularly on the matters referred to above.

As a unanimous wish had been expressed by the Armenian organisations that the Armenian refugees should be transferred to Armenia (Erivan) and these refugees were willing to proceed to that country, about 4,750 refugees, mostly indigent, were transferred from Greece. According to reports received from the representatives of Armenian organisations, these refugees were well received, were provided with lodgings and temporary assistance, and were found employment in the various industrial and agricultural enterprises of the country. The Office is further considering the transfer from Bulgaria of approximately 1,000 unemployed refugees who have received permits to enter Armenia, where arrangements have been made by the Armenian Government for their settlement and employment.

The Office also assisted the Mennonite organisations, which had been entrusted with the duty of evacuating about 800 Russian refugees from Harbin.

In compliance with the Assembly's recommendation regarding the advisability of preparing a convention for the protection of refugees after the winding-up of the Office, a questionnaire has been sent to the members of the Governing Body, the Inter-governmental Commission for Refugees, the Advisory Committee for private refugee organisations, and to the representatives of the Office, in order to supplement, as far as possible, the information at the disposal of the Office and to decide on the best steps to be taken.

The Office has also made successful progress with the establishment of Armenian refugees in Syria. So far it has been possible to arrange for 15,750 refugees to leave unhealthy camps and settle in agricultural colonies or urban quarters. The expenses involved by this work, amounting to about 9½ millions of French francs, were placed at the disposal of the Office by the French Government and by various philanthropic organisations interested in the question.

Apart from this strictly defined work, the Office, through its representatives, has continued the work of settling, or finding employment for the refugees. Present circumstances are far from favourable, but employment was found for nearly 1,500 between April 1st, 1931, and April 30th, 1932, thanks largely to individual repayable loans amounting to 152,688.55 Swiss francs, and non-repayable grants amounting to 5,307.80 Swiss francs, which were accorded to a considerable number of the refugees. The Office has, moreover, granted to numerous refugee organisations repayable loans to a total of 155,814.95 Swiss francs and non-repayable subsidies to a total of 141,002.75 Swiss francs, to enable them to continue their activities on behalf of indigent refugees, aged sick and tuberculous persons, young students and children.

The accounts for the year 1931 show that, during the first nine months of its existence, the Office has expended for the benefit of the refugees a total of 1,700,000 Swiss francs.

The representatives of the Office have furthermore carried out, within the limits of the accessions to the arrangement of June 30th, 1928, the duties imposed upon them by Article 1 (f). Official status has been granted to representatives in Austria, Belgium, Bulgaria, France, Switzerland and Yugoslavia for the exercise of the functions provided for under (a) to (e) of the article in question.

The Governing Body has approved the budget of the Office for the year 1933, in which provision is made for credits for the maintenance of representatives in Belgium, Bulgaria,



China, Czechoslovakia, France, Germany, Greece, Poland and the Baltic States, Syria and Yugoslavia. The Office has also been glad to accept an offer for the provision of an honorary representative in Roumania. As regards Turkey, the Governing Body has ratified an arrangement providing for the maintenance of an honorary representative of the Office until the end of 1933.

Colonel Bicknell, Vice-President of the American Red Cross, formerly Secretary-General of the League of Red Cross Societies, resigned his position as regular member of the Governing Body on his return to America. The Governing Body unanimously elected in his place Professor G. Werner, Vice-President of the International Red Cross Committee, whose place as substitute member has been taken by Mr. Swift, the present Secretary-General of the League of Red Cross Societies.

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18.

INTERNATIONAL RELIEF UNION.

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The instruments of ratification of the Convention of July 12th, 1927, were deposited on behalf of Czechoslovakia on August 21st, 1931, of Turkey on March 10th, 1932, and of France on April 27th, 1932.

These ratifications bring up to 564 units the number of shares in the initial fund of the Union which have been subscribed by the Members of the League of Nations who are Members of the Union.

While a certain number of shares contributed by a few non-member States who became contracting parties to the Convention should be added to the above figure, the total of 600 units which must be subscribed before the Convention can come into force has not yet been reached.

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19.

INTELLECTUAL CO-OPERATION.

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In a resolution dated September 21st, 1931, the Assembly recognised the existence of the "Intellectual Co-operation Organisation" as such. According to this resolution, the Organisation comprises "the International Committee on Intellectual Co-operation, which is the advisory body of the League of Nations; the commissions and committees dependent on it; the International Institute of Intellectual Co-operation, its executive organ, and the International Educational Cinematographic Institute, these two institutes having been placed at the League's disposal under the conditions laid down in their respective statutes; and the National Committees on Intellectual Co-operation, whose representatives may be called upon to meet occasionally in conference on the proposal of the International Committee on Intellectual Co-operation".

1. PLENARY COMMITTEE.

(a) *Convocation of the Committee.*

The International Committee on Intellectual Co-operation will hold its fourteenth session from July 18th, 1932, onwards. A summary of the results will be given in the supplementary report.

(b) *Adjustment of the Work of the Organisation and Composition of the Committee.*

On January 26th, 1932, the Council of the League of Nations adopted a resolution requesting the Committee on Intellectual Co-operation to consider, at its next session, what arrangements might be made for safeguarding the whole of the work of the Organisation during the period of financial restriction, which, according to the Assembly's intention, is to be only temporary. The Council also decided to postpone until its session in September 1932 any decision relating to the composition or renewal of the Committee. The supplementary report will contain a summary of the proposals which the International Committee puts forward in July on this subject. On March 30th, 1932, the Executive Committee decided to appoint some of its members to form a sub-committee for the purpose of examining in detail the proposals to be made to the plenary Committee.

## 2. PERMANENT COMMITTEE ON ARTS AND LETTERS.

This Committee held its second session on May 12th, 13th and 14th, 1932. In view of the commemoration of the Goethe centenary, the session was held at Frankfort at the invitation of the municipality of Frankfort. A discussion on Goethe, in which most of the members of the Committee joined, formed part of the programme. A summary of the results of this session will be given in the supplementary report.

## 3. EXECUTIVE COMMITTEE.

Since the last Assembly, the Executive Committee has held two sessions — in November 1931 and March 1932 — at the International Institute of Intellectual Co-operation. Owing to the unfavourable financial situation, one of the annual sessions has had to be omitted. The Executive Committee has kept in close touch with the progress of the questions which were included by the Plenary Committee in July 1931 in the Organisation's programme of work, and with which the Paris Institute or the Geneva Secretariat were instructed to deal. It conducted a preliminary examination of the questions to be submitted to the committees of experts. It studied the conclusions which these committees had reached, and gave an opinion on the action to be taken in consequence. A summary of most of its work is given in another chapter (see 10 — "Work of the International Institute of Intellectual Co-operation").

The Executive Committee had also to give an opinion regarding the inclusion of new questions in the programme of work, and to examine a number of suggestions submitted to it.

## 4. CO-OPERATION WITH THE CHINESE GOVERNMENT.

In consequence of the decisions taken by the Committee on Intellectual Co-operation at its last session, which were approved by the Council and Assembly in September 1931, the Intellectual Co-operation Organisation has co-operated in two different ways in the reform of public education in China.

### (a) *Mission of Educational Experts.*

The mission of educational experts, whose appointment had been previously decided upon, was occupied with its work in China from September 1931 to January 1932. Its members — Dr. Becker, former Prussian Minister of Education, Professor at Berlin University ; M. Falski, of the Polish Ministry of Education ; M. Langevin, of the Collège de France ; and Mr. Tawney, of London University — were assisted by Mr. F. P. Walters (Personal Assistant to the Secretary-General of the League of Nations), M. Bonnet (Director of the Institute of Intellectual Co-operation) and, for questions of educational cinematography, M. Sardi (representing the International Educational Cinematographic Institute).

In spite of difficult circumstances, the mission succeeded in accomplishing useful work, and reached unanimous conclusions. Its members had divided the work among them. Each prepared reports on their voyage. These statements were co-ordinated at a Conference held in Paris on April 6th, 1932. The report will be communicated to the Chinese Government and to the International Committee on Intellectual Co-operation and the Council of the League. Further particulars of this document will be given in the supplementary report.

### (b) *Appointment of Three Professors to the University of Nanking.*

At its thirteenth session, the Committee on Intellectual Co-operation learnt the first results of the negotiations for the appointment, at the request of the Chinese Government, of three professors, from different European countries, to teach for two years at the Nanking Central University. In the course of the year, these negotiations were brought to a successful conclusion and the three professors took up their posts at Nanking. They are : Mr. H. N. Davy, M.A., of University College, Nottingham, for English language and literature ; M. Ed. Paréjas, Professor of Geology at Geneva University ; and M. von Wissmann, geographer and explorer, of the University of Vienna. In spite of the temporary closing of Nanking University, these professors have been able to continue their teaching and to direct certain research work.

## 5. COMMITTEES OF EXPERTS.

The Intellectual Co-operation Organisation considers it useful to have recourse frequently to committees of experts. A great many of these committees have sat during the period under review. As most of them met at the Institute, which acted as their Secretariat, a summary of their work is given under the heading "Work of the International Institute of Intellectual Co-operation".

## 6. NATIONAL COMMITTEES.

The International Committee has on several occasions emphasised the importance of the National Committees, and the Assembly endorsed this opinion in its resolution adopted in September 1931. At its thirteenth session, therefore, the Committee asked for a General Conference of National Committees to be convened at Berne in 1934 in connection with the International Exhibition of Popular Arts. It will be impossible, however, to hold the exhibition on the date originally proposed, owing to the abstention of many countries which had been invited to take part. The holding of the Conference has also, therefore, had to be postponed. It has nevertheless been possible to prepare a short descriptive list of National Committees, showing their composition and methods of work. It seems likely that the various National Committees will find a publication of this kind useful in their mutual relations; it will be printed before the opening of the fourteenth session of the Plenary Committee.

## 7. SCIENTIFIC PROPERTY.

The Institute of Intellectual Co-operation has continued its enquiry into scientists' rights in the light of the observations made by certain Governments concerning the draft Convention on the protection of those rights (see Chapter 10, "Work of the International Institute of Intellectual Co-operation", page 104).

## 8. EDUCATION.

A delegation of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations has been convened for July 12th and 13th next. An account of the discussions of this meeting will be given in the supplementary report.

The Institute of Intellectual Co-operation has proceeded with its work in the matter of education. Several committees of experts have sat during the year, and various enquiries are now in progress (see Chapter 10, "Work of the Institute of Intellectual Co-operation", page 101).

The efforts of the Geneva Branch of the Educational Information Centre<sup>1</sup> have been mainly directed towards three ends:

### (a) *Enquiry into Instruction in International Relations in Teachers' Training Colleges.*

In view of the great importance of instruction in schools of all grades regarding international relations, and the training of those responsible for that teaching, it was decided that an enquiry should be made of Governments. This enquiry will be concerned with the scope and methods of such teaching in training colleges and other similar institutions. A questionnaire, approved by the Executive Committee, has been sent out to Governments. A few replies have already been received by the Secretariat.

### (b) *Enquiry of Institutes for the Scientific Study of International Relations.*

In June 1931, at the Copenhagen meeting of Institutes for the Scientific Study of International Relations and of the Joint Committee set up by those Institutes and the Sub-Committee of Experts, it was decided that an enquiry should be made of institutes of political studies. The aim of this enquiry is to associate such institutes more intimately with the work of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations. It is concerned with the methods and organisation of the study of international relations in higher educational establishments, and with the support which these Institutes might lend to the study of international relations and of the activities of the League, in secondary schools and teachers' training-colleges. A questionnaire-report has been sent to all the Institutes represented at the Conference, and to a number of similar organisations. The Sub-Committee of Experts will be able, next July, to form an idea of the first results of this enquiry.

### (c) *Production of an Educational Film dealing with the League of Nations.*

The Sub-Committee of Experts had instructed the Geneva Educational Information Centre to undertake, jointly with certain interested institutions, a preliminary enquiry regarding the possibility of producing and circulating one or more educational films dealing with the work of the League. The object of the enquiry was to obtain particulars regarding the preparation of appropriate scenarios, the cost of production, and the possible market for such films. Producers and users of educational films were to be consulted, so that a programme might be prepared for the production and circulation of films dealing with the history and work of the League, the International Labour Office, and the Permanent Court of International

<sup>1</sup> For the work of the Paris branch, see pages 101 and 102.

Justice. A meeting of representatives of the Secretariat, the International Labour Office, the International Institute of Intellectual Co-operation, the International Cinematographic Institute, and several international and private national organisations experienced in the use of these films, and also the cinema industry, met at Paris on April 28th and 29th. This meeting recommended that the scenarios of a series of educational films dealing with the League should be prepared by the Secretariat, and that their technical execution should be entrusted to the International Educational Cinematographic Institute. The conclusions of this committee will be submitted to the Sub-Committee of Experts and the Committee on Intellectual Co-operation.

#### 9. MORAL DISARMAMENT.

On September 17th, 1931, the Polish Government communicated to the Secretary-General a memorandum containing proposals for moral disarmament, with a view to the discussion of the question by the Disarmament Conference. Several proposals contained in the Polish memorandum come within the scope of the work at present being conducted by the Intellectual Co-operation Organisation. The Executive Committee of the Organisation therefore decided, at its November 1931 session, to place at the disposal of the Conference a full statement of the Organisation's activities in the domain of moral disarmament. This document was submitted to the Political Commission of the Conference, and then to the Special Committee which the latter set up to study moral disarmament.

On the basis of the material supplied by the Intellectual Co-operation Organisation, a preliminary draft text was prepared and submitted to the Special Committee. The supplementary report will contain a statement of the result of the discussions on this subject, together with any suggestions that may be made by the Sub-Committee of Experts and the International Committee on Intellectual Co-operation, which have placed this question on the agenda of their next sessions.

#### 10. WORK OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

##### I. General Activities.

##### 1. Moral Disarmament.

Having received from the Polish Government certain proposals for "moral disarmament", the International Conference for the Limitation and Reduction of Armaments has appointed a committee to enquire into the question. The Institute has supplied the committee with all the necessary material, and is remaining in constant touch with it.

##### 2. International Co-operation of Intellectual Workers; "Correspondence", "Conversations".

The Permanent Committee on Arts and Letters has been endeavouring, in the interests of the League of Nations, to organise exchanges of ideas on subjects of particular and immediate interest. It proposes, in this connection, to inaugurate "correspondence" and "conversations" between persons specially representative of modern thought.

The Institute has already received several letters; as soon as it has a sufficient number of these in hand, it will publish them in a volume.

The Institute will also doubtless shortly be in a position to publish the first "conversation", which took place at Frankfort on May 12th and was devoted to Goethe.

##### 3. Liaison between Institutes for the Scientific Study of International Relations: Milan Conference.

The Institute has endeavoured during the year to inaugurate a new form of intellectual co-operation — namely, contributions, conceived in a purely scientific spirit and on a broad international basis, to the study of various problems which are of particular moment at the present time. The Conference which met at Milan may be quoted as an example. Within the general limits of the work of co-ordination undertaken by the Intellectual Co-operation Organisation between the various Institutes for the Scientific Study of International Relations, the representatives of those Institutes, who are all professors or scientists of recognised standing, discussed the problem of the relationship between the State and economic life. The statements made at Milan and the Minutes of the Conference will, if possible, be collected together into a volume and published.

##### 4. Documentation: Bibliography of Translations.

In accordance with the instructions of the International Committee on Intellectual Co-operation, the Institute convened on December 18th and 19th, 1931, a committee of experts which decided the manner in which an international bibliography of translations (*Index Translationum*) should be published. This index will be published every three months from July 1932.

## II. Education.

### 1. *Proposals of the Committee of Directors of Higher Education.*

The object of the Intellectual Co-operation Organisation in convening the Directors of Higher Education of a number of Ministries of Education was twofold : to increase the efficacy of various measures advocated by international students' organisations or national university offices ; and, more particularly, to establish regular contact between the various national Education Departments.

The meeting took place on February 29th and March 1st, 1932. The following subjects were discussed : possibility of international co-operation in the sphere of higher education ; international exchange of professors ; international scholarships ; exchange of students ; overcrowding of universities and intellectual careers ; vocational guidance ; admission of foreigners to universities ; equivalence of university degrees and studies.

This first meeting was highly encouraging, and meetings will take place periodically in future.

### 2. *Meeting of International Students' Associations.*

Two meetings of international students' organisations were held as usual, the first in the autumn of 1931 and the second in the spring of 1932. In addition to the customary activities — mainly the co-ordination of national and international efforts on behalf of foreign students — one problem was studied which is of particular interest to the modern student world — namely, the social rôle of the student in the community.

### 3. *Teaching and Study of International Relations.*

Much evidence has been forthcoming, during the year, of the need of developing the teaching of international relations. This problem is consequently foremost in the thoughts of the International Institute of Intellectual Co-operation and will be discussed at the July session of the International Committee on Intellectual Co-operation, which will consult the next meeting of Directors of Higher Education on the subject.

The main proposals concern :

(a) The creation of chairs of international relations (proposal of the Committee of International Students' Associations which met at the International Institute of Intellectual Co-operation on April 20th, 1932).

(b) Study of international relations in every grade of education, in a manner appropriate to the pupils' age and degree of education.

(c) Importance, in adult education, of teaching regarding international relations and the League of Nations. Interesting results have been obtained by the International Institute of Intellectual Co-operation in the course of enquiries conducted in connection with several special subjects (popular libraries, educational broadcasting, etc.).

### 4. *Liaison between University Institutes for the History of Art and Archæology.*

The enquiries with a view to the constitution of an international centre of institutes of art and archæology entered this year upon a practical stage, following a meeting at the Institute (on January 28th and 29th, 1932) of a number of professors of archæology and of the history of art. These decided to recommend the International Committee on Intellectual Co-operation to establish a link between their institutes. In collaboration with the International Academic Union, the Permanent Committee of International Congresses on the History of Art, and similar bodies, they also prepared a plan for joint endeavour to facilitate research work.

### 5. *Revision of School Textbooks.*

A committee of experts, consisting mainly of historians and educationists, met at the Institute on February 15th and 16th, 1932. It suggested new methods for the revision of school textbooks. These proposals will be submitted to the Committee on Intellectual Co-operation and to the Council and Assembly of the League.

### 6. *University Exchanges.*

Widening its previous co-ordinative efforts as between national university offices and international students' organisations, the Institute has this year devoted attention to all organisations, national or international, concerned with students abroad. This work is mainly secretarial. In particular, a new half-yearly bulletin has been published under the title *Students Abroad (L'Étudiant à l'Étranger)*, as well as an international list of interested organisations.

### 7. *Enquiry into Exchanges of Primary and Secondary Schoolchildren.*

At the request of the Sub-Committee of Experts on Education, the Institute is now preparing a report defining the methods followed and evaluating the results obtained. This

report will be submitted to the Sub-Committee of Experts and to the Plenary Committee next July.

8. *Creation of Educational Information Centres, and Liaison between such Centres.*

A Committee of Experts, including, in particular, several directors of elementary education, met at the Institute on February 11th and 12th, 1932. It recommended that an educational information centre should be established in every country, and that these centres should form themselves into an international group. This scheme will be submitted to the Plenary Committee and to the Council and Assembly of the League.

9. *Wireless in Schools.*

Likewise, at the request of the Sub-Committee of Experts on Education, the Institute is preparing a report on educational broadcasting (education in general and instruction regarding the League of Nations). This statement will be submitted to the Sub-Committee of Experts next July.

At the request of the twelfth Assembly of the League of Nations, the Institute is also preparing a report on broadcasting and propaganda in favour of the League and good international relations. The work will doubtless be sufficiently advanced to justify communicating its results to the thirteenth Assembly.

10. *Continuation Classes; Use of Popular Libraries and Popular Arts for Workers' Spare Time.*

At the request of the International Labour Organisation, the Institute has been conducting a twofold enquiry into the use of popular libraries by workers in their spare time, and the use of popular arts for the same purpose. The report on popular libraries has been sent to the International Labour Office; that on popular arts is nearing completion.

11. *Liaison with the Major Associations.*

As in the past, the Institute has acted as secretariat for a large number of international associations grouped together under the title of "Liaison Committee". The object of these joint efforts is to promote knowledge regarding the League of Nations, not as a result of Government action, but by private co-operation.

### III. *Scientific Activities.*

1. *Exact and Natural Sciences.*

The programme of the Institute in the domain of the exact and natural sciences was established by a Committee of Scientific Advisers which met at Geneva in July 1931. This programme includes the four following points:

(a) *Co-ordination of Scientific Terminologies.* — A committee met last March, consisting of delegates of the Unions of physics, chemistry, and biology, and of the International Electro-technical Commission. It requested the Institute to form an international centre of scientific documentation. It also recommended the Institute to draft a critical report on the results already achieved, with a view to a subsequent meeting, and expressed the hope that the various systems of measures would be unified.

(b) *Liaison between Scientific Museums.* — The United States National Committee has asked the Intellectual Co-operation Organisation to deal with this question. The Institute has begun an enquiry with a view to ascertaining the exact points on which co-operation would be desirable. The Executive Committee of the International Committee on Intellectual Co-operation has decided to convene a small committee of directors of scientific museums to prepare the programme.

(c) *Co-ordination of Scientific Bibliographies.* The Committee of Scientific Advisers drafted detailed rules for the preparation of summaries of scientific articles published in reviews; it has instructed the Institute to take steps to secure the adoption of these rules by scientific societies in their periodicals. Efforts in this direction have already been made in the cases of Germany, the United Kingdom, Belgium, Spain, the United States of America, France, the Netherlands, Japan, Roumania, etc. Positive results have already been achieved.

(d) *List of Scientific Laboratories.* — The Committee of Scientific Advisers instructed the Institute to publish a list of scientific laboratories, indicating, in particular, the facilities for the admission of foreign research workers in each. After various consultations, the Institute decided to begin with a list of physical laboratories. Over 3,000 cards have been prepared, and questionnaires have been sent to various countries.

The Institute has also undertaken to co-operate closely with existing international bodies, notably the International Council of Unions and the Unions themselves.

## 2. *Other Activities.*

(a) *Libraries.* — In this sphere, the Institute has devoted much attention to an enquiry regarding the utilisation of popular libraries from the standpoint of workers' spare time. The results have demonstrated the desirability of co-operation between the Institute, the International Labour Office and bodies concerned with popular education in several directions — the creation of schools of librarianship, the increasing of the number of libraries, workers' education, and the publication of special books for the purpose of broadening the outlook of the workers. The Institute has also been engaged in carrying out the resolutions of the Committee of Library Experts, and preparing for the next meeting of that Committee. The resolutions refer to the following points: publication of a second edition of the *Guide to National Information Services in connection with the Major Libraries*, utilisation of libraries for the instruction of young people in the aims of the League, publication of a supplement to the Code of Abbreviations of titles of periodicals, standardisation of periodicals (size, bibliographical marginal notes, bibliographical index-cards).

(b) *Archives.* — The principle of co-ordinated efforts by central archives departments having been approved by the International Committee on Intellectual Co-operation last July, the Committee of Expert Archivists, which met for the first time in the spring of 1931, was reconstituted on definitive lines. In its new form, the Committee met at the Institute on December 20th and 21st, 1931. Of the programme of work it had outlined for the first meeting, it retained several points of particularly urgent interest, connected with the accessibility of archives, the standardisation of terminology, the general application of certain legal rules, etc. A general guide to archives is also being prepared at the Institute.

(c) *Standardisation of Written Characters.* — Professor Tanakadate's proposal concerning the universal adoption of Roman characters was submitted to the twelfth session of the International Committee on Intellectual Co-operation. The latter, after discussion, recommended all countries to consider the possibility of adopting these characters in their written languages and, when different systems of orthography are employed, to standardise the orthography as soon as possible according to the nature of each language.

At its thirteenth session, the International Committee on Intellectual Co-operation noted the first results of the enquiry undertaken by the International Institute, and instructed the latter to continue the investigation opened in 1930 and report on the results in 1932.

Up to the present, the Institute has received information regarding the position of this question in the following countries: Annam, Bulgaria, Egypt, India, Japan, Persia, Yugoslavia. Replies are still awaited from some other countries. In the meantime, the Institute has succeeded in obtaining information from experts living in Paris, and in collecting a certain amount of material. Data concerning Hebrew and Yiddish have also been obtained.

## IV. *Literary Questions.*

### 1. *Enquiry into the Teaching of Poetry.*

On the recommendation of the Permanent Committee on Arts and Letters, the Institute has conducted an enquiry into the teaching of poetry. The results were communicated to the Committee at its May 1932 session at Frankfurt.

### 2. *Broadcasting of Poems and Music.*

(a) *The Recitation of Poetry.* — The Institute first consulted the International Bureau of the Telegraphic Union and the International Broadcasting Union as to the way in which the resolution of the Permanent Committee on Arts and Letters concerning the broadcasting of poems and music could best be put into effect. It then communicated this resolution to 1,190 stations depending on sixty centres throughout the world, with the request that the stations would keep it informed of the results obtained. The stations which have already replied appear to be prepared to take the Committee's decisions into account and some of them even wish to have their attempts directed.

(b) *Music.* — The International Institute has agreed with the International Broadcasting Union as to the action to be taken on the resolution of the Permanent Committee on Arts and Letters concerning broadcasting concerts intended to familiarise one people with the music of others.

### 3. *The Theatre from an International Standpoint.*

In conformity with a resolution adopted by the Permanent Committee on Arts and Letters, the International Institute has conducted an enquiry into the theatre from an international point of view. The following points will be dealt with: Foreign theatrical tours, touring companies, international collections of printed plays, etc.

### 4. *Ibero-American Collection.*

In July 1931, the Plenary Committee reorganised the Ibero-American collection. The publication committee for this collection, under the chairmanship of M. de Reynold, has prepared a publishing programme for the coming year, which relates, in particular, to folk-lore.

## V. Fine Arts.

### 1. *Activities of the International Museums Office.*

Pursuing its studies in the sphere of the preservation of works of art, the International Museums Office organised a conference of experts at Athens in 1931, with an agenda comprising questions connected with the protection and preservation of artistic and historical monuments. The proceedings of the conference show how necessary international co-operation is between national authorities concerned with the fine arts.

During the last year also, the Office took steps to ascertain whether it might be possible to conclude an international agreement for preventing, or enforcing penalties for, the sale of works of art stolen from public collections or smuggled abroad.

Continuing its enquiries as to the best means of promoting the creation of museums of plaster casts in countries which do not possess original works, the Office has endeavoured to lay the foundations of an agreement between the official workshops of various countries with a view to reducing the cost of plaster casts and encouraging their wider distribution.

In addition to the quarterly review, *Museion*, the Office is publishing monthly notes entitled *Museums and Monuments*, which afford a wealth of information to all who are interested in museums and the preservation of monuments (items of current interest, reviews, and short biographical accounts).

### 2. *Recorded Music.*

In consequence of the resolution (July 1931) of the Permanent Committee on Arts and Letters, a small committee of experts sat at the International Institute on December 21st and 22nd, 1931. After examining the material collected by the Institute, these experts made various recommendations concerning the publication of an international list of existing resources in recorded music, the creation of gramophone-record libraries in every country, the sources of supply for such libraries, international circulation by means of exchange and loan, etc.

### 3. *Popular Arts.*

The enquiry concerning the use of popular art for workers' spare time, undertaken at the request of the International Labour Office, is nearing completion. A memorandum based on some thirty reports from national intellectual co-operation committees, national committees for popular arts, and several specialists, is being prepared. The Institute has also continued to co-operate with the International Committee on Popular Arts, particularly as regards preparations for a meeting of the Bureau, which took place on April 1st, 1932, and a plenary meeting to be held in the summer of the same year.

At the beginning of the year, it completed the publication entitled "Popular Arts" (Acts and Memoranda of the Prague Congress). Of the 600 copies subscribed to by the Institute, only seventy still remain.

## VI. *Intellectual Rights.*

In the legal sphere, the Institute, in liaison with the International Labour Office, the Rome International Institute for the Unification of Private Law,<sup>1</sup> and the Berne International Bureau, has extended its efforts to improve the international protection of intellectual rights.

Further enquiries have been conducted with regard to scientists' rights. The Institute has also begun, with the help of the professional organisations concerned, to prepare proposals for the forthcoming revision of the Berne Convention. Jointly with the Rome International Institute for the Unification of Private Law, it has likewise been engaged in an attempt to harmonise the Berne and Havana Conventions, and has succeeded in having this point included in the agenda of the seventh Pan-American Conference.

## VII. *Publications.*

### (a) *Periodicals.*

The various periodicals, the *Bulletin de la coopération intellectuelle*, *Museion*, the *Bulletin de la Correspondance scolaire internationale*, have been published regularly. Several numbers of the *Bulletin de la coopération intellectuelle* have been devoted to subjects of prime importance, such as the mission of the League of Nations experts in China, moral disarmament, the scientific organisation of intellectual work, and the Goethe centenary.

Three new publications of this kind were launched this year; the *Bulletin of Organisations dealing with Students Abroad*, the *Index Translationum*, and the English edition of the *Bulletin de la Coopération intellectuelle*, entitled *Monthly Information Bulletin of Intellectual Co-operation*.

<sup>1</sup> See page 2.



(b) *Volumes and Monographs.*

Five works have been published and put on sale : " The Revision of School Textbooks ", " Holiday Courses in Europe 1932 " (French, English and German), " Supplement to the International Code of Abbreviations of the Titles of Periodicals ", second volume of " Popular Art ", " Index Bibliographicus ".

Several other volumes are in preparation or in the press : second French edition of " University Exchanges in Europe ", " Guide to National Services of Information, Loans and International Interchanges ", " International List of Scientific Research Laboratories ", " The Protection and Preservation of Artistic and Historical Monuments ", new volumes of the Ibero-American collection, first volume of " Conversations " devoted to Goethe, first volume of " Correspondance ", " Acts of the Milan Conference on the Relationship between the State and Economic Life ", etc.

## 11. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

At its session held in January 1932, the Council of the League of Nations considered the report submitted by the Governing Body of the International Educational Cinematographic Institute on the work of that organisation from October 1930 to October 1931. It noted the resignation of Dr. Paranjpye, member of the Governing Body, who had been obliged to return to his own country.

(a) *Work of the Institute during the Past Year.*

In a resolution dated January 26th, 1932, the Council noted the results obtained during the last year. The Institute has since further developed its co-operation with other League bodies and bodies interested in the problem of educational films. In particular, an agreement has been reached with the International Chamber of Educational Films at Basle and with the " International Commission for Teaching and Social Education by means of the Cinema and Broadcasting (Paris). The Film and Broadcasting Committee of the International Council of Women held an important conference at the headquarters of the Institute, which lent its technical assistance.

In agreement with the League Secretariat, the Institute has proceeded with the work of preparing the International Convention for the Abolition of Customs Duties on Educational Films. As a result of the replies received to the Secretary-General's circular letter from the Governments of forty-six countries, it has been decided to convene on May 30th, 1932, a small committee of experts to consider possible amendments to the draft. The Institute has also lent effective aid in studying the most appropriate methods of producing educational films concerning the League of Nations (see Chapter 8). In this connection, the Institute has been in close touch with producers and scenario-writers.

The cinema is bound to bring about a considerable change in teaching methods. The Institute is keeping a careful eye on all experiments in this field. It is also interested in educational cinematography from a social point of view, as regards the utilisation of workers' spare time and in connection with public health, agriculture, and accident prevention. There are thus opening out before the Institute new vistas of useful work in the collection of material and in the encouragement or initiation of original effort. The Institute has made a comparative study of laws concerning the cinema in various countries, particularly as regards the censorship of films and health regulations for cinema-theatres. It has continued to co-operate with organisations such as the Advisory Commission for the Protection and Welfare of Children and Young People, the Health Section of the League of Nations, the International Labour Office, the International Institute of Intellectual Co-operation and its Museums Office, the International Institute of Agriculture, and the League of Red Cross Societies.

(b) *Decisions of the Governing Body.*

In January 1932, the Council of the League of Nations approved the Institute's Staff Regulations, prepared by the Governing Body. After taking cognisance of the results of the work accomplished, the Governing Body of the Institute adopted the programme of work for the present year.

It requested the Director of the Institute to continue to co-operate with the competent organs of the League as regards the production of educational films concerning the League. It pointed out that the work should be as practical as possible, so that these films might be favourably received in educational circles and would also meet the requirements of producers.

The Governing Body approved the proposal of the Director and of the Executive Committee to undertake negotiations with a view to constituting international and national cinematograph archives. The Director may, if necessary, obtain the assistance of the International Committee on Economic Science and of the Committee of Expert Archivists.

As regards copyright in scenarios, the Governing Body has asked the Director to co-operate with the International Institute of Intellectual Co-operation with a view to co-ordinating the enquiries on this subject with the more general studies regarding copyright. It has authorised the publication of international catalogues of films of an educational character.

At the request of the Permanent Committee on Arts and Letters, the Institute has been instructed to proceed with its negotiations with a view to ensuring that every cinematograph performance shall include one educational film.

The Governing Body has authorised the Director to convene representatives of film-producers and international organisations of users. It has instructed him to prepare a report on the production of films on folk-lore and popular arts.

In order to ensure that the *International Review of Educational Cinematography*, published each month by the Institute in five languages, shall secure the most helpful advice and the best contributors, the Governing Body proposed to set up a technical committee for the *Review*. The number of subscribers to the *Review* increased by 400 during 1931.

(c) *Budget.*

Income and expenditure for 1931 amounted to 1,206,000 lire. Income includes, besides the statutory grant of 600,000 lire from the Italian Government and its additional grant of 400,000 lire, the grants of 30,000 lire from the Polish Government, 25,000 lire from the Hungarian Government, and 15,000 lire from the Roumanian Government. An estimated surplus of 30,000 lire on the *Review's* budget has been included as income in the general budget.

The draft budget for 1932 makes provision for 1,186,000 lire income and expenditure. The estimated income for the present year is the same as in the 1931 budget.

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Following the resignation of the Marquis Guad-el-Jelù, who represented the Child Welfare Committee on the Governing Body, the Council, on May 18th, 1932, appointed, in his place, Madame de Martinez Sierra, another member of the Child Welfare Committee.

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20.

INTERNATIONAL BUREAUX.

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I. RELATIONS WITH INTERNATIONAL BUREAUX.

There has been no change since the last Assembly in the number of international bureaux placed under the direction of the League in conformity with Article 24 of the Covenant.

1. INTERNATIONAL HYDROGRAPHICAL BUREAU.

The Bureau continues to send the Secretariat any publications, reports and circular letters addressed to its members. As in the past, the Treasurer of the League delegated one of his officials to audit the Bureau's accounts.

The third ordinary International Hydrographical Conference was held at Monaco from April 12th to 23rd, 1932. The Secretariat was represented during part of the Conference's proceedings.

2. INTERNATIONAL COMMISSION FOR AIR NAVIGATION.

The Commission has sent all its publications to the Secretariat. It was represented at the fourth general Conference on Communications and Transit (October 1931), and at the second session of the Air Transport Co-operation Committee (May 1932).

Among the questions which appear on the agenda of the twentieth session, summoned in Paris, on May 25th, 1932, and which directly concern the League of Nations, the two following ones should be mentioned: identification of aircraft effecting transports on behalf of the League of Nations, and the study of facilities to be afforded to aircraft undertaking transport of importance to the working of the League of Nations in times of emergency.

3. CENTRAL INTERNATIONAL OFFICE FOR THE CONTROL OF THE LIQUOR TRAFFIC IN AFRICA.

The Office has continued to send the Secretariat any information forwarded to it by the parties to the Convention of Saint-Germain on the Liquor Traffic in Africa.

#### 4. INTERNATIONAL COMMITTEE OF RELIEF CONGRESSES.

The Committee has kept regularly in touch with the League.

#### 5. NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

A special chapter of the report is devoted to the work of the Nansen International Office for Refugees.<sup>1</sup>

#### 6. INTERNATIONAL EXHIBITIONS BUREAU.

The purpose of the International Exhibitions Bureau, set up in January 1931, is to ensure the application of the Convention concerning international exhibitions, signed in Paris on November 22nd, 1928.

The second session of the Governing Board was held in October 1931, a representative of the League Secretariat being present. The Governing Board took note of a number of international exhibitions to be held during the next few years and drew up a classification of general exhibitions. It also considered the possibility of framing a convention embodying regulations for fairs and other events not covered by the Convention.

## II. RELATIONS WITH INTERNATIONAL ORGANISATIONS.

### 1. GENERAL OBSERVATIONS.

The International Bureaux Section has continued to collect documentary material concerning the constitution and activities of public and private international organisations, on the lines of the documentation which it had previously got together. This material has been found useful in replying to the many requests for information received by the Section.

### 2. PUBLICATIONS.

#### (a) "Quarterly Bulletin of Information on the Work of International Organisations."

International associations have found the *Bulletin* very useful. It has thus achieved the purpose for which it was founded.

Owing to the increase in the number of international meetings and to the growing interest taken by organisations in the material published in the *Bulletin*, the Secretariat is receiving more and more information for inclusion in it. It now constitutes one of the fullest sources of information on the periodical activities of international associations. It was found necessary, for reasons of economy, to reduce the issue of the *Bulletin* for 1932 to two numbers and therefore to condense the information included.

#### (b) "Handbook of International Organisations."

The *Handbook* appeared in 1929 in English and a supplement, also in English, was published in 1931 relating to the associations — eighty-one in number — not included in the earlier issues.

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## 21.

### PRESENT SITUATION WITH REGARD TO INTERNATIONAL ENGAGEMENTS REGISTERED WITH THE SECRETARIAT OF THE LEAGUE OF NATIONS.

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#### REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL ENGAGEMENTS.

(ARTICLE 18 OF THE COVENANT.)

As in previous years, the registration of treaties by the Secretariat has been carried out according to the method laid down by the Memorandum approved by the Council of the

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<sup>1</sup> See page 96.

League of Nations on May 19th, 1920. Between May 19th, 1920, and May 19th, 1932, 2,969 treaties and international engagements have been submitted for registration.

During the period between May 19th, 1931, and May 19th, 1932, 264 treaties have been submitted for registration by Members of the League and 7 communicated by other States.

The treaties registered have, as in previous years, dealt with various subjects, as may be seen by consulting the following list, which gives a general picture of the character of the agreements registered during the period in question. Some of the treaties mentioned in the list may be classified under several heads.

ARBITRATION, CONCILIATION AND PACIFIC SETTLEMENT.

Registration No.		Registration No.	
2715	Germany and Luxemburg.	2841	Greece and Turkey.
2717	Denmark and Iceland.	2856	United States of America and Sweden.
2732	Greece and Hungary.	2869	France and Portugal.
2737	Austria and Norway.	2898	Italy and Latvia.
2755	Austria and Greece.	2900	Iceland and Norway.
2809	Belgium and France.	2907	Iceland and Sweden.
2814	Austria and Hungary.	2944	Belgium and Roumania.
2824	Austria and Great Britain and Northern Ireland.	2952	The Netherlands and Yugoslavia.
2834	Belgium and Luxemburg.		

COMMERCE, NAVIGATION AND CUSTOMS.

Registration No.		Registration No.	
2706	Egypt and Roumania.	2867	France and Greece.
2707	Spain and Roumania.	2872	Finland and France.
2708	Roumania and Switzerland.	2874	Argentine Republic and Finland.
2709	Austria and Roumania.	2885	Sweden and Lithuania.
2710	Bulgaria and Roumania.	2886	Brazil and Finland.
2711	Latvia and Roumania.	2887	Economic Union of Belgium and Luxemburg and Chile.
2712	Albania and Roumania.	2894	Austria and Japan.
2716	Italy and Norway.	2895	Japan and Lithuania.
2723	Finland and Roumania.	2896	Brazil and Norway.
2731	Greece and Iceland.	2897	United States of America and Norway.
2735	Egypt and Poland.	2901	Iceland and Roumania.
2740	Sweden and Turkey.	2908	Chile and the Netherlands.
2742	Roumania and Czechoslovakia.	2913	United States of America and Denmark.
2744	Denmark and Turkey.	2914	United States of America and Iceland.
2747	Germany and Haiti.	2917	Belgium and the Netherlands.
2756	Belgium and Estonia.	2933	Economic Union of Belgium and Luxemburg and Brazil.
2757	Belgium and Luxemburg.	2934	Brazil and Denmark.
2759	Iceland and Lithuania.	2938	Austria and Czechoslovakia.
2762	Norway and Roumania.	2941	Japan and Portugal.
2768	Poland and Sweden.	2942	Brazil and Iceland.
2770	Cuba and Spain.	2945	Great Britain and Northern Ireland and Salvador.
2774	Poland and China.	2947	Great Britain and Northern Ireland and Chile.
2775	Poland and Greece.	2951	The Netherlands and Yugoslavia.
2788	Greece and Persia.	2953	Union of South Africa and Southern Rhodesia.
2798	Greece and Hungary.	2954	Union of South Africa and Swaziland.
2800	Austria and Hungary.	2955	Union of South Africa and Northern Rhodesia.
2815	France and Turkey.	2957	Germany and United States of America.
2820	Albania and Japan.	2958	Lithuania and Portugal.
2822	Great Britain and Northern Ireland and Roumania.	2961	British Commonwealth.
2830	Chile and Egypt.	2964	Switzerland and Turkey.
2831	Chile and France.		
2835	Estonia and Finland.		
2840	General Convention.		
2845	Brazil and Sweden.		
2850	Colombia and Denmark.		
2854	Brazil and the Netherlands.		
2861	Czechoslovakia and Yugoslavia.		
2864	Siam and Switzerland.		
2865	Belgium and the Netherlands.		
2866	Greece and Turkey.		

CONSULAR CONVENTIONS AND CONVENTIONS RESPECTING CONDITIONS OF RESIDENCE.

Registration No.		Registration No.	
2754	Poland and Roumania.	2871	Poland and Kingdom of the Serbs, Croats and Slovenes.
2784	Persia and Czechoslovakia.	2962	Italy and Turkey.
2797	France and Luxemburg.	2967	Sweden and Turkey.
2803	Belgium and Poland.	2968	Switzerland and Turkey.
2868	Union of South Africa and Japan.		

MARITIME LAW.

Registration No.		Registration No.	
2763	General Convention.	2765	General Convention.
2764	General Convention.		

PRIVATE INTERNATIONAL LAW.

Registration No.		Registration No.	
2808	Belgium and France.	2877	Denmark, Finland, Iceland, Norway and Sweden.

ECONOMIC AND FINANCIAL CONVENTIONS AND CONVENTIONS REGARDING TAXES.

Registration No.		Registration No.	
2714	Finland and Sweden.	2819	Italy and Kingdom of the Serbs, Croats and Slovenes.
2727	Great Britain and Northern Ireland and Iraq.	2838	Germany and Poland.
2745	Germany and United States of America.	2842	Irish Free State and Sweden.
2749	Great Britain and Northern Ireland and Mexico.	2870	Denmark, Finland, Iceland, Norway and Sweden.
2760	Austria, Hungary, Poland, etc.	2876	France and Poland.
2761	Hungary and Yugoslavia.	2878	Great Britain and Northern Ireland and Poland.
2766	Great Britain and Northern Ireland and Sweden.	2880	Austria and Czechoslovakia.
2769	Estonia and Latvia.	2893	Economic Union of Belgium and Luxemburg, Denmark, Norway, the Netherlands and Sweden.
2776	United States of America and Spain.	2899	Greece and Sweden.
2777	United States of America and Spain.	2902	Japan and Norway.
2779	Denmark and Norway.	2904	Italy and Poland.
2785	General Convention.	2910	Great Britain and Northern Ireland, France, Italy, Roumania, Switzerland, Czechoslovakia and Yugoslavia.
2802	Hungary and Poland.	2936	France and Latvia.
2804	Hungary and Poland.	2937	Estonia and France.
2805	Estonia and Latvia.		
2817	Greece and Norway.		
2818	General Convention.		

DELIMITATION OF FRONTIERS AND FRONTIER TRAFFIC.

Registration No.		Registration No.	
2719	Latvia and Lithuania.	2906	Denmark and Sweden.
2721	Latvia and Lithuania.	2946	Great Britain and Northern Ireland and Guatemala.
2743	Belgium and France.	2960	Union of South Africa and Portugal.
2752	Poland and Roumania.		
2795	Germany and Belgium.		

TONNAGE MEASUREMENT.

Registration No.		Registration No.	
2741	Estonia and Iceland.	2848	Iceland and Poland and Free City of Danzig.
2847	Denmark and Poland and Free City of Danzig.	2873	Estonia and Finland.

JUDICIAL AND EXTRADITION CONVENTIONS.

Registration No.		Registration No.	
2724	Italy and Kingdom of the Serbs, Croats and Slovenes.	2825	France and Luxemburg.
2725	Italy and Kingdom of the Serbs, Croats and Slovenes.	2827	Portugal and Czechoslovakia.
2726	Italy and Kingdom of the Serbs, Croats and Slovenes.	2828	Portugal and Czechoslovakia.
2748	Germany and United States of America.	2829	Portugal and Czechoslovakia.
2753	Germany and Denmark.	2860	Germany and Lithuania.
2781	Great Britain and Northern Ire- land, Australia, etc., and Mo- naco,	2879	Austria and Italy.
2791	Spain and Czechoslovakia.	2883	Great Britain and Northern Ire- land, Australia, New Zealand, Union of South Africa and Cuba.
2792	Spain and Czechoslovakia.	2889	Lithuania and Czechoslovakia.
2793	Spain and Czechoslovakia.	2890	Lithuania and Czechoslovakia.
2794	Spain and Czechoslovakia.	2892	Germany and Denmark.
2796	Bulgaria and Turkey.	2911	Denmark and Czechoslovakia.
2807	Great Britain and Northern Ire- land and Iraq.	2918	Austria and Great Britain and Northern Ireland.
2813	Greece and Poland.	2920	Denmark and Luxemburg.
2823	Great Britain and Northern Ire- land and Norway.	2943	Italy and Venezuela.
		2959	Austria and Belgium.
		2969	The Netherlands and Czecho- slovakia.

AIR NAVIGATION.

Registration No.		Registration No.	
2738	Belgium and France.	2916	Germany and Belgium.
2751	Great Britain and Northern Ire- land, Canada, Australia, etc., and Italy.	2956	Union of the South Africa and United States of America.
2875	Italy and the Netherlands.	2963	American Republics.
2905	Bulgaria and Poland.	2965	Great Britain and Northern Ireland and Greece.
		2966	Greece and Poland.

HUNTING AND FISHERIES.

Registration No.		Registration No.	
2722	Latvia and Lithuania.	2782	United States of America and Canada.
2758	Poland and Czechoslovakia.	2888	Denmark and Sweden.
2773	Poland and Germany.		

TREATIES OF PEACE AND FRIENDSHIP, SOVEREIGNTY, ALLIANCE, ETC.

Registration No.		Registration No.	
2783	Persia and Czechoslovakia.	2858	Lithuania and Turkey.
2789	Afghanistan and Japan.	2859	Lithuania and Union of Soviet Socialist Republics.
2811	China and Greece.		

POSTAL, TELEPHONIC, TELEGRAPHIC AND RADIO-TELEGRAPHIC CONVENTIONS.

Registration No.		Registration No.	
2750	India and France.	2884	Great Britain and Northern Ire- land and Yugoslavia.
2767	Denmark, Finland, Iceland, Nor- way and Sweden.	2919	Great Britain and Northern Ire- land and France.
2832	Germany and Cuba.	2931	Brazil and Peru.
2833	Cuba and Mexico.	2939	Great Britain and Northern Ire- land and the Netherlands.
2851	United States of America and the Netherlands.	2940	Great Britain and Northern Ire- land and the Netherlands.
2852	United States of America and the Netherlands.		
2853	Great Britain and Northern Ire- land and the Netherlands.		

SOCIAL QUESTIONS, LABOUR, REFUGEES.

Registration No.		Registration No.	
2746	Germany and Austria.	2948	Austria and Kingdom of the Serbs, Croats and Slovenes.
2843	France and the Netherlands.	2949	Austria and Kingdom of the Serbs, Croats and Slovenes.
2844	Great Britain and Northern Ireland and the Netherlands.	2950	Austria and Kingdom of the Serbs, Croats and Slovenes.
2882	Belgium and France.		
2935	Denmark and Norway.		

SANITARY CONVENTIONS.

Registration No.		Registration No.	
2730	Bulgaria and Hungary.	2846	France and Czechoslovakia.
2733	General Convention.	2891	General Convention.
2780	Italy and Poland.	2909	Belgium and France.
2826	Denmark and Finland.	2932	General Convention.

TRANSIT.

Registration No.		Registration No.	
2739	Germany, Belgium, Great Britain and Northern Ireland, etc.	2855	Poland, Roumania and Czechoslovakia.
2772	Poland, on behalf of the Free City of Danzig, and Finland.	2862	Poland, on behalf of the Free City of Danzig, and Denmark.
2778	Germany and the Netherlands.	2921	Hungary and the Netherlands.
2787	Poland and Roumania.	2922	Austria and the Netherlands.
2790	Poland and Roumania.	2923	Italy and the Netherlands.
2799	Austria and Hungary.	2924	Norway and the Netherlands.
2801	Austria and Brazil.	2925	The Netherlands and Sweden.
2806	Norway and Sweden.	2926	Denmark and the Netherlands.
2812	Poland and Roumania.	2927	The Netherlands and Yugoslavia.
2836	Poland and Roumania.	2928	The Netherlands and Czechoslovakia.
2837	Poland and Roumania.	2929	The Netherlands and Roumania.
2839	Spain and Hungary.		
2849	General Convention.		

WATERWAYS AND INLAND NAVIGATION.

Registration No.		Registration No.	
2729	Germany, Belgium, Great Britain, France, Italy, the Netherlands and Switzerland.	2771	Norway and Sweden.

GENERAL RELATIONS.

Registration No.	
2728	United States of America and Austria.

INTELLECTUAL AND ARTISTIC RELATIONS.

Registration No.		Registration No.	
2718	Latvia and Lithuania.	2816	General Convention.
2720	Latvia and Lithuania.	2863	Italy and Czechoslovakia.

POLITICAL TREATIES.

Registration No.		Registration No.	
2736	China and Norway.	2915	United States of America and Cuba.
2810	Belgium and China.		

SCIENTIFIC CONVENTIONS.

Registration No.		Registration No.	
2713	Germany and Italy.	2903	General Convention.

PRISONERS OF WAR.

Registration No.	
2734	General Convention.

PROPERTY, RIGHTS AND INTERESTS.

Registration No.		Registration No.	
2786	Great Britain and Northern Ireland, New Zealand, India and Hungary.	2821	Germany and Union of South Africa.

ADMINISTRATIVE QUESTIONS.

Registration No.		Registration No.	
2857	United States of America and Haiti.	2930	Argentine Republic, Bolivia, Brazil, Chile, Paraguay, Peru and Uruguay.
2881	Italy and Czechoslovakia.		
2912	Union of South Africa and Belgium.		

The following table gives the number of treaties registered by the Secretariat at the request of the various States during the period from May 19th, 1931, to May 19th, 1932 :

Union of South Africa . . . . .	9	Latvia . . . . .	7
Germany . . . . .	7	Lithuania . . . . .	8
Austria . . . . .	7	Luxemburg . . . . .	2
Belgium . . . . .	19	Nicaragua . . . . .	1
Great Britain . . . . .	17	Norway . . . . .	14
Bulgaria . . . . .	1	The Netherlands . . . . .	27
Canada . . . . .	1	Peru . . . . .	2
Chile . . . . .	2	Persia . . . . .	3
China . . . . .	2	Poland . . . . .	26
Cuba . . . . .	5	Portugal . . . . .	2
Denmark . . . . .	25	Roumania . . . . .	14
Spain . . . . .	2	Siam . . . . .	1
Estonia . . . . .	6	Sweden . . . . .	17
Finland . . . . .	5	Switzerland . . . . .	4
France . . . . .	6	Czechoslovakia . . . . .	21
Greece . . . . .	7	Yugoslavia . . . . .	18
Haiti . . . . .	1	International engagements deposited with the Secretariat, registered in consequence of their entry into force . . . . .	2
Hungary . . . . .	12		
Italy . . . . .	17		
Japan . . . . .	5		

Twenty-four treaties were communicated by the United States of America in accordance with the arrangement described on page 125 of the Report to the Assembly of 1926, among which 17 were also presented for registration, in accordance with Article 18 of the Covenant, by the other contracting parties Members of the League of Nations.

The Secretariat has also registered many accessions, ratifications, denunciations, etc., to Conventions previously registered at the request of Members of the League of Nations.

It has also registered further information relating to general Conventions which it had already published.

International engagements are published in the *Treaty Series* in their original languages, with translations into French and English.

Up to the present, 115 volumes of about 450 pages each, containing 2,698 treaties, have been published by the Secretariat. Other volumes will appear in the near future.



22.

WORK OF THE SECRETARIAT LIBRARY.

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I. CONFERENCE FOR THE LIMITATION AND REDUCTION OF ARMAMENTS.

In order to place at the Conference's disposal the best possible documentary material regarding the armed forces of the world and the various aspects of the disarmament problem, further additions were made to the collection of books, periodicals and Government documents possessed by the Library on this subject. Furthermore, in accordance with the Council's decision of May 22nd, 1931, the Library compiled the *Annotated Bibliography on Disarmament and Military Questions*, which mentions the principal publications in this sphere and gives brief notes on their contents.

At the beginning of the Conference, the Library set up a special service for the purpose of guiding readers in the use of its material and of supplying all information and undertaking any studies which might be desired. Delegates, journalists and a number of other persons following the work of the Conference have availed themselves of the services of this research centre.

In addition, the Library organised in the Committee Building an exhibition of the petitions in favour of disarmament. These documents will later be kept in the museum of the new Library, the construction of which is already far advanced.

II. MATERIAL REGARDING THE FAR EAST.

Owing to the Sino-Japanese dispute, the material possessed by the Library with regard to the Far East has been in great demand and has been supplemented. It now includes a large number of maps, which were placed at the disposal of the Commission of Enquiry set up by the Council in December 1931 to study the question on the spot. As in all cases in which the Library cannot allow its material to be taken away, its photostatic service has been used to supply reproductions of documents.

III. GEOGRAPHICAL DEPARTMENT.

To meet a need which has for a long time been felt, a special geographical service has been created. For this purpose maps, atlases, geographical and relevant bibliographical material have been collected in a special room kept by a librarian specialising in these questions.

IV. COLLECTIONS.

The large number of books on the League which have appeared since 1928, when the volume *Books on the Work of the League of Nations Catalogued in the Library of the Secretariat* was published, justified the preparation of a supplement comprising all the works received up to October 1931.

Thanks to the special Rockefeller Donation budget, the Library has been able to acquire several important collections : the records of the meetings of the Duma (from 1906 to 1917) ; the international law library of M. O. Nippold, President of the Supreme Court of the Saar, which contains a valuable collection of periodicals and pamphlets that are partly out of print ; the complete correspondence of the two well-known pacifists, Bertha von Suttner and A. Fried ; the library of the International Centre of Studies on Fascism, which is dealt with in a special number (No. 12, 1931) of the *Monthly List of Books Catalogued in the Library of the League of Nations*.

Though its main purpose is to serve the different organisations of the League and the Secretariat, the Library has also been widely used by professors, students and other research workers from outside.

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[Distributed to the Members  
of the League, the Assembly  
and the Council.]

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Geneva, July 7th, 1932.

LEAGUE OF NATIONS

**Report on the Work  
of the League since the Twelfth Session of the Assembly.**

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**ERRATA.**

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*Page xxi — the last paragraph should read :*

“ Since the Greek Government had since that date, without prior agreement with the bondholders, suspended the transfer of all sums required for its foreign loans, the representative of the United Kingdom, supported by the French representative, submitted a protest to the Council on May 21st, and the Council urged upon the Greek Government the necessity for making every effort to comply with its obligations.”

*Page 68 — lines 4 to 13 should read :*

“ Since, since that date, the Greek Government, without prior agreement with the bondholders, had suspended the transfer of all sums required for its foreign loans, in spite of the protests of the Governments represented on the International Financial Commission, the representative of the United Kingdom, supported by the French representative, made a protest before the Council, and the Council, at its meeting on May 21st, urged upon the Greek Government the necessity for making every effort to comply with its obligations and emphasised that ‘ failure to have due regard to their international financial obligations on the part of those countries which had benefited from loans issued under the auspices of the League must have the gravest consequences, not only on the credit of such countries, but also on the ability of the League to render collective assistance in the future ’.”

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1932. 3. Erratum.

Geneva, August 25th, 1932.

LEAGUE OF NATIONS

COLLABORATION OF WOMEN IN THE ORGANISATION  
OF PEACE

REPORT BY THE SECRETARY-GENERAL

RESOLUTION OF THE ASSEMBLY

5

I. INTRODUCTION.

On September 11th, 1931, the Spanish delegation submitted to the Assembly a draft resolution concerning the co-operation of women in the organisation of peace, requesting the Council to "consider the possibility of studying means of associating feminine action and feminine feeling with the work of the League of Nations by effective and direct collaboration".

The discussion in the Third Committee, to which the draft resolution was referred, seemed to be directed pre-eminently to the fuller co-operation of women in propagandist work on behalf of the League and of peace and international understanding in general. The form of co-operation contemplated was unofficial, as the Third Committee considered it unnecessary to deal (a) with the question of the appointment of women to positions under the League, seeing that under Article 7 of the Covenant all positions are open to them equally with men; (b) with the composition of the delegations to the League Assembly and its committees, a matter which is under the control of the various Governments. After full discussion, the following report was submitted:

"The Third Committee unanimously acknowledges the results already obtained from the co-operation of women in the work of peace, whether in their individual capacities or by national and international women's organisations. During the discussions in the Third Committee, due account was taken of the interest displayed by women in the work of the League, and it seems advisable to see whether schemes for closer co-operation cannot be examined, especially at a time when the Geneva organisation is undertaking what may be decisive work in the sphere of peace and understanding between nations.

"In view of the importance of the educative and moral rôle played by women, and of their influence in the formation of public opinion, this co-operation may be of great value and produce important results."

And the following resolution was adopted:

"The Assembly,

"Convinced of the great value of the contribution of women to the work of peace and the good understanding between the nations, which is the principle aim of the League of Nations:

"Requests the Council to examine the possibility of women co-operating more fully in the work of the League."

The Council, on September 29th, 1931, taking note of the Assembly's resolution, approved the following statement, presented by the delegate of Spain (Rapporteur):

"I am sure that the members of the Council are aware that the big organisations of women have for years been working to spread a knowledge of the activities of the League.

"The women of every country have given their support to the efforts to introduce instruction of the activities and organisation of the League of Nations into the schools. They have done their best to promote mutual understanding between peoples; they are already taking an active part in the League's work in several of its committees, and a number of countries have sent them as delegates to the Assembly.

"I think, however, that the members of the Council will agree with me that the Assembly wishes to extend this collaboration still further, and that it is desirable in such an important matter to leave sufficient time to allow of a careful examination of the various possibilities which may arise.

"The first step seems to me to be to obtain, from various organisations of women, suggestions as to how effect can best be given to the Assembly's desire, and I therefore propose that the Secretary-General should be authorised to consult these organisations and prepare a report on the subject for the next Assembly."

As a result of subsequent discussion, the Council decided that study of the question of women's co-operation should be divided into two parts—co-operation with the Disarmament Conference, and general collaboration in the work of the League. The results of the first consultation were to be communicated to the Council before the Disarmament Conference met—*i.e.*, at its January session—while the report on the general collaboration was to be submitted to the Assembly in September 1932.

According to these instructions a letter, giving the text of the resolutions of the Council and Assembly, was sent to various important international and national women's organisations.<sup>1</sup> The answers received with regard to the collaboration of women with the Disarmament Conference were communicated to the Bureau of the Conference.<sup>2</sup> The answers received with regard to the collaboration of women in the general work of the League are reproduced as an annex to the present report.

## II. SUMMARY OF PROPOSALS MADE BY THE WOMEN'S ORGANISATIONS.

The memoranda, practically all of which express appreciation of the interest shown by the Assembly and Council in the co-operation of women in the work of the League, evince the great care with which the Assembly's invitation has been considered by the organisations concerned. It is clear, however, as the following summary will show, that the women's organisations in general are not prepared to consider the question of co-operation on the basis, much too narrow in their opinion, laid down by the Assembly.

### A. PRINCIPLE OF EQUAL RIGHTS.

Certain of the memoranda give a prominent place to the preliminary question of the equal status of the sexes, the attainment of which they consider to be a prerequisite to effective collaboration of women with the League. Definite proposals coming under this head are that the League should make a survey of the status of women in various countries from the point of view of the disabilities—whether legal, semi-legal or customary, political or economic—which women may suffer; and that the Members of the League should be invited to subscribe to an "equal rights treaty".

### B. OFFICIAL CO-OPERATION.

Though the Assembly appears to have had in mind chiefly the possibilities of improving unofficial co-operation, the memoranda insist above all on the need for greater official co-operation, on the ground that the influence of women can be most effectively exercised if the Governments and the competent organs of the League give them more opportunities to participate more directly in its deliberations. They reject that kind of co-operation "which would leave women in the subordinate position to be made use of for carrying out policies decided by others". In particular, the memoranda demand an increase in the number:

1. Of women included in the delegations to the Assembly, to Conferences, and to Governmental Committees, whether permanent or temporary, of the League;

2. Of women members of the League Expert Committees or of women assessors to such Committees;

3. Of women employed in the higher grades of the Secretariat.

<sup>1</sup> Document C.L.297.1931.IV.

<sup>2</sup> Document Conf.D.75.

### C. OTHER PROPOSALS.

These include :

1. The preparation of a survey of national and international organisations doing spade work for the League, whether women's organisations or not, from the point of view of their capacity and serviceableness;
2. The nomination by the women's organisations of panels of competent women available for various kinds of international service;
3. The appointment of expert committees at the disposal of the League when engaged in particular enquiries. (It is proposed that the official organs of the League should, as occasion might require, turn to these bodies for advice on particular subjects or in order to associate them in investigations being conducted by the League, and that the memoranda submitted in consequence of this consultation should be communicated to the Members of the League);
4. National Government Departments should consult the principal women's organisations of their country in formulating the national policy on various League matters;
5. The extension of the League's recognition and approval to organisations engaged in work having the same general direction and object as that of the League;
6. The chief international women's organisations should be informed as far as possible beforehand of the agenda of League meetings, so that these organisations may have the opportunity of themselves discussing these questions with a view to formulating their policy thereon;
7. Various proposals are made by Japanese women's organisations, including the convocation of an international peace conference of women, the abolition of racial discrimination and of military education.

The memoranda also ask for a more liberal supply of League documents to women's organisations, and for improved access to League meetings for representatives of women's organisations, following the precedent of the Disarmament Conference.

Certain of the memoranda discuss the question of the establishment of an advisory committee to the League of Nations to deal with subjects particularly concerning women, but reject the idea as unlikely to further the collaboration desired.

### III. OBSERVATIONS BY THE SECRETARY-GENERAL.

A. The Secretary-General doubts whether the present item on the Assembly's agenda can properly be held to cover the question of "equal rights". He therefore refrains from reporting on the proposals relative to this subject contained in the memoranda.

B. The Assembly will doubtless decide whether it wishes to maintain the attitude which it adopted last year, whereby it excluded from its purview questions affecting the official participation of women in the work of the League.

If the Assembly maintains that attitude, nothing remains to be said under this heading.

If not, the following remarks may be to the point :

In theory, the question is settled already by the provision of Article 7 of the Covenant, which states :

"All positions under or in connection with the League, including the Secretariat, shall be open to men and women."

But in view of the general sentiment shown in the replies from the women's organisations, the Assembly may think it desirable, by the circulation of this document, to call the attention :

(a) Of the *Governments* to the demands made in the case of II B1, as the Governments alone are responsible for the appointment of delegates to the Assembly, Council, diplomatic conferences and governmental committees;

(b) Of the *Council* to those of II B2, as the appointment of members of non-governmental League committees, of assessors and other experts are normally made by the Council. (The proposal that the Council should reserve to itself the right, whenever League conferences are summoned, to nominate women candidates to attend in an advisory capacity might here be taken into account);

(c) Of the *Secretary-General* in the case of II B3.

The Secretary-General would observe that, from present indications, there will be for some time few, if any, vacancies in the Secretariat for either men or women. Should any occur, he

will, as he considers he has done in the past, bear in mind the provisions of Article 7. He notes the proposal of the Hungarian Council of Women regarding temporary appointments and will do his best to give effect to it within the limits of such budgetary provision as the Assembly may make for such appointments.

C. Many useful suggestions are offered under this head, though some concern questions of policy which perhaps go beyond the subject now under discussion, and some the relations of women's organisations *inter se* rather than with the League. It is for the Assembly to decide to what extent these suggestions could properly be translated into operative decisions. So far as they relate to matters wholly or largely within the Secretary-General's competence (supply of documents, notification of programmes of meetings, accommodation at meetings), the Secretary-General will for his part give effect to them so far as he can, on the understanding that each case must be treated on its merits and that a privileged position cannot be given to women's organisations as such. As is pointed out by some of the memoranda, the question of unofficial collaboration of women with the League is merely a part, though a very important part, of the wider question of the contacts of the League with public opinion in general, and the Assembly and Council may feel that this is a subject on which precise rules would be out of place.

However that may be, the discussion at the last session of the Assembly and the consultations which have ensued will, in the view of the Secretary-General, serve as a reminder of the resources which the interest of women in the essential purposes of the League places at the disposal of its executive organs.

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## Annex I.

### MEMORANDA SUBMITTED BY INTERNATIONAL ORGANISATIONS.

#### I. EQUAL RIGHTS INTERNATIONAL.<sup>1</sup>

We welcome wholeheartedly this attempt by the League of Nations, on the invitation of Spain, to increase the collaboration of women in the work of the League of Nations.

We believe that the existing defective collaboration is due to the differences between the status of women and the status of men in all countries.

#### *International Standard.*

The question of the equalisation of the status of men and women should be approached by the League of Nations with a view to setting up an international standard by means analogous to those employed by the League for dealing with any other social problem.

We believe that the essential condition of the eventual full co-operation of women in the work of the League of Nations is the equalisation of the status of men and women in the various countries Members of the League. When this has been achieved, the co-operation of women in the work of the League will be fully available.

#### *Equal Rights Treaty.*

To this end, we recommend that the States Members of the League of Nations adopt the Equal Rights Treaty<sup>2</sup> as given below, thus laying a firm foundation on which the States Members may raise the status of their women to the level of the status of their men and thus equalise their collaboration in the work of the League of Nations.

May 3rd, 1932.

(Signed) Helen A. ARCHDALE,  
Chairman.

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<sup>1</sup> Is represented in over twenty countries and works for an international agreement giving equal rights to women and men.

<sup>2</sup> Text of the Treaty :

" Article I.—The contracting States agree that upon the ratification of this Treaty men and women shall have equal rights throughout the territories subject to their respective jurisdictions.

" Article II.—This Treaty shall take effect for the States which ratify it, provided it is ratified by at least two States, as soon as the ratifications have been deposited at . . . "

## 2. INTERNATIONAL CO-OPERATIVE WOMEN'S GUILD.<sup>1</sup>

The International Co-operative Women's Guild, in complying with the invitation of the Secretary-General, which it much appreciates, to express its views on the possibilities of the closer collaboration of women with the work of the League of Nations, wishes to submit the following considerations and suggestions.

### I. There appear to us to be two distinct aspects of the question which need to be considered :

#### 1. *External Collaboration—i.e.*, collaboration between the League and women's organisations.

This is not only a women's question but applies to all international organisations working in support of the League's objects, or for the specific matters—Health, Protection of Women and Children, etc.—taken up by the League. Measures to increase collaboration of this kind would not therefore give women any privileged position, as the same steps could be taken with all suitable organisations.

This external collaboration might be strengthened :

(a) By giving to such organisations, on the occasion of League meetings in which they are interested, the same rights of attendance, documents and approach to the League as have been accorded to organisations during the Disarmament Conference;

(b) By encouraging them to assist the work of the League's permanent or special committees by means of memoranda, etc., on matters on which they have special knowledge or views.

(c) By associating them in investigation work undertaken by the League, where they have the qualifications and machinery for this.

It would be necessary for the League to establish the *bona fides*, responsibility and status of any organisations called upon to collaborate with the League in these or other ways, and we therefore suggest that, as a necessary preliminary measure, the League should make an enquiry into the activities, size and social and economic importance of all existing international women's organisations, and of any new organisation the collaboration of which might later be considered.

#### 2. *Internal Collaboration—i.e.*, collaboration as members of the League organs—delegations, committees, etc., and the Secretariat itself.

This aspect of collaboration is obviously much the more important.

### II. The insufficient representation of women in the official organs of the League is due, in our view, to :

1. The habitual ignoring of women, often unintentional, resulting from long tradition.

2. The unequal status of women due to :

(a) Legal disabilities;

(b) Customs or semi-legal disabilities, such as preclude women from entering the diplomatic service in most countries, or oblige them to retire from certain posts on marriage.

3. The greater difficulty of finding qualified women than qualified men, which inevitably arises from their unequal status.

This situation can clearly only be remedied by national action within each country, but we feel that the League could materially help :

(i) By making an investigation as to the nature and extent in the various countries of the legal disabilities, and more especially of the customary and semi-legal disabilities, which are detrimental to women's position in relation to the League and calling the attention of the different Governments to the need for remedying these if the full co-operation of women is to be secured. This is the more necessary owing to the present tendency to increase certain of these disabilities for economic reasons.

(ii) By taking steps to bring before national Governments the desirability of a more adequate representation of women in the League organs. We suggest that the League should consider a resolution at the next Assembly pointing out the insufficient number of women hitherto appointed and pledging Governments to give greater consideration to women when choosing their official delegations and representatives.

<sup>1</sup> Has affiliated national organisations in twelve countries and provincial or local organisations in eleven countries.

III. Until real equality of status between men and women is achieved, some bridge must be found between the present and the ideal position such as will enable women to make their contribution to the work of the League without prejudicing their struggle for equality.

We are strongly opposed to the establishment of any special "Women's Committee" within the League to act as a committee of experts to advise the League on questions of interest to women, because in our view :

1. The existence of such a committee would provide Governments with a pretext for not including women in their official delegations and would thus tend to perpetuate the unequal position of women.

2. There would be a tendency to refer only so-called "women's questions" to the committee which would thus do nothing to facilitate, and might even hamper, the exercise of women's influence on the wider policies of the League.

3. In any such committee constituted as a general "Advisory Committee" and not for the purpose of reporting on a specific question, those members of the committee best qualified to give advice on any particular issue would almost necessarily find themselves in a minority, and the existence of the committee would make it more difficult for them or their organisations to get full consideration for their views in other ways.

We would therefore suggest that, instead of a committee with the character of an expert advisory body, the League should set up a committee composed of representatives of the large women's organisations, the function of which would be merely to arrange the necessary machinery for collaboration between women and the League, and to supervise this collaboration. The duties of the Committee would have to be strictly defined by rule to prevent its exceeding its proper function. But its task would be to find the most effective means for the collaboration of women with the work of the League on any appropriate occasion, and to take all necessary measures to ensure that this collaboration was as frequent and as close as possible. In this way, it would be possible for women to influence decisions as to the choice and number of women to be appointed to serve as experts on committees, and also as to the committees on which the presence of women was most necessary.

(Signed) Emmy FREUNDLICH,  
*President.*

(Signed) A. Honora ENFIELD,  
*Secretary.*

### 3. INTERNATIONAL FEDERATION OF BUSINESS AND PROFESSIONAL WOMEN.

The International Federation of Business and Professional Women, having received and duly considered the Memorandum of the Secretary-General, dated November 22nd, 1931, in reply desires :

*First*, to express its sincere appreciation of the desire for the closer collaboration of women in the work of the League, as demonstrated by the discussions in the Assembly on the resolution on this subject which was introduced by the Spanish delegation and adopted by the twelfth Assembly on September 24th, 1931;

*Secondly*, to support and be associated with the "Memorandum on the Fuller Co-operation of Women in the Work of the League of Nations" which has been sent in to the Secretary-General by the Liaison Committee of the women's international organisations.

*Thirdly*, to observe, in addition, that it considers a wider use might be made by its members of the advantages offered by the technical machinery already established by the League, which is actively engaged in valuable exploration and research on many problems of major interest to the business and professional women of all nations.

#### *Historical Outline.*

The International Federation of Business and Professional Women is an organisation consisting of national federations, national groups and individual associate members in seventeen countries with a membership of some 80,000 women. Its objects are to promote friendly relations between the business and professional women of all countries; to co-operate in regard to their common interests; and to work for high standards of service to their communities and to all nations.



Its activities include : scientific investigations into the factors responsible for the handicapping of women in business and professions; appropriate provision for contact between business and professional women in all federated countries, including an organised interchange of lecturers, artists and musicians; the arrangement of international and national commercial and art exhibitions; an educational programme which seeks to ensure adequate education for the prospective business woman; the assistance of members desirous of studying comparative methods of technique in business and the professions in various countries; the encouragement of authors, combined with an effort to increase the output and distribution of appropriate literary works; and the collection of publications of special interest to all business and professional women.

The machinery established to deal with these problems includes six international standing committees, one of which is for Music and Fine Arts; another for Commercial Exchange; and one for Hospitality.

• • •

This memorandum is signed by the President, Lena Madesin Phillips, and the Executive Secretary, Dorothy A. Heneker. It further gives the text of resolutions voted in support of the United States adherence to the Permanent Court of International Justice and in support of the Disarmament Conference, and adds, in an accompanying letter, that it considers the advantage which the machinery of the technical committees of the League offers is hardly as yet widely realised and that there are great possibilities of collaboration which are at present under study by members of the organisation.

More definite and practical suggestions will be submitted after the meeting of the International Board of Directors—July 14th to 16th—which will clarify the outlines of the Federation's international field of activity.

#### 4. INTERNATIONAL FEDERATION OF UNIVERSITY WOMEN.<sup>1</sup>

The International Federation of University Women, having received and considered the Memorandum of the Secretary-General, dated November 22nd, 1931, and numbered C.L.297.1931.IV, Annex, begs to submit the following observations :

The Federation desires, in the first place, to express appreciation of the resolution regarding the fuller co-operation of women in the work of the League of Nations which was introduced by the Spanish delegation and adopted by the twelfth Assembly.

The report of the Third Committee, while emphasising the influence of women in the formation of public opinion, and the importance of their educative and moral rôle, restricts the Council to an examination of the means for increasing collaboration with women by unofficial avenues, leaving aside the question of increasing the proportion of women holding positions in, or connected with, the League, as well as the question of the composition of delegations taking part in the various conferences and committees of the League. The recommendation of the Third Committee must be considered, therefore, to be exclusively directed to an attempt to draw on potentially useful reservoirs of unofficial feminine assistance which are still to a great extent untapped.

The capacity and serviceableness of these reservoirs can only be determined by a survey. There are large and small organisations, both national and international, which are, to the best of their ability, doing spadework for the League of Nations. Some of these organisations are composed solely of women, some of men, some of men and women together. It would, probably, be unfortunate to single out the women's organisations for special collaboration. A more useful kind of survey would group the organisations according to their programme and the work accomplished. The main thing needed to increase their service would be the provision of adequate channels of communication between the organisations most likely to be useful and the League. Definite suggestions for collaboration might be made by the League to appropriate organisations on the one hand, while, on the other hand, the organisations would have the advantage of easy communication with the proper departments of the League most interested in their work. Occasional not too formal conferences between representatives of the League and representatives of organisations engaged in special branches of international work might be very useful.

There certainly seems to be a good case for closer collaboration with unofficial organisations in regard to certain activities. Taking the programme of the International Federation of University Women as an example, almost every item represents work which is intended to promote good international understanding—the provision of international fellowships; the promotion of interchange among teachers, librarians, museum assistants, medical officers, etc.; the establishment of international clubhouses and other facilities for travelling members; the arrangement of special tours exhibiting aspects of the cultural, historic or scientific wealth of the countries visited; the publication of lists of books published in different countries—all these things assist the work of the League. In several cases, this practical work could be brought to a more complete and quick fruition if it could be recognised and approved by the League. In such matters as the

<sup>1</sup> Has National Federations in thirty-six countries.

exchange of teachers, librarians, museum officials, etc., the League might do much to facilitate the removal of such restrictions and conditions as too often hinder the completion of arrangements for exchange.

While fully appreciating the desire of the Assembly to increase the co-operation of women in the work of the League, and being most ready to give all the assistance possible, the International Federation of University Women deploras the rather narrow limits of the examination of methods recommended to the Council by the Third Committee. The International Federation of University Women would like to suggest that the most effective way of securing more help from women is the official way. The appointment of more women to responsible positions in the League and to the delegations of the various countries would not only ensure more of the co-operation so much desired by the Assembly, but would also make it clear to the world that the League of Nations is, in fact as well as in word, "convinced of the great value of the contribution of women to the work of peace and good understanding between nations". A lively memory of the third paragraph of Article 7 of the Covenant would enable the League to make use of the services of suitable women in a greater measure than has hitherto been done, and there seems to be no reason why Governments should not be reminded of that article and of the terms of the Spanish resolution, when they are invited to appoint their delegations. Since the Assembly has expressed its sense of the value of the part played by women in international affairs, it will naturally wish to welcome the assistance and advice of some of the highly qualified women whose services might be obtained for the League by official methods.

May 1932.

#### 5. INTERNATIONAL UNION OF CATHOLIC WOMEN'S ASSOCIATIONS.

The International Union of Catholic Women's Associations, which comprises fifty-eight affiliated associations in nearly thirty countries, is in a position, through its members and through the women it is able to reach, to co-operate effectively with the League of Nations :

##### I. In the *international field* :

- (a) As a *women's group*;
- (b) As a *Catholic group*;
- (c) As an *international group*.

##### II. In the *national field* through its affiliated *national groups*.

I. (a) As a *women's group* actively concerned with questions of immediate interest regarding in particular women, children and the family, such as :

1. Protection of women and girls (traffic in women, slavery, emigration, etc.);
2. Women's work (intellectual co-operation, industrial work, agricultural work, etc.);
3. Legal questions (nationality, etc.);
4. Women and peace work (moral disarmament, etc.);
5. Women and the family (child welfare, education of the young);
6. Health;
7. The campaign against the abuse of alcohol and narcotic drugs, etc.

With a view to accomplishing methodical work in these various fields, the I.U.C.W.A. has set up Commissions of enquiry to deal in particular with the following questions :

1. The family : special studies relating to the activities of the wife, the mother and the housewife;
2. Instruction, education, school problems;
3. Intellectual work of women;
4. Industrial work of women;
5. Agricultural work of women;
6. Protection and rescue of women;
7. Child welfare;
8. Hygiene, social and moral, opium, alcoholism, etc.;
9. Women and social problems, disarmament, the economic crisis, etc.

These Commissions have *expert* correspondents in the various countries, who are in a position to supply the League Secretariat with reports on the different questions studied by the League.

(b) As a *Catholic group*, the I.U.C.W.A., which is the *only* international Catholic women's organisation recognised by the Holy See, can make known the Catholic principles arising in connection with questions discussed by League organisations. The I.U.C.W.A. is active in all ranks

of society and is therefore peculiarly fitted to disseminate in the various Catholic social circles the ideas for which the League stands.

(c) As an *international* group, the fifty-eight affiliated associations of the I.U.C.W.A. represent the opinion of Catholic women throughout the world. The *Bulletin* of the Union is published in nearly thirty different countries and is a very suitable organ for disseminating and making propaganda for ideas in Catholic social circles.

II. Through the action of its affiliated *national* groups, the national associations belonging to the I.U.C.W.A. have undertaken to co-operate in the programme of the Union in so far as the special conditions in their respective countries allow. They are desirous of assisting, as far as they can, all the activities of the Union and are in a position to influence and mould public opinion and do educative work with a view to the spreading of the ideas for which the League stands (ratification of conventions; campaign against the tendency towards isolation, which is at the basis of all misunderstandings, etc.).

The *Bulletins* (weekly and bi-monthly) of these national associations can be made to serve as a medium of expression for all the League publications with which the I.U.C.W.A. would supply them.

\* \* \*

In order that the International Union of Catholic Women's Associations may be able *effectively* to collaborate in the work of the League, the desires which it has already expressed must be given due consideration by the competent authority—namely :

(a) Recognition by the League of the International Union of Catholic Women's Associations as an "approved" organisation. It is already represented on the Committees of the Commission for the Protection and Welfare of Children and Young People.

(b) As an *approved* organisation, the I.U.C.W.A. would request that it might be invited to co-operate directly in all cases in which its assistance is deemed desirable. This help would be given as that of *Catholic women*.

(Signed) F. STEENBERGHE ENGERINGH,  
Chairman.

(Signed) M. ROMME,  
Secretary.

## 6. LIAISON COMMITTEE OF WOMEN'S INTERNATIONAL ORGANISATIONS.

### *Preamble.*

The Member Organisations of the Liaison Committee of Women's International Organisations, having received and considered the Memorandum of the Secretary-General dated November 22nd, 1931, and numbered C.L.297.1931.IV, Annex, beg to submit the following agreed reply.

The Liaison Committee is formed of representatives of nine international organisations—namely :

World's Women's Christian Temperance Union<sup>1</sup>;  
International Council of Women<sup>2</sup>;  
World's Young Women's Christian Association<sup>3</sup>;  
International Alliance of Women for Suffrage and Equal Citizenship<sup>4</sup>;  
Women's International League for Peace and Freedom<sup>5</sup>;  
World Union of Women for International Concord<sup>6</sup>;  
International Federation of University Women;  
Equal Rights International;  
International Federation of Women Magistrates, Barristers and other Branches of the Legal Profession.

<sup>1</sup> Membership of 700,000 women in forty countries.

<sup>2</sup> Federation of women's organisations composed of forty-one National Councils. It has fourteen Standing Committees dealing with questions of League of Nations concern. The International Council of Women, while sending this memorandum on behalf of its national societies, sent in a survey of the work of its various Standing Committees as well as copies of the resolutions passed at the successive plenary meetings of the International Council from 1920-1930. The Hungarian Council of Women sent in a separate paper asking that *temporary* appointments of women should be made on the Secretariat and the International Labour Office. The National Council of Women of Finland endorses the request for appointment of women on the League delegations. The text of these communications may be consulted in the Secretariat.

<sup>3</sup> Has associations in more than fifty countries.

<sup>4</sup> Has affiliated societies in forty-four countries, and since 1926 a Committee for Peace and the League of Nations. The French Alliance for the Suffrage of Women endorses in a separate memorandum the request for the appointments of women on League bodies, and suggests the League Council should invite women to attend League conferences, whenever Governments have not done so, and it thinks such nominations desirable. The text may be consulted in the Secretariat.

<sup>5</sup> Has national societies in twenty-six countries and corresponding members in twenty-one.

<sup>6</sup> Has members in twenty-nine countries.

The Liaison Committee is fully cognisant of the fact that at the present it does not include organised bodies of Labour or of Catholic Women, though its membership comprises women of all political views and of all creeds. It is, however, prepared at any time to accept the adhesion of further organisations.

A wide field of interest is covered by the activities of the nine organisations mentioned above; they deal with the following subjects :

Peace and Disarmament;  
Suffrage and Equal Citizenship;  
Equal Rights between Men and Women;  
The Professional Status of Women;  
The Nationality of Women;  
The Legal Position of Women;  
Equal Moral Standard;  
Traffic in Women and Children;  
Public Health and Mental Hygiene;  
Child Welfare and the Welfare of Youth;  
Education; Cinema and Broadcasting;  
Intellectual Co-operation;  
Industrial Questions;  
Migration;  
Slavery;  
Temperance.

The Liaison Committee of Women's International Organisations was formed to facilitate co-operation between this widely representative group of women's organisations. It is the established machinery by which the various organisations keep in touch with one another and are able to take common action, when they desire to do so. It is, therefore, an appropriate channel for communications between the League of Nations and all or any of the Committee's constituent organisations.

*Equality the Basis of the Full Co-operation of Women.*

Before submitting its observations, the Committee wishes to express its appreciation of the desire for the fuller co-operation of women in the work of the League, as demonstrated by the discussion that took place in the Assembly on the report of the Third Committee, embodying the proposal of the Spanish delegation.

While the Committee is most willing to do anything in its power to promote co-operation, it feels compelled to state, in the first place, that it considers that the true cause of the lack of effective co-operation is the traditional difference between the status of men and the status of women in all countries.

The lower status accorded to women prevents them, with rare exceptions, from reaching the full height of their powers and attaining those positions in the higher administrative branches of the public service and in the professions, which would qualify them, equally with men, for appointment as delegates to the League of Nations. It also limits the possibilities of their appointment to the higher posts in the Secretariat.

A further result of this lower status is that able women in many countries are still devoting their energies to the removal of sex disabilities as a necessary preliminary to women's effective service in all departments of public work.

The Committee regards the attainment of equal status between the sexes of the greatest importance because of its repercussions on the international work of women and their influence on the problems dealt with by the League. The Committee expresses the hope that the League will emphasise the desirability of adhering to the principle of the equality of the sexes, in its intercourse with the various Governments. The Committee considers that this question, as one of the greatest social problems of the day, urgently demands the attention of the League.

*Women appointed on Committees and as Delegates to Assemblies of the League.*

On one Commission, the Advisory Commission for the Protection and Welfare of Children and Young Persons, international organisations of women, and of men and women, have been invited to send assessors to the two Committees forming that Commission, and ten of the assessors on these two Commissions are women. These are in addition to several women members appointed by their Governments.

This is, however, the only case of the kind. There are certain other Committees and Sub-Committees of the League on which one woman or at most two have been appointed by the Council of the League or by Governments. Altogether these women members do not number more than twelve, forming a minute percentage of the total number of Committee members.

Similarly in the delegations of the States Members to the Assembly of the League, women are extremely few. Of over 150 delegates on no occasion has the number of women in the position of full delegate exceeded two, while the number of women " substitute delegates " has of recent years, after strenuous efforts on the part of women's organisations, averaged about ten or twelve.

#### *Women's Organisations and the League of Nations.*

Pending the time when the equal status of women will make special steps for securing their assistance unnecessary, the Committee recommends the establishment of better means of communication between the League and the Women's International Organisations. Apart from the ordinary channel of correspondence between the organisations and officials of the Secretariat, contact between the international organisations and the League is limited to the occasional reception by the Secretary-General of deputations on special subjects which may be engaging the attention of the Assembly, the Council, or the Committees of the League.

#### *Measures for increasing Co-operation.*

The Committee considers that co-operation might be greatly facilitated if better and more regular methods of communication were established with the Secretariat. If the leading Women's International Organisations were informed in good time of the subjects to be discussed at the meetings held in connection with the League, and coming within the scope of their activities, it would be possible for their views and opinions to be formally communicated to the Secretariat for circulation prior to the discussions in the League.

The Committee would therefore request :

(a) That an intimation of the main subjects that are to be discussed at any meeting held in connection with the League be sent to the Liaison Committee and to its constituent organisations at the same time as their notification is sent to the States Members.

(b) That representatives of the appropriate constituent organisations of the Liaison Committee be invited to be heard by the Committees of the League on questions specially affecting the work of these organisations.

The means of direct contact outlined above is, in the opinion of the Committee, the best way of assuring the fuller co-operation of the women's international organisations with the work of the League, while it in no way interferes with the recognised methods of obtaining the co-operation of individual women through the Governments of their respective countries. The Liaison Committee understands that some suggestions have been made for the formation of an officially appointed permanent Women's Committee under the League, to deal with questions specially affecting women. The Liaison Committee does not support this proposal, since the establishment of an official committee of this kind would, in effect, emphasise and perpetuate that difference in status which the Committee desires to obliterate, and would also be in contradiction of the principle of the equality of the sexes laid down in Article 7 of the Covenant of the League.

#### *Expert Committees on Special Questions.*

The Liaison Committee foresees that there may be occasions when it will be necessary to consult experts before submitting to the League any fully-considered opinion on certain subjects which may specially affect the interests of women. In such a case, the Liaison Committee is prepared to set up a special expert committee for consultation, the members of which would be derived from certain or all of its constituent organisations and from other women's organisations having special knowledge of the particular subject. This procedure would relieve the League of any necessity for directly forming a consultative committee for any special purpose. It would be understood that the report of any expert committee set up at the request of the League would be forwarded through the Liaison Committee and duly circulated with the official documents of the League.

The Committee desires to draw attention to the fact that the Consultative Committee on the Nationality of Women, which was the result of various individual organisations acting together at the request of the Secretary-General, was formed before the question of securing the fuller co-operation of women had been raised in the Assembly, and at a time when there was no recognised or suggested method of co-operation. The Liaison Committee is of opinion that, now that better methods of contact and co-operation are being formulated, *the procedure adopted in the case of the Nationality Committee should not be taken as a precedent.*

#### *Measures for increasing the Co-operation of Women as Government Representatives and in an Official Capacity.*

The suggestions made above are concerned with co-operation between women's organisations and the League, but the Committee fully realises that the influence of women can be most effectively exerted if Governments give them more opportunities to take part in their delegations

and to act as individual representatives on Committees, and if they are found in greater number in responsible positions in the Secretariat of the League.

The Committee would therefore suggest :

(a) That the Secretary-General be requested to call the attention of the Governments to Article 7 of the Covenant, at the same time referring to the resolution of the Assembly on securing the fuller co-operation of women, both in connection with the nomination of delegates to any League meetings or of members of the permanent or temporary Committees of the League.

(b) That the Secretary-General, in selecting the personnel of the Secretariat in accordance with the powers conferred on him by the Covenant, be requested to bear in mind the principle of sex equality as laid down in Article 7.

#### *Conclusion.*

The Liaison Committee is convinced that, if fuller co-operation could be developed on the lines indicated above, women's influence could be more effectively exerted to promote peace and disarmament—the main objects of the League of Nations. It should be borne in mind that some of the constituent organisations within the Liaison Committee were working for peace and goodwill among the nations for many years before the League came into being. Apart from active campaigns in the interests of peace, their work for special objects did much to promote international understanding and friendly intercourse. More direct contact with the League should enable them to give valuable help in connection with some of the social and economic problems now urgently calling for solution. As such problems come before the League, the Liaison Committee could suggest to its constituent organisations ways in which they could actively support the policy of the League. For example, in preparation for the *Disarmament Conference*, the Liaison Committee formed a *Disarmament Committee* for the express purpose of following the work of the Conference and circulating information and suggestions through the constituent organisations to organised bodies of women in all countries. This procedure makes it possible for women's organisations to work on a common programme, the details of which can be adapted to meet national needs.

The Committee hopes that the above suggestions as to the principles on which the fuller co-operation of women with the League should be based, the methods by which it may be promoted and the results which may be expected may provide useful material for the consideration of the delegates to the next Assembly of the League of Nations.

#### 7. OPEN DOOR INTERNATIONAL.<sup>1</sup>

The Open Door International for the Economic Emancipation of the Woman Worker has the honour to submit to the League of Nations its views on the possibility of women's co-operating more fully in the general work of the League.

#### *Meaning or Scope of the Word "Co-operation".*

The words "co-operation" and "collaboration", which are taken in this Memorandum to be synonymous, are rather vague terms, and may be used with a very narrow or a very wide meaning. The Open Door International, therefore, desires to make it clear that the only sense in which it can discuss the co-operation of women in the League is that which interprets "co-operation" as full and equal between men and women. It rejects an interpretation which would leave women in a subordinate position, to be made use of for carrying out policies decided by others.

Full and equal co-operation means a great deal more than being asked to supply information, or the mere doing of propaganda and educational work on a policy framed by bodies in which women are not included, or where they are in a very small minority, or inadequately represented. Full and equal co-operation involves the power of directing effective criticism to policies in course of formation, with an effective voice in determining what these policies shall be. It also involves adequate representation among those who administer these policies.

#### *Effective Co-operation within the League itself depends on Effective Co-operation within the States Members.*

As the League of Nations itself is made up of its Member States, its policy must ultimately depend on that of these Member States, so that the full and equal co-operation of women with

<sup>1</sup> Has national branches and groups in six countries and, as object, the securing of the freedom of women to work on the same terms as men.

men within the League depends, not only on the opportunities which women have of co-operating in, or directly in connection with, the League itself, but also on the full and equal co-operation of women with men within the States Members of the League.

*Ways in which Co-operation can be effectively extended.*

It is therefore necessary, in order to extend the co-operation of women within the League itself, also to extend it within the States Members.

To extend co-operation effectively *within the League itself*, it is necessary to increase the number of women in the delegations to the Assembly; to include women as members of the Council and of commissions, conferences, and other bodies set up by, or in connection with, the League. To make the co-operation of women effective in the League administration, it is necessary to increase the number of women, especially in the higher and highest grades of the League Secretariat, and to give such women the same titles, status and pay as their male co-workers.

To extend the effective co-operation of women *within the Member States*, it is necessary to raise the status of women to that of men. In some States there is now political equality and to a certain extent civil equality between men and women. In none, however, is there an approximation to economic equality on which any real equality of status must be based. And in none is it the custom of the authorities to give the same opportunities to undertake work involving responsibility. It is necessary, therefore, to include women in the electorates, to increase their numbers in the legislatures and in other positions of responsibility, both in order that they may affect the policy of their own Government and in order that they may have that opportunity to gain experience which will help to qualify them for a wider range of positions. It is of particular importance that opportunities should be given to women to occupy the responsible positions in the higher administrative departments of the State service. It is the lower status of women within so many States which prevents the naming of women by these States to the various bodies forming part of the League. There are few women in the legislatures, or official committees and in the Government higher administration of most States. Women are also in very small numbers in the organisations of employers and of workers which have the constitutional right to appoint so large a proportion of the members of the International Labour Conference and of the Governing Body of the International Labour Office.

*Action which the League of Nations can take directly to extend the Co-operation of Women.*

The League of Nations itself can at once take action directly to extend the co-operation of women in the following ways :

1. The League can include women among those it appoints to the various committees and other bodies set up by, or in connection with, the League;
2. The League can at once adopt the policy of ensuring that women shall be included among its highest grades of workers in the Secretariat; that their number shall be increased in all grades the members of which have responsibility; that, where a woman is in a higher grade, she shall have the same title, status and pay as the man of corresponding responsibility; that equal pay shall be given for equal work; and that grading shall not be put into effect in such a way as to segregate women in the lower grades;
3. The League can ensure that proposals to come before different bodies of the League shall be published in sufficient time to make effective criticism possible.

*Action which the League of Nations can take indirectly to extend the Co-operation of Women.*

The League of Nations can at once take action indirectly towards extending the co-operation of women in the following ways :

The League can recommend to the States Members of the League to raise the status of their own women to that of men by adopting, where the suggested policy has not already been put into effect, the following policy :

1. To give to women, married and unmarried, full civil and political rights, including the vote, eligibility and personal nationality;
2. To give women full economic rights and, in particular, to secure that a woman shall be free to work and protected as a worker on the same terms as a man and that legislation and regulations dealing with conditions and hours, payment, entry and training shall be based on the nature of the work and not on the sex of the worker, and to

secure for a woman, irrespective of marriage or childbirth, the right at all times to decide whether or not she shall engage in paid work and to ensure that no legislation or regulations shall deprive her of this right;

3. To give to women the same opportunities as men to gain experience in all departments by appointing them and otherwise making it possible for them to enter responsible positions.

*Conclusion.*

While it is of course true that no individual of either sex necessarily represents the views of women or necessarily puts forward a policy in the best interests of women, nevertheless the general raising of the status of women is in itself desirable, and would in its results be valuable to the League.

Women who might possibly make a valuable contribution to the work of the League are, many of them, at present fully occupied in seeking to remove disabilities imposed on them, and to acquire equal status, pay and opportunities with men, and their work and influence is lost to the League.

Moreover, many women may be antagonised by the failure of the League of Nations and the International Labour Organisation to demand internationally equal status for women.

The full co-operation of women in the work of the League of Nations can only be possible when the status of women, married and single, is raised in all countries to that of men.

*(Signed)* Chrystal MACMILLAN,  
*President, "Open Door International".*

*(Signed)* Winifred LE SUEUR,  
*Hon. Secretary, "Open Door International".*

8. STANDING JOINT COMMITTEE OF INDUSTRIAL WOMEN'S ORGANISATIONS. <sup>1</sup>

The Standing Joint Committee of Industrial Women's Organisations, representing over a million women organised in the political, industrial and co-operative movements of Great Britain, welcomes the resolution passed by the Assembly on the motion of the delegate of Spain, above all in so far as it emphasises the fact that the close and conscious co-operation of women with men is essential to the work of the League.

The Standing Joint Committee has always attached the greatest importance to Article 7 of the Covenant and to the basing of the service of the League on the principle of the equal eligibility and equal status of men and women. It desires to see women of proved competence taking their part, side by side with men, in every part of the work of the League, whether in the Secretariat or in the national delegations, as representative world citizens.

Anxious to co-operate practically to this end, the Standing Joint Committee is preparing, in close association with the L.S.I., <sup>2</sup> panels of competent women available for international service of various kinds. It is also anxious to do in the future, as it has done in the past, everything in its power to stimulate the interest of the women it represents in Great Britain, and to feed that interest with increasing knowledge. To that end, the Standing Joint Committee would feel that its work was greatly assisted were it possible for the Secretary-General to arrange to have it supplied with reports and documents.

While representing over a million of the working women of Great Britain, and acting as spokesman of their economic and political and social interests in the first line, the Standing Joint Committee is, at the same time, a component part of the British section of the Socialist and Labour Movement. Therefore, while speaking for and representing the specific interests of organised women, it also speaks for them as full citizens and members of a political body which has throughout its history fully and without reserve accepted the economic, social and political partnership of men and women, and stands for a programme of social and economic transformation which, in its view, can only fully achieve that social justice which is, in the words of the Preamble to the Covenant itself, the indispensable foundation of lasting peace. Equality of interest and of status has been the standing practice of British Labour. It was natural and inevitable, therefore, that successive British Labour Governments should assign to women of capacity leading places in their national delegations, and act throughout on the assumption that their concern in the vast problems with

<sup>1</sup> This Committee is the women's branch of the International Federation of Trade Unions represented in twenty-seven countries. The memorandum is endorsed by the Labour and Socialist International.

<sup>2</sup> L.S.I. means Labour and Socialist International.



which the League deals is the same kind of concern as that of men, and that their point of view is adequately voiced by their national representatives.

The greatest measure of full international co-operation requires that, in each country associated with the League, the equality of women should be recognised in practice as well as in theory. The Standing Joint Committee would feel that a great service had been done were full information available as to the economic and political status of women in all States Members, and would suggest that this could be most effectually accomplished through the agency of the League.

In order that the work done by women in various countries for peace and disarmament should be facilitated, there should be a correspondent appointed by the Standing Joint Committee to keep in touch with the League of Nations, and the League should be advised of the name of the correspondent and requested to keep her informed of the work of the League on all relevant matters, in order that the women in Great Britain should be kept in touch with the work of the League.

May 30th, 1932.

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## Annex II.

These memoranda of *national* societies are summarised for the information of the Members of the Assembly, as they have been sent in the name of several organisations. Their full text may be consulted in the Secretariat.

### I. SUGGESTIONS OF THE DANISH WOMEN'S ASSOCIATIONS. <sup>1</sup>

The Danish Women's Associations, after endorsing the suggestions made in the memorandum submitted by the Liaison Committee of the Women's Organisations, insist on an increase in the number of women delegates and experts in the League, and demand that, in all questions concerning women alone, the competent international women's organisations should be consulted, because of their special knowledge about such matters and because interest in, and connection with, the League inside these great bodies of women would be very valuable for the League itself.

" This consultation would also prevent measures being accepted which might have the effect of antagonising important groups of women.

" On the basis of the above-mentioned policy, we suggest that the League should constitute a committee consisting of an equal number of men and women, the latter nominated by the different International Women's Organisations.

" This committee should not only make recommendations to the Governments but should organise direct active propaganda for the principles and ideals of the League of Nations, and spread information about the various activities of the League, among other things, through officially-appointed speakers, women as well as men.

" In this connection, we want to draw special attention to the great possibilities of frequent and regular broadcasting on League subjects in the various national languages as well as in the official ones. In this and other ways (for example, a common League of Nations Day, a League of Nations Stamp, a League of Nations Badge), the League could get into vivid connection with public opinion all over the world.

" In such active propaganda, the women's organisations, both national and international, would play an important part, and thus help to bring about the full co-operation of the women of the world in the work of the League without which we believe that the final victory of the ideas of the League of Nations cannot be won. "

### 2. SUGGESTIONS OF THE LEADING WOMEN'S ASSOCIATIONS OF JAPAN.

(a) The Women's Peace Association of Japan suggests an international peace conference of women, the organisation of a governmental peace questions bureau, the abolition of military education, the encouraging of peace education through toys, songs, costumes, films, broadcasting programmes.

(b) The Women's Franchise League of Japan suggests the convocation of a biennial international peace conference of women, the abolition of racial discrimination, the open-door policy in economic matters.

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<sup>1</sup> This memorandum is signed by the Danish Council of Nurses; the Danish Section of the Open Door International and the Women's International League for Peace and Freedom; the Dansk Kvindesamfund, affiliated to the International Alliance of Women for Suffrage and Equal Citizenship; the Young Women's Christian Association of Denmark; the Danish National Council of Women; Det Hvide Baaand i Danmark, affiliated to the Women's Christian Temperance Union; and the Danske Kvindelige Akademikere, affiliated to the International Federation of University Women; and is endorsed by Madame Hein and Mademoiselle Forchhammer.

(c) The Japanese League of Young Women's Christian Associations emphasises the need for better international understanding.

(d) The Women's Section of the League of Nations Association of Japan proposes more active collaboration with all organisations with the view of making the League's work and aims known to all women.

### 3. SUGGESTIONS OF THE POLISH WOMEN'S SOCIETIES. <sup>1</sup>

The Governments should appoint women on their delegations and committees. The higher posts of the Secretariat, up to the present reserved practically exclusively to men, should be opened to women. The women's organisations of each country should create permanent national committees for the study of League questions, and the results of their studies should be forwarded to the women delegates of the States Members of the League.

### 4. SUGGESTIONS OF THE SWISS WOMEN'S SOCIETIES. <sup>2</sup>

The memorandum asks for the appointment of women on delegations and League Committees, and adds :

" We know that this question is within the competence of each individual Government. But would it not be compatible with the functions of the Secretariat, when it addresses invitations to Governments, to refer to Article 7 of the Covenant and request its application whenever there is a question affecting women on the agenda, as is always done by the International Labour Organisation ?

" In the second place, we take the view that the development and increasing authority of the League of Nations are questions for the future, which primarily concern the rising generation—the children of to-day. It is therefore of essential importance to introduce in all countries systematic instruction in the aims and organisation of the League, and thus to develop an international spirit of mutual comprehension between the peoples. In certain countries there are men and women who have already dedicated themselves to this task; but much still remains to be done, and we urge that the Secretariat of the League should call the attention of all Governments to the desirability of cultivating, in the public education of their countries, a spirit of closer understanding between the peoples, and introducing systematic instruction concerning the League of Nations, calling more particularly upon the assistance of women "

## Annex III.

### COUNCIL FOR THE REPRESENTATION OF WOMEN IN THE LEAGUE OF NATIONS. <sup>3</sup>

#### MEMORANDUM SUBMITTED TO THE BRITISH GOVERNMENT.

This memorandum is communicated to the Members of the Assembly as coming from an organisation specially established to ensure the representation of women on League bodies.

#### I. Preamble.

On September 11th, 1931, the Assembly of the League of Nations decided to refer to the Third Committee a draft Resolution which had been submitted to it by the Spanish delegation concerning the co-operation of women and the Press in the organisation of peace.

The discussion seemed to be directed pre-eminently to the fuller co-operation of women in the propagandist work of the League for the support of peace and the good understanding between nations, possibly also in certain of the special enquiries and researches initiated by the League. The form of co-operation contemplated was obviously unofficial.

Any form of co-operation or association with the League's work must, however, have the concurrence of the Assembly of the States Members of the League, and to that extent the official recognition of the respective Governments. Further, from the point of view of the Governments,

<sup>1</sup> Signed by the Chairman of the " Section des Intérêts Féminins ", Eugénie Waśniewska, and by the Chairman of the International Section of the Women's Associations for Social Service in Poland, Mme. Anna Szelagowska.

<sup>2</sup> Signed by A. de Montet, Chairman of the National Alliance of Swiss Women's Societies, and by A. Leuch, Chairman of the Swiss Society for the Suffrage of Women.

<sup>3</sup> The following are the constituent Societies of this Council : National Council of Women of Great Britain; National Union of Societies for Equal Citizenship; National Women Citizens' Associations; Association of Head Mistresses; Association of Assistant Mistresses; Association for Moral and Social Hygiene; Association of Teachers of Domestic Subjects; St. Joan's Social and Political Alliance; Conservative Women's Reform Association; Hendon Women Citizens' Council; London Society for Women's Service; Open Door Council; Women's Freedom League; Women's International League (British Group); Young Women's Christian Association.

the question of fuller co-operation of women in the League's work, not only concerns the propagandist efforts discussed in the Committee, but includes also the appointment of women to positions under the League and in the composition of delegations.

The question involves, in fact, a general principle in respect of the position and opportunities of women, and is bound up with the existing conditions under the laws and customs of each country.

## 2. *Equality the Basis of Full Co-operation with Men in the League's Work.*

The resolution passed by the Assembly is a tacit admission that hitherto a subsidiary part has been given to women in the conduct and affairs of the League, and that now the Assembly desires to have the full strength of women's co-operation.

In the opinion of the women's societies represented by this Council, full co-operation requires that men and women should take part on equal terms. It involves the power of directing criticism to policies in course of formation, with an effective voice in determining what these policies shall be, and also with adequate representation among those who administer the policies.

Having in view the present methods of procedure of the League, such co-operation can be based only upon :

(1) An increase in the number of women included in the delegations to the Assembly, as members of Council, and on all the commissions, conferences and other bodies set up by, or in connection with, the League of Nations;

(2) An increase in the number of women employed in the higher grades of the Secretariat, with the assurance that women doing responsible work should have the same status and salary as their male colleagues;

(3) A definite intention, both on the part of the League and of the Governments, to afford opportunities to organisations interested to familiarise themselves, prior to the sessions of the League, with the subject-matter to be discussed.

## 3. *Present Position of Women in the Countries of the States Members.*

The crux of the situation lies in the attitude towards women taken by the Governments of the respective countries included within the membership of the League.

At the present time, the laws and practice of most countries place women in a subordinate position to men. Few countries accord to women equal status with men, or provide the opportunities of administrative training and experience that would enable them to undertake full co-operation with men in the more highly specialised commissions and conferences of the League. Yet this is the basis of any improvement in regard to the first point mentioned above.

The British Governments have always shown themselves fully cognisant of the strength of women's support of the aims and purposes of the League. But they have been slow to respond to the reiterated appeals by this Council and other organised bodies of women to give a greater share in the determination of policy to women. We wish more women to have part in the personnel of the delegations and the groups of technical advisers sent to Geneva in connection with the meetings of the Council, the Assembly and the Commissions of the League, as well as the Conferences of the League and the International Labour Organisation.

There are various reasons for the existing block against the full co-operation of women in these representative capacities.

To take, for example, the permanent Commissions of the League : the present method of limiting them to one representative from a small number of the States Members chiefly interested in the subject-matter, while necessary for the sake of economy, makes it extremely difficult for women to be appointed. Each Government considers that its interests can be fully represented only by specially trained men of high qualifications and many years of experience. Admittedly very few women have been given a chance of acquiring the requisite training, and the choice from among men is beyond all proportion greater than among women.

The same holds good in relation to the small number of women taking part in the Government delegations to the Assembly and Conferences.

Again, in regard to the second point mentioned above, there is at present a very limited number of women employed in the higher grades of the Secretariat, and they are absent in the highest grades. In explanation of this, we were told on enquiry in Geneva that the occupants of such posts have to be selected from applicants who have previously had administrative training of a high order under their own Governments or otherwise, and that such training has seldom been obtained in the case of women.

We find ourselves inevitably thrown back on conditions affecting women in their own countries which tend to prevent the full development of women's capacities and resources, and unduly limit their co-operation in the work of the League.

This Council makes request to the British Government to give its most earnest consideration to the unsatisfactory state of the conditions at home in respect of their failure to provide

opportunities to women, equally with those given to men, for obtaining the requisite experience of administration.

#### 5. <sup>1</sup> *Suggested Methods of Co-operation of Women's Organisations.*

The third point mentioned above as a basis of fuller co-operation of women is that the programme of the League's meetings detailing the subject-matter to be discussed be made known to women's national and international organisations in time for them to frame any appeal or opinion to their Governments. A list of the leading organisations could be provided for the purpose.

At present there is *no effort on the part of the Government Departments in Great Britain to inform themselves of women's opinion or to give the women's organisations an opportunity of conferring with them on the subjects to be discussed at Geneva.* The organisations themselves have taken the initiative of inviting any women on the British delegation to meet them and hear their views, but they desire fuller participation in the determination of British policy in connection with the League.

This Council suggests that, prior to the particular meetings and conferences, the Government Departments concerned give an opportunity to certain nationally organised groups of women to express their views by sharing any deliberations that are held on subjects that appear on the agenda and are germane to the activities of the particular organisations. Such action would only be following the international precedent set by the League itself.

The League has already called upon the women's international organisations to name representatives on a temporary Committee and report their views on the question of the "Nationality of Married Women", while that subject is under discussion in the Assembly. These international organisations draw their representatives from the national bodies, and it is of importance to the various States Members to inform themselves at first hand of the views and opinions of their own nationals.

In the case of enquiries and researches emanating from the League and circulated to the States Members, this Council makes request to the Government that women's organisations specially interested in the subject-matter of the enquiry be invited to send representatives to any committee set up by the Government or, on its initiative, to carry on the investigations and draft the report.

We are of opinion that such enquiries would benefit by the linking-up of the information acquired outside governmental circles with that supplied under the Government official system. The collaboration and interchange of views would help the committee to arrive at a more objective and complete presentation of the subject.

This Council is further of opinion that the Government delegations to the meetings and conferences of the League and the International Labour Organisation would derive considerable advantage by the inclusion of women of wide experience in national and international organisations among the delegates and the groups of technical advisers accompanying the delegates. Their familiarity with the trend of thought and opinion among the homes of the people in their own and other countries constitutes to-day a highly expert branch of political and economic information, that is supplementary to the knowledge possessed by governmental departments.

#### 6. *The League's Contact with Voluntary Organisations.*

During the discussion by this Council of the best methods of achieving the fuller co-operation of women in the work of the League, the question of a Permanent Women's Commission in the League was raised but was not supported.

In most of the countries attached to the League, large numbers of women are working in active co-operation with men in voluntary organisations established for the aims and purposes of the League generally, or especially in support of the principles of peace and disarmament. In addition, there are many women's organisations working nationally and internationally, in which special sections have been formed to keep in touch with the League and assist in its propagandist and educational work for peace and disarmament, and in the special enquiries undertaken by its various Departments and Commissions.

Thus organised bodies in sympathy with the League exist in plenty, and a considerable volume of useful work is being accomplished by women members within them. *There appears, accordingly, to be no need for the League to organise within itself a special Women's Department or to appoint any permanent Women's Committee.* In so far as questions specially affecting women are concerned, much might be done from the side of the Secretariat to collect and co-ordinate the information possessed by the larger international organisations of women, and in summoning their assistance from time to time to deal with special problems.

This Council is convinced that, for the great forward movement of the League in its main purposes, the full co-operation of women can only be attained on the same lines as that of men.

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<sup>1</sup> Paragraph 4 is not given, as it deals with questions of solely national concern.

The issue lies with the Governments, and we cannot too strongly appeal to the British Government to deal with it in a broad and enlightened spirit, and to be prepared to interpret the Resolution on the fuller co-operation of women in its whole wide sense and significance when it comes before the Council of the League.

Nothing short of this will be worthy of British women or will avail the cause of world peace.

(Signed) M. M. OGILVIE GORDON,  
*President.*

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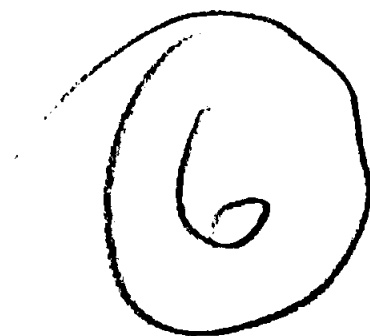
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the Council and the Members  
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Geneva, September 1932.

LEAGUE OF NATIONS



Supplementary Report on the Work of the  
League since the Twelfth Session  
of the Assembly.

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## INTRODUCTION.

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The supplementary report summarises the activities of the work of the League during the months of June, July and August 1932, covering the period between the publication of the general report on June 15th and the meeting of the Assembly on September 26th. The report deals in particular with the second half of the first session of the Disarmament Conference, the proceedings of the special session of the Assembly, convened as a result of the appeal of China to the League under Article 15 of the Covenant, the economic and financial activities of the League during the summer months and the annual session of the Committee on Intellectual Co-operation.

The present introduction is supplementary to the introduction to the general report on the work of the League for 1932.

## LEGAL QUESTIONS.

### SPECIAL COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTIONS TO THE COUNCIL.

The Special Committee appointed to study the existing system of elections to the Council met on July 4th and took measures to obtain the views of the various Members of the League. It will not be able to present a report to the Assembly during the present year.

### AMENDMENTS TO THE COVENANT OF THE LEAGUE.

The Assembly, in 1931, decided that the final draft amendments to the Covenant of the League to bring it into harmony with the Pact of Paris should be prepared by a Committee composed of representatives of all the Members of the League. The Council, in view of the connection between these amendments and the work of the Disarmament Conference, authorised the Secretary-General, in January 1932, to convene the Committee at a date to be fixed in agreement with the President of the Disarmament Conference, the President of the Council and its Rapporteur. The Secretary-General, after consulting these authorities, felt that the work of the Disarmament Conference had not reached a stage at which it would be desirable for the Committee to be convened.

## REDUCTION OF ARMAMENTS.

### STUDIES CONCERNING QUALITATIVE DISARMAMENT.

The Land, Naval and Air Commissions were instructed on April 22nd, 1932, to submit to the General Commission reports on the subject of qualitative disarmament, being asked to select those weapons whose character was the most specifically offensive or those most efficacious against national defence or most threatening to civilians. Similar instructions were, on May 10th, 1932, forwarded to the Special Committee on Chemical and Bacteriological Weapons.

Neither the Land Commission nor the Naval Commission were able to reach unanimous conclusions, and their reports present generally the views of the various groups of delegations. The Land Commission gave particular consideration to artillery and armoured vehicles, and the Naval Commission to capital ships, aircraft-carriers, submarines, automatic contact mines and river vessels.

The Air Commission submitted certain general conclusions in regard to the offensive character of air armaments, the extent to which military use might be made of civil aviation and the offensive power of aircraft in respect of their efficacy against national defence and as constituting a threat to the civilian population.

The Committee on Chemical and Bacteriological Weapons submitted a unanimous report to the effect that the use of chemical weapons as a means of warfare against an adversary and all methods for the use of bacteriological weapons should be included in qualitative disarmament.

The reports of the Land, Naval and Air Commissions and of the Committee on Chemical and Bacteriological Weapons were published at the beginning of June.

The Bureau of the Conference, since agreement had not been reached in the Commissions concerning the weapons to be included in qualitative disarmament, invited the delegations to prepare for such agreement by means of private conversations in which practically all the delegations took part. The result of these conversations is reported below under the heading "Resolution of the General Commission".



WORK UNDERTAKEN BY THE SPECIAL COMMISSIONS AND COMMITTEES OF THE CONFERENCE.

Meanwhile though it was clear that but little progress could be made with the work until the General Commission had laid down certain general principles, the General Commission of the Conference had assigned to its Special Commissions and Committees various technical studies. The Commissions and Committees accordingly continued the examination of certain specific matters during the period April to August 1932.

The Committee on Moral Disarmament, appointed by the Political Commission, taking as the basis of its discussions a draft scheme prepared by the Organisation of Intellectual Co-operation of the League of Nations, completed the first reading of a draft text dealing with the education of the younger generation, co-operation of the intellectual world, the use of technical means of spreading information and ways and means of giving effect to possible undertakings by Governments in connection with these matters. A Drafting Committee was appointed to prepare a new text which will be examined by the full Committee at a second reading.

The General Commission, shortly after the Easter recess, on the proposal of the delegation of the United States of America, set up a Committee to study all pertinent information relating to figures for effectives with a view to preparing, for the use of the General Commission, a report as to the numerical strength on a comparable basis of the effectives maintained by each country. The work of this Committee was ultimately suspended owing to a serious divergence of views regarding the categories of effectives concerning whom information was to be supplied. These questions cannot be technically settled until the competent organ of the Conference has taken decisions of principle in regard to them.

The Naval Commission, unlike the Land Commission, was able to study a certain number of questions on its agenda independently of the decisions of principle which might be taken by the General Commission. Thus it was able to discuss the problem of exempt vessels and the scrapping of warships. The Commission generally approved the provisions of the draft Convention in regard to these matters and made certain new suggestions.

The Air Commission, requested by the General Commission to study the internationalisation of civil aviation and any other measures calculated to prevent the signatory States from using civil aircraft for military purposes, considered a number of proposals framed by various delegations and more particularly a draft basis of discussion submitted by the Spanish delegation. The Commission appointed a technical Sub-Committee to examine these proposals in detail. Discussions in the Sub-Committee showed that some delegations merely contemplated rules for civil aviation; others proposed that the rules should be enforced by measures of supervision; others proposed the total or partial internationalisation of civil aviation. The Sub-Committee completed the first part of its work — namely, the framing of draft rules for civil aviation. The draft was accompanied by reservations and observations submitted by certain members of the Sub-Committee.

The Commission on National Defence Expenditure, with its Technical Committee, sat almost continuously from March 14th to the end of July. The Commission, after a preliminary discussion of the necessity for a uniform presentation of figures for the national defence expenditure of the different countries and the possibility or impossibility of comparing the armaments of the different countries on the basis of expenditure, passed to a consideration of the form and content of the model statement or table which would permit of a uniform presentation of expenditure on national defence. It further considered questions relating to publicity and to the fixing of limits of expenditure. Virtually all these questions were referred for study to a Technical Committee which has appointed Rapporteurs for the different subjects.

Meanwhile, the Technical Committee entered upon an examination of the information placed at its disposal by the different countries. By the end of July, the Committee had completed the examination of the information supplied by the United Kingdom, Czechoslovakia, Denmark, France, Germany, India, Italy, Poland, Sweden, Switzerland and the United States of America. The examination of the information supplied by South Africa, Belgium, Bulgaria, the Irish Free State, Japan, the Netherlands, Norway, Roumania, the Union of Soviet Socialist Republics and Yugoslavia is proceeding, but a large number of States have not yet supplied information, or have forwarded information which is incomplete. The Technical Committee will resume its examination of the information supplied by Governments on September 12th, 1932, and will, at the same time, begin its study of the various special questions referred to it by the Plenary Commission.

RESOLUTION OF THE GENERAL COMMISSION.

During the private conversations concerning qualitative disarmament, to which reference has already been made, a declaration from the President of the United States of America, embodying what are known as the "Hoover proposals", was submitted to the Conference on June 22nd. An opportunity was given to the various delegations to state their views in the General Commission and all the delegations which spoke declared themselves in favour of the proposals in varying degrees. The General Commission was thereupon invited to consider

the whole question of the reduction and limitation of armaments, and it was decided that the results at which the Conference might arrive before suspending its work should be set forth in the form of a resolution recording the points on which agreement had been reached, taking the Hoover proposals into account and indicating the methods to be followed in the continuation of the work of the Conference. A resolution to this effect was subsequently submitted to the General Commission and finally adopted.

The Conference declares that a substantial reduction of world armaments shall be effected, to be applied by a general convention alike to land, naval and air armaments, and that a primary objective shall be to reduce the means of attack. It notes that agreement has been reached on a certain number of important points, and decides, without prejudice to more far-reaching agreements hereafter, to record immediately certain concrete measures of disarmament for inclusion in a general convention, to establish certain principles as a basis for further reduction and to determine the procedure necessary for the active prosecution of its work.

Among the concrete measures on which agreement is recorded, the Conference lays down that air attack against a civilian population shall be absolutely prohibited and that all bombardment from the air shall be abolished, subject to agreement with regard to the measures to be adopted for the purpose of rendering the observance of this rule effective.

The Conference further resolves that all heavy land artillery of calibres between maximum and minimum limits to be defined shall be restricted in number and that maximum limits for the calibre of coastal guns, guns in permanent frontier or fortress systems and mobile land guns shall be fixed by the Convention. It is further agreed that the maximum unit tonnage of tanks shall be limited.

It is provided that chemical, bacteriological and incendiary warfare shall be prohibited under the conditions unanimously recommended by the Special Committee of the Conference.

It is agreed that a Permanent Disarmament Commission shall be set up with the constitution, rights and duties generally as outlined in the draft Disarmament Convention submitted by the Preparatory Commission for the Disarmament Conference, with such extension of its powers as may be considered necessary.

The Conference, after thus recording the points on which agreement has been reached, requests its Bureau to continue its work during the adjournment of the General Commission with a view to framing draft texts embodying its decisions. The texts will be communicated to all delegations as soon as they are drafted and will then be submitted to the General Commission.

Points which call for further detailed examination will be examined by the Bureau or by the appropriate committees with the assistance of the Governments concerned, so that definite conclusions may be reached as soon as the General Commission meets again. Among the questions to be examined in accordance with this procedure are the questions of a strict limitation and a real reduction of effectives, the limitation and publicity of national defence expenditure, the regulation of the traffic in arms and of the State and private manufacture of arms and the action to be taken to guard against violations of the prohibition of the use of chemical, bacteriological and incendiary weapons and bombing from the air.

The Conference further invites the Powers parties to the Naval Treaties of Washington and London to agree upon further measures of naval reduction and requests the Powers which are not Parties to these treaties to determine the degree of naval limitation which they would be prepared to accept in view of their provisions and the general programme of disarmament contemplated.

The Bureau will be kept informed of the progress of these negotiations, which it will be its duty to co-ordinate within the framework of the General Convention in preparation for the comprehensive decisions of the General Commission. It will further keep the delegations informed of the progress of the work and fix a date for the next meeting of the General Commission. The meeting of the General Commission will take place not later than four months after the resumption of the work of the Bureau, which was asked to meet during the week beginning September 19th, 1932.

The resolution was adopted by the General Commission on July 23rd by forty-one votes. Germany and the Union of Soviet Socialist Republics voted against the resolution and the following delegations abstained: Afghanistan, Albania, Austria, Bulgaria, China, Hungary, Italy and Turkey. The German delegation, in the course of the discussion, officially declared that the German Government could not undertake to continue to take part in the work of the Conference unless it was conducted in future on the basis of the recognition of legal equality between the States.

#### ARMAMENTS TRUCE.

The Conference decided to recommend to the Governments to renew for a period of four months from November 1st, 1932, the Armaments Truce accepted under the resolution of the Assembly of the League of Nations of September 29th, 1931. The President has asked the Governments invited to the Disarmament Conference to inform him before November 1st whether they agree to that proposal.

## POLITICAL QUESTIONS.

### ENTRY OF THE TURKISH REPUBLIC INTO THE LEAGUE OF NATIONS.

At a meeting of the special Assembly of the League of Nations held on July 1st, 1932, a proposal, signed by twenty-nine delegations, that the Turkish Republic should be invited to enter the League of Nations was unanimously placed on the agenda. At a further meeting, held on July 6th, the Assembly adopted a resolution recognising that the Turkish Republic fulfilled the general conditions laid down in Article 1 of the Covenant for a State to become a Member of the League, deciding that the Turkish Republic should be invited to enter the League and instructing the Secretary-General to take the necessary action.

The Turkish Republic, in a reply dated July 9th, 1932, affirmed that it was prepared to become a Member of the League. It declared that the obligations assumed by Turkey under treaties concluded up to that time, including those made with non-member States, were in no way incompatible with the duties of a Member of the League, having been framed in the spirit of the Pact of Paris, to which the majority of the Members of the League were also signatories. Reference was made in this declaration to the fact that Turkey was in a special position as a consequence of military obligations ensuing from the Conventions signed at Lausanne on July 24th, 1923.

The Assembly, on July 18th, adopted a resolution declaring that the Turkish Republic was admitted to membership of the League of Nations and inviting its representatives to take part in the proceedings of the Assembly.

### APPEAL FROM THE CHINESE GOVERNMENT.

On June 14th, 1932, the Commission of Enquiry set up under the Council resolution of December 10th, 1931, notified the Secretary-General that it hoped to submit its report in Geneva by about the middle of September at the latest. The Assembly, under the procedure which had been initiated under Article 15 of the Covenant, was required to submit its own report, for the drawing up of which the report of the Commission of Enquiry would furnish important material, within six months of the submission of the dispute, and, as the question had been submitted to the Assembly on February 19th, its report should have been issued prior to August 19th, 1932. In these circumstances, it became necessary to consider whether, with the approval of the parties, an extension of the period within which the report must be made might not be admitted.

The special Committee of the Assembly (Committee of Nineteen) met on June 24th and authorised its chairman to submit a proposal in that sense to the representatives of China and Japan, who were invited to agree to prolong the time limit to the extent that might be strictly necessary, on the understanding that such extension should not constitute a precedent. The Chairman, in submitting this proposal to the parties, declared that he had every confidence that the undertaking not to aggravate the situation recorded by the Council of September 30th and December 10th would be scrupulously observed during the extended period.

The Japanese representative, on June 25th, stated that, while maintaining his previous reservations, he had no objection to an extension of the time limit.

The Chinese representative replied on June 26th agreeing to the prolongation. He stipulated that the six months' period should not be extended more than was absolutely necessary and added that, since the adoption of the Council resolutions of 1931 and of the Assembly resolution of March 11th, 1932, Japan had continuously aggravated the situation by extending the area of military occupation and by establishing and supporting a puppet organisation in Manchuria.

The Assembly met in plenary session on July 1st and adopted a proposal to extend the time limit as submitted by the President and accepted by the two parties. The President laid stress on the exceptional circumstances of the case and emphasised that the extension thus accepted would not constitute a precedent.

The Chinese representative, in accepting the proposal, urged that the extension of the time limit should be restricted to an absolute minimum, alleging that Japan, making use of the puppet Government in Manchuria, was destroying the integrity of the Chinese Maritime Customs, the postal administration and the gabelle service, while the military situation was growing worse. The Chinese Government wished it to be clearly understood that the Assembly would not tolerate during the period of prolongation any further aggravation of the situation.

The representatives of Sweden, Czechoslovakia, Mexico and Spain submitted declarations. It was emphasised (1) that the time limit should not be extended beyond what was strictly necessary; (2) that it was incumbent upon the Members of the League not to recognise any situation, treaty or agreement which might be brought about by means contrary to the Covenant of the League or the Pact of Paris; (3) that, during the further period allowed, no act should be committed which might aggravate the situation or give rise to any new fact such as might prejudice a peaceful settlement; and (4) that the extension of the time limit should not constitute a precedent.

The President in conclusion stated that the decision taken by the Assembly authorised him to declare that the parties must abstain from any action which might compromise the success

of the work of the Commission of Enquiry or of any efforts the League might make with a view to a settlement.

He recalled the Assembly resolution of March 11th, in which the Assembly had proclaimed that it was incumbent upon the Members of the League of Nations not to recognise any situation, treaty or agreement which might be brought about by means contrary to the Covenant or to the Pact of Paris.

#### DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

In June and July 1932, while the delegates of Bolivia and Paraguay were engaged at Washington, under the auspices of a " Commission of Neutrals " (United States of America, Colombia, Cuba, Mexico and Uruguay), in negotiations with a view to the conclusion of a bilateral pact of non-aggression, further incidents occurred in the territory of the Chaco Boreal. The Government of each country threw the blame for the aggression on the troops of the other.

The situation was first brought to the notice of the Secretary-General in a letter from the delegate of Bolivia dated July 21st. The delegate of Bolivia reported a Paraguayan attack on July 15th against a Bolivian outpost and pointed out that this aggression coincided with a withdrawal of the representatives of Paraguay from the Washington Conference.

The Government of Paraguay, in reply to these accusations, gave on July 27th a different version of the incident which had occurred on July 15th. It accused Bolivia of having, during the Washington negotiations, constructed new outposts in the Chaco with a view to confronting Paraguay with an accomplished fact and to presenting herself as the victim of an aggression should Paraguay take defensive action. Paraguay had, in view of this situation, withdrawn from the Washington Conference on July 9th, 1932, but had revoked that decision on July 20th in response to representations made by the Commission of Neutrals. The delegates of Paraguay were still at Washington ready to engage in any useful negotiations, and Paraguay would appeal only to those pacific means of settling her dispute with Bolivia which international justice placed at her disposal.

The President-in-Office of the Council noted the communications of the two parties. He sent to the Secretary-General on July 29th a letter observing that several American nations were continuing their efforts to bring about a pacific settlement, but pointing out that the situation was one which might disturb the peace or the good understanding between two Members of the League and that the other Members could not therefore remain indifferent to its development. He asked the Secretary-General to communicate his letter to the delegates of Bolivia and Paraguay and to request them to inform their Governments that he was anxiously watching the position and that he begged them to lend all possible assistance to the other American Republics which were endeavouring to restore a peaceful atmosphere in the spirit of the Covenant of the League.

The delegate of Paraguay, on July 30th, communicated to the Secretary-General a report of further incidents. He stated that Bolivia had refused to appear at Washington in response to an appeal of the Commission of Neutrals who, with a view to a peaceful settlement, had asked that the two countries should undertake to refrain from any hostile act which might aggravate or prolong the dispute. He added that the Government of Paraguay, in response to that appeal, had instructed all the military commanders of the outposts in the Chaco to remain strictly on the defensive.

The President-in-Office of the Council on August 1st sent to Bolivia and Paraguay a telegram reminding them that, on the occasion of the incidents of December 1928 concerning the Chaco, the Council had obtained from the two Governments a solemn promise to have recourse to a procedure of pacific settlement in conformity with the Covenant and to take urgent measures to prevent fresh incidents liable to compromise the success of any pacific procedure. He addressed an urgent appeal to the two Governments to lend themselves to the moderating action of friendly nations and to seek a settlement of their dispute without departing from peaceful methods.

The Minister for Foreign Affairs of Paraguay on the same day telegraphed to the President-in-Office of the Council reporting further incidents and representing that they constituted by Bolivia an express breach of Articles 10 and 11 of the Covenant. He declared that Paraguay was still prepared to submit the dispute with Bolivia to arbitration and had accepted the invitation of the Commission of Neutrals for an international investigation of the events which had taken place.

The President-in-Office of the Council communicated this telegram to the Government of Bolivia, drawing particular attention to the declaration of the Government of Paraguay that it remained disposed to submit the dispute with Bolivia to arbitration. The President asked to be informed as soon as possible what was the method of pacific settlement contemplated by the Bolivian Government.

The two Governments on August 3rd both replied to the appeal of the President of the Council. The Government of Paraguay declared that it had given repeated proofs of its intention to settle the boundary question with Bolivia by legal means, while the Bolivian Government assured the President that it did not reject pacific means for the settlement of the dispute within the express limitations placed on the good offices of the neutrals.

The President of the Council brought these declarations to the notice of the respective parties, representing that they appeared to justify the assumption that the way was open to an agreement on a method of a pacific settlement in accordance with the undertakings of the Covenant of the League.

The delegate of Paraguay on August 5th again declared on behalf of his Government that his country was prepared to have recourse to arbitration, but, in communications to the President on August 6th and August 8th, reported further incidents which his Government could not but regard as acts of aggression on the part of Bolivia. His Government was still prepared to seek a settlement of the dispute by arbitration or other legal means, and had on August 5th accepted the proposals of the American countries recommending a suspension of hostilities and a return to the *status quo* of June 1st. He added that Bolivia had rejected the suggestions for an armistice except on condition that she might keep the outposts which she had taken from Paraguay.

The delegate of Bolivia communicated to the President on August 12th, 13th, 18th and 19th a different version of the incidents mentioned by the delegate of Paraguay, and announced that, on August 13th, his country had agreed, in response to the friendly request of the Commission of Neutrals sitting at Washington, to suspend hostilities in the Chaco in the hope that the Commission would be able, on the basis of the Covenant of the League, to find an equitable and final solution of the Chaco problem.

The President-in-Office of the Council, on September 10th, in view of Press reports to the effect that the situation was being further aggravated, asked the Secretary-General to forward a new appeal to the Governments of the two countries. Referring to their declarations to the effect that they intended to seek a pacific settlement of their dispute and to the efforts being made in America to arrive at a pacific solution, he expressed the hope that the two Governments would shortly communicate, for the information of his colleagues on the Council and the Members of the League, the measures which they intended to take to put an end to the situation which was dangerous to peace.

The Government of Paraguay replied to this further appeal on September 12th, representing that Paraguay had refrained from resorting to the League owing to the fact that the Commission of Neutrals was continuing its mediation. It had accepted all procedure proposed to avoid armed conflict, as well as arbitration or the jurisdiction of the Hague Court for a settlement of the dispute. It had just informed the neutrals of its readiness to accept a suspension of hostilities.

The Bolivian Minister of Foreign Affairs, replying to the appeal from the President on September 13th, stated that his Government had just reiterated its acceptance of the truce proposed by the neutrals in order to seek fundamental solutions. He declared that Bolivia was standing on the defensive, the cessation of hostilities not lying in her hands.

## ADMINISTRATIVE QUESTIONS.

### SAAR TERRITORY.

The Governing Commission of the Saar has sent to the League of Nations its fiftieth periodical report, covering the second quarter of the year 1932. The report deals with the economic and social situation in the Saar territory, political questions, education, public works and railways.

The persistence of the economic depression has had a bad effect on the budgets of the communes, whose receipts have fallen off and whose expenditure is continually increasing owing to the necessity of providing unemployment relief. A general examination of the financial position of the territory by the Governing Commission has shown that energetic measures must be taken to ensure budgetary equilibrium.

### THE FREE CITY OF DANZIG.

The annual report of the High Commissioner, dated May 31st, 1932, has been communicated to the Council and to the Government of Danzig. The report deals, among other matters, with the local situation at Danzig, internal politics, the relations between Danzig and Poland and with railways and Customs questions.

## MANDATES.

The Mandates Commission, which in November 1931 provisionally fixed June 6th, 1932, as the date for the opening of its twenty-second session, has decided to hold a single session in November 1932. All the annual reports of the mandatory Powers will then be examined.

The Secretary-General informed the Council, on July 13th, 1932, that the Government of the Kingdom of Iraq had submitted to him, duly signed, the declaration approved by the resolution of the Council of May 19th, 1932, embodying the guarantees to be given by Iraq on the termination of the mandate.

## SLAVERY.

The Assembly, on September 25th, 1931, requested the Council to appoint for one year a Committee of Experts to examine the material upon slavery supplied by Governments since the signature of the Slavery Convention in 1926. The Council appointed the Members

of the Committee of Experts on January 28th, 1932, and the Committee held its first session at Geneva from May 4th to May 11th, 1932. It examined the material placed at its disposal and held an exchange of views on the principal points to be included in its report to the Council.

The Committee held a second session on August 22nd, 1932, and decided upon the terms of its report.

## ECONOMIC QUESTIONS.

### EFFECTS OF THE ECONOMIC AND FINANCIAL CRISIS ON INTERNATIONAL TRADE.

The Economic Committee, during its session held from June 2nd to June 4th, 1932, again examined the effects of the economic crisis and of financial difficulties on international trade. A note prepared by the Secretariat, giving particulars of existing conditions, showed that the aggregate value of the foreign trade of the forty-five principal countries of the world had decreased in respect of imports by 41.5 per cent and in respect of exports by 43.1 per cent, as between the years 1929 and 1931. The figures were even more serious if the total trade for the months January and February in the years 1929 and 1932 were compared, the percentage of decrease in respect of imports being 59.8 and 53.2 for January and February respectively and 60.4 and 54.4 in respect of exports.

The value of international trade was therefore at that moment only one-half or less than one-half what it had been in the first quarter of 1929. During the same period, the number of totally unemployed persons had been more than doubled, and some 20 to 25 million persons were out of work. Yet there was not a single country in the world which had not applied every means in its power to safeguard its national economy. Direct and indirect measures of defence and restriction had been multiplied indefinitely and new measures were being invented daily. The effect of those measures was a progressive strangulation of international trade, and it was becoming increasingly more obvious that the individual actions of States, necessarily limited to defence and inevitably provoking counter-measures by other States, could only aggravate the situation. Measures taken to defend the balance of payments, legitimate from the point of view of an individual country, were not really effective and could only be applied at the cost of economic depression and a lowering of the standard of living, while a reduction of imports by means of increased duties, surtaxes, prohibitions, quotas and restrictions on foreign exchange was inevitably accompanied by a constriction of exports.

Commercial treaties between States, which ensured a reasonable measure of security and stability in commercial relations, were becoming increasingly rare, since Governments, in order to meet critical situations, desired to be in a position to resume their freedom of action at any moment. Recent agreements, moreover, tended to be based on reciprocity, where formerly they had been based on the principle of the most-favoured-nation clause, and, even where commercial treaties existed, the guarantees which they contained were often rendered illusory, as a result of unforeseen measures introduced by Governments to meet a crisis. Commercial treaties were of little use if their provisions might at any moment be effectively annulled by the imposition of an exchange surtax, the introduction of prohibitions or quotas and restrictions placed on the acquisition of foreign exchange.

Clearly, however, it was difficult for any country to put an end independently to such measures. In particular, certain States could only abandon a control of exchange transactions if their principal customers decided upon a similar policy. Some of the difficulties resulting from such measures of restriction might, however, be avoided if, before applying them, the Governments carefully considered the consequences and took into account the effects which they might have in respect of third parties. It was desirable that, wherever possible, preliminary consultations between the countries concerned should take place. The system of quotas, moreover, should be applied only in moderation and with due regard to the interests of other countries, their sole purpose being to avoid an abnormal increase in exports. The quota system should in any case be regarded as a purely temporary expedient. Finally, countries which did not feel able in present circumstances to abandon the system of restrictions should endeavour to avoid aggravating the situation by adding new measures to those already introduced.

The Economic Committee expressed its conviction that the system of the most-favoured-nation clause should be normal and that its disappearance would lead to confusion and incalculable difficulties. It suggested that, in present circumstances, the best way of saving the system might be for the parties concerned to agree to such exceptions as appeared essential for the solution of particular difficulties, such exceptions being in all cases submitted for the assent of third parties in a concrete and specific form.

The Committee emphasised in conclusion that it was now generally admitted, even by those who were responsible for applying the system of restrictions in their respective countries, that only concerted action between States could effect any real improvement in international trade.

### ECONOMIC INTELLIGENCE SERVICE.

The first *World Economic Survey*, published on August 15th, 1932, summarises recent economic and financial developments up to the summer of the present year. It is based on information collected by the Economic Intelligence Service and data furnished by other institutions such as the International Labour Office and the International Institute of Agriculture. The *Survey*, after reviewing the background of post-war years, describes and analyses the development of the present crisis; the disorganisation of production; the movement of prices; the course of international trade; the balancing of accounts; banking and credit policy; the conditions of wages, unemployment and labour, and the strain on public finances. In conclusion, it deals with the movement towards international economic co-operation and summarises the latest information available in July 1932.

### PREPARATION FOR THE WORLD ECONOMIC AND FINANCIAL CONFERENCE.

The Council, on July 15th, 1932, acceding to the request of the Lausanne Conference, decided that a Conference on monetary and economic questions should be convened by the League. It appointed a Committee of the Council to take such decisions of a practical character as might be necessary with a view to the convocation of the conference, and confirmed and adopted the decision of the Lausanne Conference that a commission of experts should make a preliminary examination of the questions to be considered.

### FINANCIAL QUESTIONS.

#### FINANCIAL RECONSTRUCTION AND RELIEF.

The Council on May 21st, 1932, appointed a Mixed Committee consisting of Government experts and a delegation of the Financial Committee to consider the financial questions raised by the general section of the report of the Financial Committee of March 1932, and, in particular, the economic and financial difficulties to which the Austrian Government had drawn attention in a communication to the Secretary-General of the League of May 9th, 1932.

The Mixed Committee, after a general examination of the situation in Central and Eastern European countries, devoted its attention chiefly to the Austrian problem. It framed a Protocol laying down the conditions under which financial assistance might be given to Austria and embodying a scheme of reform which the Federal Government undertook to carry into effect. Provision was made for the issue of a loan up to a total of 300 million schillings. The Austrian Government undertook, in return, to establish and maintain budget equilibrium and to aim at a progressive removal of the existing control of exchange transactions. It was agreed that the Council should appoint a representative of the League in Austria and nominate an adviser to the National Bank. The Council, on July 15th, 1932, approved the Protocol, which was immediately signed by Austria, Belgium, the United Kingdom, France and Italy.

The Financial Committee, during its session held from June 27th to June 30th, 1932, considered the financial situation in Bulgaria, Greece, Hungary and Roumania.

The Committee noted an increase in the deficit of the Bulgarian budget as compared with previous estimates and urged the necessity for the fundamental reforms which it had previously recommended. It asked the Council, in view of the difficulties of the Bulgarian Treasury, provisionally to exempt the Government from certain payments due under the Protocol to the National Bank for the redemption of the State debt.

The Greek Government had suspended all the transfers required for the redemption and interest service of its foreign debt as from May 1st, and had only provided, in the budget for the financial year 1932-33, a sum in national currency equivalent to about half the amount which was required for the interest service when the drachma was at gold parity.

The Hungarian Government had been obliged to suspend the transfer of the sums due on June 15th to the trustees of the 1924 Loan and had ceased to pass through the hands of the trustees the whole of the proceeds of the pledged revenues.

The Council, in noting the report of the Financial Committee on July 15th, 1932, adopted a resolution requesting States which had failed to meet their international obligations to make every effort to do so.

The Committee considered a request by the Roumanian Government for the technical assistance of the League in applying plans of financial reform and in the economic reconstruction of the country. The Committee requested its Chairman to follow the development of this question. Towards the end of August, a technical mission proceeded to Bucharest to conduct preliminary enquiries.

#### REPORT OF THE GOLD DELEGATION.

The Financial Committee, during its June session, approved the final report of the Gold Delegation appointed in 1929.

The Delegation, in the first part of its report, recommends a return to the gold standard, which, in its view, remains the best available monetary mechanism. It expresses the opinion that, worked according to certain guiding principles, the gold standard ensures most of the advantages of stability and justice claimed for alternative standards more broadly based on other commodities. Among the conditions necessary to its revival are a reasonable degree of freedom in the movement of goods and services, a satisfactory solution of the problem of reparations and war debts, a general agreement upon certain guiding principles for the working of the system, a restoration of budget equilibrium in States and public bodies and an adjustment of the costs of production and living in each country to the general international economic and financial position.

The second part of the report deals with the working of the gold standard and the desirability of avoiding violent fluctuations in the purchasing power of gold. It is emphasised that the price level is influenced by many factors of a non-monetary character. Price stabilisation cannot be secured by monetary policy alone, but requires a close co-operation between central banks and concerted measures taken as a result of international consultation and co-operation.

## TRANSIT QUESTIONS.

### AIR TRANSPORT CO-OPERATION.

The Air Transport Co-operation Committee of the Organisation for Communications and Transit, as a result of a request made by the Air Commission of the Conference for the Reduction and Limitation of Armaments, met from May 9th to May 12th, 1932. The Committee had been asked to inform the Disarmament Conference of the position of its work with special reference to questions relating to the internationalisation of civil aviation or any other measure calculated to prevent signatory States from using civil aviation for military purposes.

Among the questions examined by the Committee were the study of an international air network of essential connections, ground organisation, the operation of the principal international services, conditions for the admission of foreign undertakings engaged in regular international transport, the progress of international co-operation in the operation of air lines and certain legal and administrative questions affecting the development of international co-operation in air transport.

The Committee, while emphasising the need for greater frequency and permanence in the air services on certain routes, expressed the view that co-operation between the national companies concerned was the best method of operating international services. It observed that progress towards a less rigorous exercise of sovereign rights and greater international co-operation must depend on a modification of the strictly national character of aircraft and a decrease in the practice of subsidising air undertakings which, in consequence of such Government action, assumed a political character. The Committee was of opinion that the best way of securing more effective international co-operation in the operation of air lines was the conclusion of bilateral and multilateral agreements for their exploitation as between the countries concerned.

### UNIFICATION OF TRANSPORT STATISTICS.

The Advisory and Technical Committee for Communications and Transit, during its session held in June 1932, noted a report embodying a draft international convention concerning goods transport statistics for maritime navigation, railways and inland navigation drawn up by its Committee for the Unification of Transport Statistics. The Secretary-General of the League has been requested to forward this report to the Governments concerned with a request for their observations in regard to the methods of applying the principles laid down.

### PASSPORT AND VISA FORMALITIES FOR OFFICERS AND SEAMEN IN MARITIME NAVIGATION.

The International Labour Office recently drew the attention of the Advisory and Technical Committee for Communications and Transit to the desirability of exempting officers and seamen holding identity papers duly issued by their national authorities from the obligation to present passports on disembarking in foreign countries. The Committee, during its session held in June 1932, requested its Permanent Committee for Ports and Maritime Navigation to make a preliminary examination of the subject, getting in touch with the International Labour Office so far as was necessary.

The Advisory and Technical Committee noted that the situation in regard to identity papers of persons engaged in inland navigation was satisfactory.



## HEALTH QUESTIONS.

### CO-OPERATION WITH THE GOVERNMENT OF THE UNION OF SOUTH AFRICA.

The Government of the Union of South Africa, in February 1932, asked the Health Organisation whether it would be prepared to convene a regional conference of Directors of Public Health Services of a number of African territories with a view to discussing certain urgent international problems. Among the questions proposed for examination was the practical application of the new Sanitary Air Convention in connection with the campaign against the propagation of yellow fever by aerial navigation, the unification of measures to prevent the introduction of smallpox by vessels from India, problems arising from the endemicity of plague in certain parts of South Africa and the organisation of medical relief services for rural populations.

The Conference will meet on November 15th next. Representatives have been invited from the following countries: French Equatorial Africa, Portuguese East Africa, the Belgian Congo, British India, Kenya, Nigeria (or one other British West African colony), Northern Rhodesia, Southern Rhodesia, Tanganyika, Uganda and the Union of South Africa. The Health Organisation will provide the technical secretariat for the Conference.

### WORK OF THE OPIUM COMMISSION.

The Commission of Pharmacological Experts appointed by the Health Committee to consider the standardisation of methods for ascertaining the percentage yield of morphine of the various opiums, met at The Hague from July 11th to July 14th, 1932. The experts, before attempting to codify a standard method, felt it necessary to investigate certain new methods which have recently been devised.

The experts further drew up a plan of research into the standardisation of methods for ascertaining the percentage yield of cocaine from coca leaves.

### EFFECTS OF THE ECONOMIC DEPRESSION ON PUBLIC HEALTH.

The Health Section, in co-operation with the International Labour Office, is endeavouring to collect information concerning the effect of the economic crisis on national health. Information is required as to whether there has been an increase in morbidity and mortality in countries where unemployment has been increasing. It is felt that an enquiry should also be undertaken into the state of nutrition of the population and into the psychological effects produced by continuous privation. It is desired to ascertain whether the medical defences of the countries concerned are adequate to cope with the crisis.

## THE LEAGUE OF NATIONS AND CHINA.

### APPEAL BY THE LEAGUE ON BEHALF OF THE VICTIMS OF FLOODS.

Further medical supplies have been received from factories or institutes in Germany, Poland, Roumania, Czechoslovakia and Norway.

The reconstruction of the dykes destroyed by the floods has involved the repair of more than 3,500 kilometres of main dykes and tens of thousands of kilometres of secondary dykes. 1,400,000 workmen have been engaged in the main dykes of the Province of Yunnan alone. The Medical Department of the Relief Commission has adapted its organisation to these conditions, more particularly in setting up travelling units which periodically visit the workmen and attend to their medical needs.

### ROADS AND WATERWAYS.

The three experts appointed to advise the National Chinese Government on the scheme to regularise the River Hwai have completed their mission and drafted their report.

The two engineers accredited by the Transit Organisation of the League to the Chinese Government are directing the construction of several roads and dealing with certain hydraulic works.

### MISSION OF EDUCATIONAL EXPERTS.

Two members of the Mission of Educational Experts which the Committee on Intellectual Co-operation decided, at the request of the Chinese Government, to send to China with a view to making proposals for the reorganisation of Chinese education, submitted a report to the Committee on July 20th, 1932. The report, which concludes with concrete recommendations to the Chinese authorities and an appendix containing suggestions for urgent preparatory measures, will shortly be published by the Institute of Intellectual Co-operation.

#### ECONOMIC ASSISTANCE.

An agricultural expert and an expert on silk culture have been placed at the disposal of the National Chinese Government by the Economic Organisation of the League.

#### TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

##### PUBLICATION OF THE MINUTES OF THE MEETINGS OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS AND SESSIONS OF THE COMMITTEE.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs, in its report to the Council in May 1932, laid special emphasis on two questions discussed during its previous session. First, it desired to urge that, to secure adequate publicity for its work and to assist the Governments of distant countries in their endeavours to control the illicit traffic, it was essential that the Minutes of its meetings should be published. Secondly, the Committee unanimously urged the necessity of convening two sessions a year in order to carry out successfully the tasks entrusted to the League by the Covenant.

The Advisory Committee has earnestly requested the Council to recommend to the Assembly that the necessary budgetary arrangements should be made.

##### RATIFICATION OF OPIUM CONVENTIONS.

The Governments of Nicaragua, Peru, Portugal and the United States of America have ratified the Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, and Brazil has ratified the Geneva Opium Convention of 1925.

#### PENAL AND PENITENTIARY QUESTIONS.

The observations of various Governments on the Standard Minimum Rules for the Treatment of Prisoners, referred by the Assembly in 1930 to the Governments of States Members and non-members of the League for consideration, have been forwarded to the International Penal and Penitentiary Commission. The Standard Minimum Rules are under consideration by a Sub-Commission of that body, which will report on the revision of the Rules, if possible, at the next meeting of the Commission in 1933.

Meanwhile, co-operation between the League of Nations and the International Penal and Penitentiary Commission is being developed along the lines approved by the Assembly in 1931.

The International Labour Office has under consideration a memorandum on prison labour which will be distributed to the delegates at the forthcoming Assembly of the League.

#### INTELLECTUAL CO-OPERATION.

##### MEETING OF THE PLENARY COMMITTEE.

The International Committee on Intellectual Co-operation met in plenary session at Geneva from July 18th to July 23rd, 1932. It reviewed the work of the Intellectual Co-operation Organisation during the year.

The activities thus considered included the work of the Institute of Intellectual Co-operation and of its various Committees and groups of experts, the work of the Sub-Committee of Experts on the Instruction of Youth in the Aims of the League, and the Permanent Committee on Arts and Letters. The delegation of the Sub-Committee on the Instruction of Youth in the Aims of the League met immediately prior to the session of the plenary Committee, while the Permanent Committee on Arts and Letters had recently met at Frankfort-on-Main from May 12th to May 14th, 1932.

The earlier work of the committees and experts dealing with intellectual co-operation questions was summarised in the general report on the work of the League. The supplementary report records in detail only such current work of the Organisation as was undertaken during the summer months.

##### THE PERMANENT COMMITTEE ON ARTS AND LETTERS.

The first part of the session of the Permanent Committee on Arts and Letters, which met at Frankfort from May 12th to May 14th, 1932, was devoted to a discussion on Goethe, the first of the conversations which the Committee has decided to organise for each of its sessions on subjects of general interest.

The Committee approved proposals for the publication of a quarterly index of translations, for the formation of national libraries of musical records, for the publication of an international catalogue of recorded music and for the publication of authentic texts of musical works. It considered the possibility of drawing up international programmes in agreement with the International Broadcasting Union with a view to spreading a knowledge of the music of the different nations by wireless, co-operation between institutions dealing with archæology and the history of art, the results achieved during the year of an organised effort with a view to enabling more effective use to be made of national museums, the progress of consultations conducted by the Institute of Intellectual Co-operation regarding the cultivation of a taste for poetry in schools and an enquiry into a number of technical problems of the theatre viewed from an international point of view.

The Committee further noted the results of work done by the Institute and by a number of committees of experts in the field of intellectual rights.

The proposals and decisions of the Permanent Committee on Arts and Letters were duly considered and approved by the plenary Committee on Intellectual Co-operation during its July session.

#### INSTRUCTION OF YOUTH IN THE AIMS OF THE LEAGUE OF NATIONS.

Among the subjects dealt with by the delegation of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League, which met at Geneva on July 12th and 13th, 1932, was the revision of school text-books. The delegation amended and approved a number of resolutions adopted by a Committee of Experts on the Revision of School Text-books, insisting, however, on the preponderant part to be played by the teachers using the books. It recommended the establishment of a collection of school text-books for every country and an enquiry into the means of encouraging the preparation of books inspired with the desire for international understanding. The Committee on Intellectual Co-operation has approved the essential part of the proposals put forward for the suppression of passages calculated to prejudice the mutual comprehension of peoples, whilst giving to them a less imperative form. It considers that successful revision must depend on the goodwill of the National Committees on Intellectual Co-operation and on further preliminary experiments and attempts at friendly conciliation.

The delegation also considered reports on the co-operation of institutions for the scientific study of international relations, the co-ordination of centres of educational documentation and the educational aspects of broadcasting.

The Committee on Intellectual Co-operation, approving these proposals, urged the Institute in particular to continue its studies on the educational aspects of broadcasting and to place itself at the disposal of the Committee on Moral Disarmament of the Disarmament Conference, which has the matter under consideration.

#### EDUCATIONAL FILMS.

The Committee on Intellectual Co-operation, during its July session, noted a report from the Chairman of the Governing Body of the International Institute of Educational Cinematography and emphasised the value which it attached to the continuous collaboration of the Institute with the efforts being made for a better use of the cinema in spreading a knowledge of the League. It noted an offer from representatives of groups of film producers, made at a meeting of experts held at Paris in April, to co-operate in the preparation of a series of educational films dealing with the League, and asked the Governing Body of the Institute of Educational Cinematography to assist in drawing up a definite programme of co-operation.

The draft Convention for the Abolition of Customs Barriers against Educational Films, revised by a small committee of experts meeting at Geneva on May 30th, 1932, on the basis of observations made by certain Governments, will, at the request of the Italian Government be submitted to the Assembly at its forthcoming session.

#### CO-OPERATION BETWEEN LIBRARIES.

The Committee of Library Experts met in June 1932 for its sixth session. It discussed the publication of an index and of guides, methods of classification of universal application, international standardisation of loans and the question of a better use of popular libraries for the general education of workers in their leisure hours. It also dealt with the problem of the organisation of documentation and proposed definite recommendations with a view to an international study of the question. The Committee on Intellectual Co-operation approved these suggestions and, in particular, endorsed the resolution to the effect that steps should be taken, in view of the present economic crisis, to protect the budgets of libraries as a universal instrument of intellectual work and an indispensable element in intellectual life.

**MORAL DISARMAMENT.**

The assistance afforded by the International Co-operation Organisation to the Committee on Moral Disarmament of the Disarmament Conference has been mentioned in a previous part of the introduction.

The Committee on Intellectual Co-operation, during its July session, heard a statement by the Chairman of the Committee on Moral Disarmament which gave rise to an important discussion in which all the members of the Committee took part. In view of the importance attached by the Committee to the statements made on this occasion, the Institute of Intellectual Co-operation has been instructed to arrange for their publication. The Committee further decided to draw the attention of the national committees on intellectual co-operation to the desire of their studying the problems of moral disarmament and of every possible effort in that direction.

**BUDGET OF THE INTELLECTUAL CO-OPERATION ORGANISATION.**

The Council, in January 1932, asked the Intellectual Co-operation Organisation to consider what steps might be taken to remedy the disquieting consequences which recent budgetary reductions might have on its work. The conclusions of the Committee on this subject will be submitted in a special report to the Council and to the Assembly.

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1.

LEGAL QUESTIONS.

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I. SPECIAL COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTIONS TO THE COUNCIL.

This Committee met on July 4th and took measures to obtain the views of the various Members of the League. It will not, however, be able to present a report to the Assembly during the present year.

II. AMENDMENT OF THE COVENANT OF THE LEAGUE OF NATIONS.

As stated in the main report to the Assembly on the work of the League (document A.6.1932), the Secretary-General was authorised to convene the Committee of Representatives of the Members of the League, which, under the terms of the Assembly's resolution of September 25th, 1925, was to consider the question of amending the Covenant in order to bring it into harmony with the Pact of Paris, for a date fixed in agreement with the President of the Disarmament Conference, the Acting President of the Council and its Rapporteur.

The Assembly contemplated that the Committee might meet during the Disarmament Conference. Its decision to create the Committee was, in fact, due to the recognition that the work of the Disarmament Conference and the question of the amendment of the Covenant were to a certain degree connected. On the other hand, the Council, in deciding as to the procedure for convening the Committee, considered that, in fixing the date of its meeting, it would be necessary to take into account the question of how far a meeting of the Committee might facilitate or might complicate the work of the Conference.

In agreement with the Presidents of the Council and of the Conference and with the Rapporteur to the Council, the Secretary-General felt that the work of the Disarmament Conference had not reached the stage at which it would be desirable for the Committee to be convened. Subject to any contrary decision of the Assembly, it will remain possible for the Committee to be convened, by the procedure laid down by the Council, at a later stage of the Conference or after the conclusion of the Conference.

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2.

REDUCTION OF ARMAMENTS.

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CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

1. STUDIES CONCERNING QUALITATIVE DISARMAMENT.

The Land, Naval and Air Commissions had been instructed on April 22nd, and the Chemical and Bacteriological Weapons Special Committee on May 10th, 1932, to submit to the General Commission reports on the subject of qualitative disarmament in their respective provinces and to select those weapons " whose character is the most specifically offensive, or those most efficacious against national defence or most threatening to civilians ".<sup>1</sup>

The *Land Commission* referred to a Committee of Experts a series of technical questions relating to artillery and armoured vehicles. It drew up its report on the basis of the replies received (document Conf.D.122).

The report states, generally speaking, the standpoint of the various groups of delegations, which were not unanimous as regards these two categories of material. It further contains observations of the different delegations on the question of fortifications, which did not form the subject of a general debate.

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<sup>1</sup> See Report on the Work of the League since the Twelfth Session of the Assembly (document A.6.1932, page 12).

The *Naval Commission* studied separately capital ships, aircraft-carriers, submarines, automatic contact mines and river war-vessels.

The delegations were not unanimous as regards the extent to which these different categories of vessels correspond to the three criteria fixed for qualitative disarmament. The report accordingly simply states the opinion of the various delegations (document Conf.D.121).

The *Air Commission* set forth in its reply (document Conf.D.123) certain general findings in regard to the offensive character of air armaments, the extent to which military use may be made of civil aviation, the offensive power of aircraft from the standpoint of their efficacy against national defence and from the standpoint of the threat to civilians. These findings were accompanied by the observations and reservations of certain delegations.

The *Chemical and Bacteriological Weapons Special Committee* submitted a unanimous report, accompanied by resolutions (document Conf.D.120). It noted that chemical and bacteriological weapons are most threatening to civilians, but that the possession of chemical products utilisable for chemical and bacteriological warfare could not be prohibited, since those same products are also used for essentially pacific purposes. The Committee accordingly proposed that only the use against an adversary of chemical weapons and means of warfare should be included in qualitative disarmament. Such arms and means of warfare comprise not only the noxious chemical substances themselves, but also the appliances, devices and projectiles specially constructed for their use; they do not, however, comprise either smoke or fog used to screen objectives or noxious substances arising from the combustion or detonation of ordinary explosives.

For bacteriological weapons and means of warfare, with which the report deals separately, the Committee proposes that all methods for the use of pathogenic microbes against an adversary (bacteriological warfare) should be included in qualitative disarmament.

The Committee also dealt with flame projectors and incendiary projectiles. Appliances designed to attack persons by fire, such as flame projectors, are calculated to cause needless suffering and incendiary projectiles involve a particularly grave menace to civilians. The Committee therefore proposes that they be condemned, with the exception of incendiary projectiles specially constructed for use against aircraft.

The reports of the Land, Naval and Air Commissions and of the Chemical and Bacteriological Weapons Special Committee were published at the beginning of June. As it was clear that agreement concerning the weapons to be included in qualitative disarmament had not been reached in the Commissions, the Bureau of the Conference invited the delegations to prepare for such agreement by means of private conversations. Practically all the delegations took part in those conversations.

## 2. WORK UNDERTAKEN BY THE SPECIAL COMMISSIONS AND COMMITTEES OF THE CONFERENCE.<sup>1</sup>

As has been noted, <sup>2</sup> before the study of qualitative disarmament, the General Commission had assigned to the special Commissions certain technical studies. It became increasingly clear, however, that the work of those Commissions could make but little progress until the General Commission had established general principles which might serve as a guide to them.

The Commissions and Committees nevertheless engaged, between the month of March and the beginning of August, in the studies mentioned above.

The *Political Commission* had entrusted to a Committee for Moral Disarmament <sup>3</sup> the study of various aspects of this question. The Committee grouped under three headings the various categories of questions which it felt ought to be examined:

- (1) Questions concerning intellectual co-operation and technical means of spreading information, including the problems of education, utilisation of cinematography and broadcasting;
- (2) Questions concerning the co-operation of the Press;
- (3) Questions of a legal character.

The Committee adopted as a basis of discussion for Item 1 of its agenda a draft text prepared by the Intellectual Co-operation Organisation. That draft took into account the various proposals laid before the Committee. When adopting it as a basis for discussion, the Committee was careful to make every reservation concerning the final form that might be given to the text which it was about to draw up. The draft, consisting of a Preamble and four chapters, contained suggestions on the following points:

- (1) Education of the younger generation;
- (2) Co-operation of the intellectual world;
- (3) Utilisation of technical means of spreading information;
- (4) Ways and means of giving effect to possible undertakings.

<sup>1</sup> For the studies relating to qualitative disarmament, see above under 1, "Studies concerning Qualitative Disarmament".

<sup>2</sup> See Report on the Work of the League since the Twelfth Session of the Assembly (document A.6.1932, pages 11 and 12).

<sup>3</sup> See Report on the Work of the League since the Twelfth Session of the Assembly (document A.6.1932, page 11).

The Committee completed the first reading of each of the articles of the draft, and set up a Drafting Committee to prepare a new text, which will eventually be examined on second reading.

For the examination of the questions of a legal and constitutional nature which arise in connection with the problem of moral disarmament, the Committee set up a special Sub-Committee to study in particular a memorandum by M. Pella (Roumania).

The *Land Commission* had noted that it could not usefully discuss any question until certain decisions of principle had been taken by the General Commission. It had set up a Committee of Experts to examine how the various Governments, when preparing the information which they forwarded to the League of Nations, interpreted certain definitions concerning effectives.

The *Committee set up for the purpose of studying all pertinent information relating to figures for effectives*<sup>1</sup> used, for the purpose of these studies, the report framed by the aforesaid Committee of Experts.

The work of this Committee was suspended owing to a serious divergence of views as regards the categories of effectives concerning whom information was to be supplied; these questions cannot be technically settled until the Bureau has taken decisions of principle regarding them.

At the outset of its work, the *Naval Commission*, unlike the *Land Commission*, had found that it could study a certain number of questions on its agenda independently of the decisions of principle which might be taken by the General Commission. Those questions referred more particularly to rules for the replacement of units of the different categories of vessels, to exempt vessels and to the scrapping of warships. As regards these various questions, the Commission, generally speaking, approved the provisions of the draft Convention and made certain new suggestions; a final text has not, however, yet been drawn up.

On July 20th, the *Naval Commission* elected M. Moresco (Netherlands) as President, in place of M. Colban, who was compelled by an accident to resign from the Norwegian delegation.

The *Air Commission* had been requested by the General Commission to study, in conformity with a suggestion which it had itself made, the question of the internationalisation of civil aviation and any other measures calculated to prevent the signatory States from utilising civil aircraft for military purposes.

For the preparation of these studies, the *Air Commission* was obliged to have special documentation. A "Collection . . . concerning the Organisation of National Civilian Aviation" (document Conf.D./C.A.8) was prepared by the Secretariat from the replies of Governments to two questionnaires which the Bureau of the *Air Commission* had sent out. An "Objective Study on the Internationalisation of Civil Aviation" was prepared by M. de Brouckère (document Conf.D./C.A.9). At the request of the *Air Commission*, the *Air Transport Co-operation Committee*<sup>2</sup> met and presented a report on the progress of its work (document Conf.D./C.A.15). The *Air Commission* also had before it, for the purpose of its work, the "Study concerning the Present Situation in regard to Publicity of Civil Aviation and Collection of Provisions in force concerning the Exchange or Publication of Information relating to Civil Aviation" (document C.95.M.47.1932.VIII [Conf.D.57 and Addenda]), which had been prepared by the Communications and Transit Organisation in conformity with a resolution of the Council.<sup>3</sup>

A number of proposals framed by various delegations, and more particularly a draft basis of discussion framed by the Spanish delegation (document Conf.D./C.A.36), were submitted to the *Air Commission*.

The latter set up a technical Sub-Committee, presided over by M. Vallotton (Switzerland), to prepare the study requested by the General Commission.

The discussion in that Sub-Committee showed that some delegations merely contemplate rules for civil aviation, while certain delegations propose that these rules should be enforced by measures of supervision and others, lastly, propose the total or partial internationalisation of civil aviation.

The Sub-Committee completed the first part of its work—namely, the framing of draft rules for civil aviation. The articles of those draft rules contain provisions relating to material, personnel, subsidies, and information to be supplied concerning civil aviation. The draft is accompanied by reservations and observations submitted by certain members of the Sub-Committee.

The *National Defence Expenditure Commission* or its technical Committee<sup>4</sup> sat almost continuously from March 14th to the end of July.

The Plenary Commission, which had adopted as a framework for its discussions the report of the Committee of Experts on Budgetary Questions (document C.182.M.169.1931.IX), examined on first reading the questions dealt with in that report.

<sup>1</sup> See Report on the Work of the League since the Twelfth Session of the Assembly (document A.6.1932, page 12).

<sup>2</sup> See page 42 of the present report.

<sup>3</sup> See Report on the Work of the League of Nations since the Twelfth Session of the Assembly (documents A.6.1932, page 54, and A.6(a).1932, page 19).

<sup>4</sup> See Report on the Work of the League of Nations since the Twelfth Session of the Assembly (document A.6.1932, page 12).

The Commission grouped the various problems raised by the limitation and publicity of expenditure within the following main categories :

**A. Preliminary Questions.**

(1) Need for the uniform presentation of figures for the national defence expenditure of the different countries.

(2) Impossibility of comparing the extent of the armaments of the different countries on the basis of the figures for expenditure.

**B. Form and Content of the Model Statement.<sup>1</sup>**

(1) Definition of the term "annual expenditure" (definition of the term "expenditure"; *exercice* accounts; publicity of estimates of expenditure on the basis of Parliamentary votes).

(2) Meaning and scope of the term "national defence expenditure" (secret funds and re-allocation of expenditure; gross expenditure and net expenditure; subsidies, loans and participations, special expenditure arising out of the reduction of armaments; extra-budgetary expenditure; carrying forward of credits; Tables C, D, E and F annexed to the Model Statement).

(3) Classification of such expenditure (Model Statement, re-allocation of expenditure; contents and classification of the subheads of the Model Statement; separation of the expenditure for the three categories of arms, Tables A and B annexed to the Model Statement).

(4) Reconciliation tables; derogations.

**C. Questions relating particularly to Publicity.**

(1) Date for the forwarding of statements; final accounts.

(2) Publicity of expenditure, by categories, on land and naval material.

(3) Communication of certain laws and regulations of interest from the standpoint of national defence.

**D. Questions relating to the Fixing of Limits.**

(1) Transfers within the limits of the three categories of arms.

(2) Fixing of limits, taking into account the variations in expenditure from one year to another.

(3) Fluctuations in the purchasing power of the different currencies.

Practically all of these questions and various cognate proposals were referred for study to a technical Committee. The latter has, for the moment, confined itself to appointing Rapporteurs for the different questions. Its chief task has consisted hitherto in examining the documentation supplied by the different countries and framing draft questions on the subject. The procedure adopted is partly written, partly oral. All delegations to the Conference have the right to submit, within a certain time-limit, observations on the documentation supplied. When the Power concerned has forwarded its replies to the observations, an oral discussion is held in the Committee on the documentation as a whole, in the presence of a representative of the Power in question.

Up to the moment at which it broke off its work, the Committee had concluded the examination of the documentation supplied by the Governments of the following countries: United Kingdom, Czechoslovakia, Denmark, France, Germany, India, Italy, Poland, Sweden, Switzerland, United States of America. The examination of the documentation concerning the following countries is also proceeding: South Africa, Belgium, Bulgaria, Irish Free State, Japan, Netherlands, Norway, Roumania, Union of Soviet Socialist Republics, Yugoslavia. A large number of States have not yet supplied information or have only forwarded incomplete documentation.

At its next session, which will open on September 12th, the Committee will continue its examination of the documents supplied by Governments. It will begin its study of the various special questions referred to it by the National Defence Expenditure Commission and will draw up its report.

**3. RESOLUTION OF THE GENERAL COMMISSION.**

While the private conversations concerning qualitative disarmament were proceeding, a declaration from the President of the United States of America, known as the "Hoover Proposals" (document Conf.D.126), was submitted to the Conference on June 22nd. Realising that these proposals were calculated to give fresh impetus to the Conference, the General Commission devoted several meetings to them, in order to enable the different delegations to state their views. All the delegations which spoke declared themselves in favour, in varying degrees, of President Hoover's proposals.

<sup>1</sup> By "Model Statement" is meant a model table permitting of the uniform presentation of the expenditure on national defence (see report of the Committee of Experts, document C.182.M.169.1931.IX).



Following upon these proposals, the Conference was led to consider the whole of the questions of the reduction and limitation of armaments. In conformity with a suggestion of Sir John Simon (United Kingdom), the Bureau of the Conference decided that the results at which the Conference might arrive before suspending its work should be set forth in the form of a resolution recording the points on which agreement had been reached and taking into account the Hoover proposals.

After consulting the various delegations, M. Beneš, the Rapporteur-General, submitted to the Conference a draft resolution, which was discussed point by point in the General Commission and which, as adopted, reads as follows :

“ I.

“ The Conference for the Reduction and Limitation of Armaments,

“ Profoundly convinced that the time has come when all nations of the world must adopt substantial and comprehensive measures of disarmament in order to consolidate the peace of the world, to hasten the resumption of economic activity, and to lighten the financial burdens which now weigh upon the peoples of the world ;

“ Desirous of avoiding a competition in the power of armaments which would be both ruinous to the peoples and threatening to their national defence ;

“ Recalling its resolutions of April 19th, 20th and 22nd, 1932 ;

“ Firmly determined to achieve a first decisive step involving a substantial reduction of armaments, on the basis of Article 8 of the Covenant of the League of Nations, and as a natural consequence of the obligations resulting from the Briand-Kellogg Pact ;

“ Welcoming heartily the initiative taken by the President of the United States of America in formulating concrete proposals for a substantial reduction of armaments by the prohibition of certain methods of warfare, by the abolition of certain material, and by reductions varying in magnitude and amounting for certain armaments to the proportion of one-third ;

“ Bearing in mind also the draft Convention of the Preparatory Commission, the statements and proposals made to the Conference by a number of delegations, and the reports and resolutions of the various Commissions of the Conference :

“ Decides forthwith and unanimously, guided by the general principles underlying President Hoover's declaration :

“ 1. That a substantial reduction of world armaments shall be effected to be applied by a general Convention alike to land, naval and air armaments ;

“ 2. That a primary objective shall be to reduce the means of attack.

“ II. CONCLUSIONS OF THE FIRST PHASE OF THE CONFERENCE.

“ The Conference, noting that agreement has now been reached on a certain number of important points, decides, without prejudice to more far-reaching agreements hereafter, to record forthwith the following concrete measures of disarmament, which should form part of the general Convention to be concluded. The Conference also decides to establish certain principles as the basis for further reductions of armaments, and to determine the procedure necessary for the active prosecution of its work.

“ 1. *Air Forces.*

“ The Conference, deeply impressed with the danger overhanging civilisation from bombardment from the air in the event of future conflict, and determined to take all practicable measures to provide against this danger, records at this stage of its work the following conclusions :

“ 1. Air attack against the civilian population shall be absolutely prohibited ;

“ 2. The High Contracting Parties shall agree as between themselves that all bombardment from the air shall be abolished, subject to agreement with regard to measures to be adopted for the purpose of rendering effective the observance of this rule.

“ These measures should include the following :

“ (a) There shall be effected a limitation by number and a restriction by characteristics of military aircraft ;

“ (b) Civil aircraft shall be submitted to regulation and full publicity. Further, civil aircraft not conforming to the specified limitations shall be subjected to an international regime (except for certain regions where such a regime is not suitable) such as to prevent effectively the misuse of such civil aircraft.

**" 2. Land Armaments.**

**" (a) Land Artillery.**

" 1. All heavy land artillery of calibres between any maximum limit as determined in the succeeding paragraph and a lower limit to be defined shall be limited in number.

" 2. The limitation of calibre of land artillery shall be fixed by the Convention.

" Subject to an effective method being established to prevent the rapid transformation of guns on fixed mountings into mobile guns, different maxima for the calibre of land guns may be fixed as follows :

" (a) A maximum limit for the calibre of coastal guns, which shall not be less than the maximum calibre of naval guns ;

" (b) A maximum limit for the calibre of guns in permanent frontier or fortress defensive systems ;

" (c) A maximum limit for the calibre of mobile land guns (other than guns employed for coastal defence).

**" (b) Tanks.**

" The maximum unit tonnage of tanks shall be limited.

**" 3. Chemical, Bacteriological and Incendiary Warfare.**

" Chemical, bacteriological and incendiary warfare shall be prohibited under the conditions unanimously recommended by the Special Committee.

**" 4. Supervision.**

" There shall be set up a Permanent Disarmament Commission with the constitution, rights and duties generally as outlined in Part VI of the draft Convention submitted by the Preparatory Commission for the Disarmament Conference, with such extension of its powers as may be deemed by the Conference necessary to enable the Convention to be effectively applied.

**" III. PREPARATION OF THE SECOND PHASE OF THE CONFERENCE.**

" The Conference requests the Bureau to continue its work during the period of adjournment of the General Commission, with a view to framing, with the collaboration (if necessary) of a Drafting Committee, draft texts concerning the questions on which agreement has already been reached. Such texts will be communicated to all delegations as soon as they are drafted, and will then be submitted to the Commission.

" Points which call for detailed examination will be examined by the Bureau or by the appropriate Committees, with the assistance of the Governments concerned, in order that definite conclusions may be reached as soon as the General Commission meets again.

" The questions which will form the subject of such examination are the following :

**" 1. Effectives.**

" A strict limitation and a real reduction of effectives shall be brought about.

" For this purpose, the Conference invites the Bureau to examine, with the collaboration of such delegations as it considers necessary, the proposal of President Hoover relating to effectives. These studies should take into consideration, in the case of each country, the actual conditions of defence and the number and character of its forces.

**" 2. Limitation of National Defence Expenditure.**

" (a) The Conference shall decide on the resumption of its labours, taking into account the special conditions of each State, what system of limitation and publicity of expenditure on national defence will provide the peoples with the best guarantee of an alleviation of their financial burdens, and will prevent the measures of qualitative and quantitative disarmament to be inserted in the Convention from being neutralised by increases or improvements in authorised armaments.

" (b) With a view to the decisions to be taken under this head, the Conference requests the Committee on National Defence Expenditure and its technical Committee to continue and complete the work entrusted to its organs and to submit their report as soon as possible. The Conference requests its Bureau to draw up, on the basis of this report, a plan accomplishing the purpose aimed at and taking into consideration the special conditions of the various States.

**" 3. Trade in and Manufacture of Arms.**

" The Bureau will set up a special Committee to submit proposals to the Conference, immediately on the resumption of its work, in regard to the regulations to be applied to the trade in and private and State manufacture of arms and implements of war.

“ 4. *Naval Armaments.*

“ As regards the proposals made by President Hoover and other related proposals concerning naval armaments, the Conference invites the Powers parties to the Naval Treaties of Washington and London, which have already produced important results, to confer together and to report to the General Commission, if possible before the resumption of its work, as to the further measures of naval reduction which might be feasible as a part of the general programme of disarmament.

“ The Conference further invites the naval Powers other than the Powers parties to the above Treaties to make arrangements for determining the degree of naval limitation they are prepared to accept in view of the Washington and London Treaties and the general programme of disarmament envisaged in the present resolution.

“ The Bureau will be kept informed of the progress of these negotiations, which it will be its duty to co-ordinate within the framework of the General Convention in preparation for the comprehensive decisions of the General Commission.

“ 5. *Violations.*

“ Rules of international law shall be formulated in connection with the provisions relating to the prohibition of the use of chemical, bacteriological and incendiary weapons and bombing from the air, and shall be supplemented by special measures dealing with infringement of these provisions.

“ 6. *Future Work of the Conference : Procedure.*

“ Pending the resumption of the meetings of the General Commission, the Bureau will keep the delegations informed of the progress of the work.

“ It will be for the Bureau to fix the date of the next meeting of the General Commission with one month's notice. The meeting of the General Commission shall take place not later than four months after the resumption of the work of the Bureau, which will meet during the week beginning September 19th, 1932.

“ IV. GENERAL PROVISIONS.

“ The present resolution in no way prejudices the attitude of the Conference towards any more comprehensive measures of disarmament or towards the political proposals submitted by various delegations.

“ V. ARMAMENTS TRUCE. <sup>1</sup>

“ In order to ensure that, pending the resumption of the meetings of the General Commission and during the second phase of its work, no steps shall be initiated by any Power which might prejudice the preparation of the General Disarmament Convention, the Conference decides to recommend to the Governments to renew for a period of four months from November 1st, 1932, the truce provided for by the resolution of the Assembly of the League of Nations of September 29th, 1931.”

This resolution was adopted by the General Commission on July 23rd by forty-one votes ; two delegations <sup>2</sup> voted against the resolution and eight abstained. <sup>3</sup>

The following thirty-seven speakers took part in the discussion on this resolution :

M. Bosch (Argentine Republic), M. Pflügl (Austria), Count Carton de Wiart (Belgium), M. Costa du Rels (Bolivia), Sir John Simon and Sir Herbert Samuel (United Kingdom), M. Mikoff (Bulgaria), M. Dupré (Canada), M. Saavedra-Aguero (Chile), M. Yen (China), M. Beneš (Czechoslovakia), M. Schou (Denmark), General Laidoner (Estonia), M. Erich (Finland), M. Herriot, M. Painlevé, M. Paul-Boncour (France), M. Nadolny (Germany), M. Politis (Greece), Count Apponyi (Hungary), Mr. Sean Lester (Irish Free State), General Balbo (Italy), M. Matsudaira (Japan), M. Feldmans (Latvia), M. Lanskoronskis (Lithuania), M. Rutgers (Netherlands), M. Lange (Norway), M. Garay (Panama), Ali-Goli Khan Ansari (Persia), General Burhardt-Bukacki (Poland), M. de Vasconcellos (Portugal), M. de Mada-riaga (Spain), M. Sandler (Sweden), M. Motta (Switzerland), Cemal Hüsnü Bey (Turkey), Mr. Gibson (United States of America), M. Litvinoff (Union of Soviet Socialist Republics).

In the course of this discussion, the German delegation made an official declaration informing the General Commission that the German Government could not undertake to continue to take part in the work of the Conference unless it was conducted in future on the basis of a recognition of legal equality between the States.

<sup>1</sup> See Report on the Work of the League since the Twelfth Session of the Assembly (document A.6.1932, page 8).

<sup>2</sup> Germany and the Union of Soviet Socialist Republics.

<sup>3</sup> Afghanistan, Albania, Austria, Bulgaria, China, Hungary, Italy, Turkey.

#### 4. ARMAMENTS TRUCE.

As will be noted, the resolution contains a recommendation concerning the Armaments Truce. The General Commission, not being competent to adopt a resolution in the matter, referred the question to the Plenary Conference. The latter met on July 23rd and adopted — by forty-nine votes and one abstention (China) — a recommendation concerning the Armaments Truce, in the terms proposed by the General Commission.

The President of the Conference brought this recommendation to the notice of all the Governments invited to the Disarmament Conference, and requested them to be good enough to inform him, before November 1st, whether they agree to the renewal for four months of the truce concluded last year.

### 3.

#### POLITICAL QUESTIONS.

##### I. ENTRY OF THE TURKISH REPUBLIC INTO THE LEAGUE OF NATIONS.

At the meeting of the Extraordinary Assembly of the League of Nations on July 1st, 1932, the delegations of the countries mentioned below made the following proposal to the Assembly :

“ The delegations of Albania, Australia, Austria, the United Kingdom, Bulgaria, Colombia, Cuba, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Guatemala, Hungary, Italy, Japan, Latvia, Netherlands, New Zealand, Panama, Persia, Poland, Roumania, Spain, Sweden, Switzerland and Yugoslavia,

“ Recognising that the Turkish Republic fulfils the general conditions laid down in Article 1 of the Covenant for a State to become a Member of the League of Nations,

“ Propose to the Assembly that the Turkish Republic should be invited to enter the League of Nations and give it the benefit of its valuable co-operation.”

This proposal was introduced by the delegate of Spain and supported by the delegate of Greece.

The Assembly unanimously decided to place it on its agenda.

At the meeting of July 6th, the Assembly, after hearing speeches made by a considerable number of delegates in favour of admitting the Turkish Republic into the League of Nations, unanimously adopted the following resolution :

“ The Assembly,

“ Recognising that the Turkish Republic fulfils the general conditions laid down in Article 1 of the Covenant, paragraph 2, for a State to become a Member of the League of Nations,

“ Decides that the Turkish Republic shall be invited to enter the League of Nations and to give it the benefit of its valuable co-operation,

“ And instructs the Secretary-General to take such action as may be necessary in pursuance of this resolution.”

The following reply, made on July 9th, was received from H.E. Tevfik Rüstü Bey, Minister for Foreign Affairs of the Turkish Republic :

“ In reply to the invitation which you transmitted to me on behalf of the Assembly, I have the honour to inform you that the Turkish Republic is prepared to become a Member of the League of Nations and that the obligations assumed by Turkey under the Treaties concluded hitherto, including those concluded with States non-members of the League of Nations, are in no way incompatible with the duties of a Member of the League of Nations. In this connection, I would point out that all the Treaties signed before the admission of Turkey have been concluded in the spirit of the Pact of Paris, to which the majority of the Members of the League of Nations are also signatories.

“ In making this declaration, it is my duty to add that Turkey is in a special position as a consequence of military obligations ensuing from the Conventions signed at Lausanne on July 24th, 1923.

“ Such being the case, I desire to recall the terms of the Note which was signed by the representatives of Belgium, France, the United Kingdom, Italy, Poland and Czechoslovakia on December 1st, 1925, and which was quoted by the German Government in its letter

of February 8th, 1926, to the Secretary-General concerning the admission of Germany to the League of Nations. The last paragraph of that Note read as follows :

“The obligations resulting from the said article (Article 16) on the Members of the League must be understood to mean that each State Member of the League is bound to co-operate loyally and effectively in support of the Covenant and in resistance to any act of aggression to an extent which is compatible with its military situation and takes its geographical position into account.”

At the meeting of July 18th, the Assembly, on the recommendation of its Bureau, adopted the following resolution :

“Whereas the Turkish Government has accepted the Assembly's invitation to it to become a Member of the League of Nations,

“And whereas it is established that the Turkish Republic fulfils the conditions laid down in Article 1 of the Covenant,

“The Assembly

“Declares that the Turkish Republic is admitted to membership of the League of Nations, and

“Invites its representatives to take part in the proceedings of the present session of the Assembly.”

The representatives of Turkey took their places amongst the members of the Assembly, and, after a speech of welcome by H.E. M. Hymans, President of the Assembly, the text of which will be found in the Minutes of the meeting in question, the first delegate of the Turkish Republic, H.E. Cemal Hüsnü Bey, made a speech also to be found in the Minutes.

## II. APPEAL FROM THE CHINESE GOVERNMENT.

On June 14th, 1932, the Commission of Enquiry set up under the Council resolution of December 10th, 1931, sent the following telegram from Peiping to Geneva :

“After visiting Manchuria, the Commission returned to Peiping for the purpose of studying and co-ordinating the information collected and supplementing its documentation on certain points from Chinese sources. The Commission proposes to leave for Japan in the course of next week, as it wishes to have a further exchange of views with the Japanese Government. A part of its secretariat and some of its experts will remain at Peiping to study the documentary material. The Commission will begin to discuss its final report during its visit to Japan, and will complete and adopt this report on its return to China. The Commission hopes to submit its report in Geneva by about the middle of September at the latest.”<sup>1</sup>

The last sentence of this telegram raised a question which the President of the Assembly invited the Committee of Nineteen to discuss. Article 15 (last paragraph) of the Covenant provides that, “in any case referred to the Assembly, all the provisions of this article and of Article 12 relating to the action and powers of the Council shall apply to the action and powers of the Assembly,” while Article 12 (second paragraph) stipulates that “the report of the Council shall be made within six months after the submission of the dispute”. A comparison of these two texts showed that, as the question had been submitted to the Assembly by the Council's resolution of February 19th, its report should be drawn up before August 19th. In these circumstances, the possibility of proposing to the Assembly, with the approval of the Parties, the extension of the period laid down in Article 12 of the Covenant had to be considered.

The Committee of Nineteen met on June 24th. On the previous day, the Chinese delegation had transmitted to the Chairman a telegram from the Chinese Minister for Foreign Affairs drawing attention to the “serious situation created by the Japanese Diet passing a resolution for the recognition of the ‘Manchukuo’”. The Chinese Government urged the Committee to call upon the Japanese Government “to observe its obligations under the Council resolutions of September 30th and December 10th, 1931, to refrain from taking any initiative which would further aggravate the situation, and to desist from such recognition, which was sure to render the work of the Commission of Enquiry abortive and prepare the way for grave conflict in the Far East”.<sup>2</sup>

The Committee authorised its Chairman to send the following letter to the representatives of China and Japan :

“The last communication from the Commission of Enquiry, which was circulated on June 15th to the Council and Members of the League (document C.519.M.257.1932.VII) concludes with the words : ‘The Commission hopes to submit its report to Geneva by about the middle of September at the latest’.

“As the report of the Commission of Enquiry is bound to constitute one of the essential elements of the documentation which the Assembly has requested the Council to transmit to it, together with any observations it may have to make, I think it should be arranged that the Council and Members of the League to whom this report will be

<sup>1</sup> Document C.519.1932.

<sup>2</sup> Document A.(Extr.).Com.Sp.13.1932.

communicated should be given time to study it carefully, which would be impossible if the period of six months provided for in Article 12 of the Covenant were strictly observed in the present case.

“ After consulting the members of the Assembly who are sitting on its Special Committee, I have the honour to place before you the following proposal which, if it meets with your agreement and that of the Japanese (Chinese) representative, might be submitted to the Assembly, which I shall summon in plenary meeting at an early date :

“ ‘ While laying stress on the exceptional character of a measure which is imposed on it by circumstances, the Assembly, noting that the representatives of the Chinese and Japanese Governments have both informed its President of their agreement concerning the extension of the time-limit laid down in the second paragraph of Article 12 of the Covenant, decides to prolong this time-limit to the extent that may be strictly necessary and on the understanding that the said extension shall not constitute a precedent.

“ ‘ After receiving the report of the Commission of Enquiry, the Assembly, on the proposal of its Committee, will fix the duration of the extension.

“ ‘ It goes without saying that, in deciding upon this extension, the Assembly has no intention of unduly prolonging its work ; it desires to conclude it as rapidly as circumstances permit. It hopes, in particular, that its Committee will be in a position to begin its examination of the report of the Commission of Enquiry before November 1st.’

“ In submitting to you this proposal, it is my duty to add that I have every confidence that the undertaking not to aggravate the situation entered into by the two Parties before the Council, and recorded by the latter on September 30th and December 10th in resolutions which retain their full executory force, will be scrupulously observed : I am sure that you will agree with me that these resolutions will continue to be fully valid during the period for which the time-limit of six months may be extended. I would also refer you to the resolution which the Assembly adopted on March 11th, and in which it recalled the two resolutions of the Council.

“ If the proposal which I have the honour to submit to you meets, as I hope it may, with your agreement, I should be grateful if you would inform me as soon as possible, in order that I may summon a plenary meeting of the Assembly.”<sup>1</sup>

On June 25th, the Japanese representative stated that, while still maintaining his previous reservations, he had no objection to the extension of the time-limit fixed in Article 12 of the Covenant.<sup>1</sup>

The Chinese Government replied on June 26th that it agreed to the prolongation, subject to the condition that the six months' period was not prolonged more than was absolutely necessitated by the physical circumstances. While noting the firm intention of the Committee of Nineteen to begin to study the report of the Commission of Enquiry before November 1st, the Chinese Government expected that the final report of the Assembly would be adopted or ready for adoption, before then. It added that, since the adoption of the Council resolutions of 1931 and the Assembly resolution of March 11th, Japan had continuously aggravated the situation by extending the area of military occupation and hostilities and by establishing and supporting a puppet organisation in Manchuria ; hence it was the understanding of the Chinese Government that, in adopting the proposal as recommended by the Special Committee, the Assembly would not tolerate, during the period of prolongation, any further aggravation of the situation.<sup>1</sup>

The Assembly met on July 1st and adopted the proposal to extend the time-limit of six months, which its President had submitted to the Parties and in regard to which both Parties had expressed their intentions.

During the discussion which preceded the adoption of this proposal, the President laid stress on the exceptional circumstances which made this necessary. He emphasised the fact that, as it was due solely to those exceptional circumstances, it could not constitute a precedent.

The Chinese representative, after stating that his Government agreed to the extension of the time-limit, explained the reasons for which it considered that this was a grave matter both for China and for the League. If the authors of the Covenant had laid down a time-limit of six months, it was because they wished to avoid the prolongation of a conflict and also because a Party might create a *fait accompli* and virtually impose the solution it desired to see. In the present case, while it was true that Article 15 of the Covenant had not been invoked until February 1932, the dispute had been brought before the League under Article 11 in September 1931. During the first months, China had refrained from invoking Article 15 and had made a supreme effort to bring about a solution of the conflict by conciliatory means, in accordance with the advice which she received from several quarters. She should not in the end be penalised because of her patient and conciliatory attitude.

China considered that she was not to blame for the delay in the preparation of the report of the Commission of Enquiry. In September last, she had urged that such a Commission should be sent to Manchuria ; Japan had objected to this. When, on December 10th, it was decided to send the Commission, China urged its immediate despatch. It did not leave until the end of January and did not reach Mukden until April 21st. In these circumstances, China had the right to ask that the extension of the time-limit should be restricted to the absolute minimum.

<sup>1</sup> Document A.(Extr.).123.1932.VII.

In the Chinese Government's view, any new delay was serious. Making use of a puppet Government, Japan was now engaged in destroying the integrity of the Chinese Maritime Customs, the Postal Administration and the Gabelle Service. The military situation had also grown worse. China estimated that there were some 60,000 Japanese troops in Manchuria ; reinforcements of cavalry and other units had recently been sent there. Moreover, the three provinces which used to be the granary of China would this year have to import vast quantities of food if famine was to be avoided. The farmers and peasants had not sown their crops ; hence further delay in the settlement of the conflict could not fail to increase the damage inflicted upon the Chinese people and also favour the attempt of those who were seeking by armed force to create a *fait accompli*. Therefore the Chinese Government wished it to be clearly understood that, in adopting the proposal to extend the time-limit of six months, the Assembly would not tolerate, during the period of prolongation, any further aggravation of the situation.

The Swedish delegate expressed the opinion that one very important reason for the present difficulties was to be sought in circumstances for which the League itself and its organs were responsible. From the outset, the Sino-Japanese dispute had called for firm and rapid action. To-day, as a matter of fact, the Assembly had no real choice, and the Swedish delegation would support the proposal to extend the time-limit, subject to certain observations.

In the first place, the time-limit should not be extended beyond what was strictly necessary. In this connection, the Commission of Enquiry was simply required to supply the League authorities with as comprehensive documentary material as possible, which would enable those authorities, with full knowledge of the case, to take decisions designed to bring about a fair settlement of the dispute. It was for the Assembly itself to take the measures contemplated in Article 15 of the Covenant and to decide on the terms of settlement of the dispute. The Swedish delegate expressed the hope that the Council would arrange for the documentary material to be submitted to the Assembly at the earliest possible date.

Secondly, he recalled the terms of the resolution adopted by the Assembly on March 11th, 1932, which referred not only to the attitude of the Parties to the case but also to that of all the Members of the League. That resolution stipulated " that it was contrary to the spirit of the Covenant that the settlement of the Sino-Japanese dispute should be sought under the stress of military pressure on the part of either Party ". Further, the Assembly had proclaimed that " it was incumbent upon the Members of the League not to recognise any situation, treaty or agreement which might be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris ".

The delegate of Czechoslovakia recalled that, at previous meetings, M. Beneš had urged that the Assembly should act strictly in conformity with the provisions of the Covenant and in the spirit of the Covenant, that it should use its whole influence to persuade the two Parties to remain within the law and to abstain from acts of coercion or violence. If the Czechoslovak delegation approved the proposal submitted to the Assembly to-day, it was only with the firm conviction that, during the further period allowed, no act would be committed which might aggravate the situation or give rise to any new fact such as to prejudice a peaceful settlement. In no case could the infringement of the Assembly's previous resolutions be allowed.

The delegate of Mexico stated that he was bound, in the name of his country, to make the express reservation already included in the text of the proposal — that was, that the acceptance of this delay should not set an example or constitute a precedent for the future. In view of the magnitude of the moral interests involved, he wished to add that, personally, he sincerely hoped that this reservation would be taken into account by subsequent Assemblies.

The delegate of Spain wished to associate himself with the declarations made by the delegates of Sweden, Czechoslovakia and Mexico. The League must later take steps to guard itself against the conclusions that some might perhaps endeavour to deduce from this precedent. But it would be unjust to turn against men who, at this moment, represented the League itself. This was the first case that had necessitated the application by the League of the stipulations of the Covenant providing for the Assembly's intervention in a dispute. It was only natural that its inexperience should have made itself felt. The League had committed not serious faults but rather errors in procedure, one of which was certainly the perhaps inevitable delay with which the Commission of Enquiry was organised and sent to the Far East.

After the proposal had been adopted, the President stated that he wished, in connection with this decision, to stress one particularly important point. If the Assembly had agreed to the extension of the time-limit, it was because it felt that the League should pursue its efforts under the most favourable conditions, with a view to a satisfactory settlement of the dispute referred to it. The Parties, both of whom were Members of the League, must do their best to help it to bring about conditions favourable to a settlement. After referring to the letter sent by him on June 24th to the representatives of China and Japan, he recalled the undertaking not to aggravate the situation entered into by the two Parties before the Council and also to the Assembly resolution of March 11th, adding :

" Such being the case, the decision just taken by the Assembly authorises me to declare that the Parties must abstain from any action that might compromise the success of the work of the Commission of Enquiry or of any efforts the League may make with a view to a settlement.

" I would remind you also that, on March 11th, the Assembly proclaimed ' that it is incumbent upon the Members of the League of Nations not to recognise any situation, treaty or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris. ' "

### III. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

In June and July 1932, while the Bolivian and Paraguayan delegates were still engaged at Washington, under the auspices of the "Commission of Neutrals" (United States of America, Colombia, Cuba, Mexico and Uruguay), in conducting the negotiations which had been commenced several months previously with a view to the conclusion of a bilateral pact of non-aggression, further serious incidents occurred in the territory of the Northern Chaco, the Government of each country throwing the blame for the aggression on the troops of the other.

This situation was first brought to the notice of the Secretary-General in a letter from the delegate of Bolivia, dated July 21st. After reporting a Paraguayan attack on July 15th against the Bolivian Santa Cruz outpost (region of Laguna Grande, in the department of Chuquisaca), and the coincidence of this aggression with the withdrawal of the Paraguayan representatives from the Washington Conference, the Bolivian delegate added :

"Lest any erroneous interpretation might subsequently be placed on this occurrence, I desire to inform you of the truly regrettable circumstances of such an act, in order that the facts may be seen in their true light."

To these Bolivian accusations, the Paraguayan Government replied on July 27th that the attack of July 15th had been launched, not against the Santa Cruz outpost, but more than 100 kilometres to the south-west, against the Carlos Antonio Lopez outpost. This latter Paraguayan outpost had been taken by the Bolivian troops on July 15th, and retaken by the Paraguayan troops on the 19th.

The Paraguayan Government also accused Bolivia of having, during the Washington negotiations, constructed some ten new outposts in the Chaco in such a way as to confront Paraguay with accomplished facts and be able, in case of need, if Paraguay reacted in defence, to present herself as the victim of an aggression. It was in view of these facts that Paraguay had decided, on July 9th, 1932, to withdraw her delegates from the Washington Conference. In response, however, to representations made by the Commission of Neutrals, she had revoked that decision on July 20th, so that the Paraguayan delegation was still at Washington ready to engage in any useful negotiations. Being convinced of the soundness of her claim, Paraguay would appeal, with the object of settling her dispute with Bolivia, only to those pacific means which international justice offered.

The President-in-Office of the Council, having noted these two communications, sent the following letter to the Secretary-General on July 29th :

" . . . It appears from information in my possession that several American nations are continuing their efforts to bring about a peaceful settlement. I am sure that all my fellow-members of the Council are with me in hoping that those efforts may be crowned with success. Inasmuch as the present situation is one which might disturb the peace or the good understanding between two Members of the League, the other Members cannot regard the development of this situation with indifference. I should therefore be grateful if you would bring this letter to the notice of the delegates of Bolivia and Paraguay and request them to inform their Governments that the President-in-Office of the Council, who happens to be also a citizen of an American Republic, is anxiously watching developments in this matter, and that he begs them to lend all possible assistance to the other American Republics which are endeavouring to restore a peaceful atmosphere, in the spirit of the Covenant of our League."

On July 30th, the Paraguayan delegate communicated to the Secretary-General, for information, a telegram which his Government had despatched to him on the 29th. This telegram stated that an attack by a Bolivian patrol had been repulsed near the Paraguayan Colonel Bogado outpost (Bahia Negra area), that this new attack had been represented by Bolivia as a Paraguayan attack on an alleged "Florida" outpost, the existence of which was unknown, that two Bolivian military aeroplanes had flown, on the 28th, over the Boquerón outpost, and that the Paraguayan garrison of the Corrales outpost had retreated before superior Bolivian forces. The Paraguayan delegate added that Bolivia had just refused to appear at Washington in response to the appeal of the Commission of Neutrals, who, with a view to the peaceful settlement of the conflict, asked that an undertaking might be given to refrain from any hostile act which might aggravate or extend the dispute. The Government of Paraguay, for its part, responding to that appeal, had instructed all the military commanders of the outposts in the Chaco to remain strictly on the defensive.

On August 1st, the President-in-Office of the Council sent to Bolivia and Paraguay a telegram in which he reminded them that, on the occasion of the incidents of December 1928 concerning the Chaco, the Council, under the presidency of M. Briand, had obtained from the two Governments a solemn promise to have recourse to a procedure of pacific settlement in conformity with the Covenant, and also to take urgent measures to prevent fresh incidents liable to compromise the success of any pacific procedure. Relying on this precedent and being certain that he interpreted the feelings of all the members of the Council, the President continued :

"I address an urgent appeal to the two Governments that they lend themselves, as in 1928, to the moderating action of friendly nations, and, respecting the undertakings which



bind Members of the League of Nations, seek the settlement of their dispute without departing from peaceful methods." <sup>1</sup>

On the same day (August 1st), the Paraguayan Minister for Foreign Affairs telegraphed to the President-in-Office of the Council to draw his attention to military hostilities against his country without any previous demand for explanations or declaration of war, the last of these acts being the capture of the Paraguayan Toledo outpost (July 29th), the bombing by air of the Colonel Martínez outpost and Isla Poi, and the artillery attack on the Boquerón outpost (July 31st). Paraguay denounced this as an express breach of Articles 10 and 11 of the Covenant, adding that she had always been and continued to be prepared to submit the dispute with Bolivia to arbitration, that she had accepted the invitation of the Commission of Neutrals for an international investigation of the events of June 15th and 29th and July 15th, and that those were the circumstances in which the military hostilities which she was notifying to the President were taking place.

On August 2nd, the President-in-Office of the Council communicated this telegram to the Bolivian Government for its information, adding :

" I would draw your particular attention to the statement of the Paraguayan Government that it has been and remains disposed to submit the dispute with Bolivia to arbitration. Under Article 12 of the Covenant, arbitration is one of the alternative procedures to which all Members of the League have agreed to submit any dispute likely to lead to a rupture. I should be grateful to be informed as soon as possible, for the information of the Council, what is the method of pacific settlement contemplated by your Government. "

On August 3rd, both Governments replied to the President's telegram of August 1st. The Paraguayan Government said that it had given repeated proofs of its intention to settle the boun dary question with Bolivia by legal means. " It is Bolivia," the Paraguayan Government asserted, " who is bringing about this war of aggression, which is unjustified both morally and legally. "

The Bolivian Government, in reply to the President's telegrams of August 1st and 2nd, gave the Council the following information : On June 29th, Paraguayan forces had attacked the Bolivian outpost at the Chuquisaca Lagoon. Whereas, notwithstanding this attack, Bolivia remained at the Washington Conference, Paraguay withdrew her delegates and renewed her attack in the Lagoon with strong forces on July 15th. She then informed the Commission of Neutrals that she would return to the Washington Conference. On July 25th, the Bolivian Florida outpost — the existence of which could be proved — was attacked by fifty Paraguayan soldiers. In view of these repeated attacks, the Bolivians, by way of reprisals, took three Paraguayan outposts. It was, moreover, incorrect that Paraguay had accepted an investigation of the events of June 15th and 29th. It was after the second attack on July 15th that she had offered to return to the Washington Conference, when the situation had already substantially altered, and Bolivia, who was the victim of the first outrage, could not calmly return to Washington after the second. Paraguay had repeated the attack of 1928, and, this time, Bolivia had been forced to arrest any action by Paraguay on a larger scale in order to limit its consequences. The telegram from the Bolivian Minister for Foreign Affairs concluded :

" In response to the League's appeal, my Government declares that it does not reject pacific means based on the settlement of the dispute within the express limitations placed on the good offices of the neutrals. "

The above telegram from the Bolivian Government was communicated on August 4th by the President-in-Office of the Council to the Paraguayan Government for its information. The President of the Council added :

" I would specially draw your attention to the final sentence of the Bolivian telegram. In view of the desire for a pacific settlement, also expressed in Your Excellency's telegram of August 1st, it seems that the way is open to agreement on a method of settlement that will enable the undertakings in the League Covenant to be observed. "

On the same day, the President of the Council telegraphed to the Bolivian Government :

" The last sentence of your telegram, in conjunction with the sentence of the telegram from Paraguay dated August 1st, to which I had directed your special attention, justifies, I think, the assumption that the two nations desire a pacific settlement. It seems that the way is open to agreement on a method of settlement permitting of the observance of the undertakings of the League Covenant. "

After this exchange of telegrams, the two Governments continued, during August, to send various communications to the Secretary-General.

On August 5th, the delegate of Paraguay stated once more, on behalf of his Government, that his country was prepared to have recourse to arbitration, and that, as it had not as yet been possible to reach any agreement on the subject of the dispute, Paraguay agreed to entrust to the arbitrators the framing of an agreement of reference. Such arbitration, proceeding by

<sup>1</sup> Representations at Asunción and La Paz in support of the intervention on the part of the President-in-Office of the Council were made by the Spanish Government, which informed the Secretary-General of the fact telegraphically on August 3rd, and by other Governments.

successive stages, dealing first with the agreement of reference which would determine the specific subject of the dispute — that was, the contested zone — and then with the question which party had the best claim to that zone, had already, on September 9th, 1929, been proposed by the Paraguayan delegation to the Bolivo-Paraguayan Commission of Enquiry and Conciliation at Washington.

On August 6th, the Paraguayan delegate informed the Secretary-General that Bolivian aircraft, without any previous declaration of war, had, during the previous week, repeatedly bombarded, not only Paraguayan outposts within the Chaco, but also Mennonite colonies. On the same day, in reply to the telegram sent by the President of the Council on August 4th, the Paraguayan Government said that all America realised that Bolivia had committed an act of aggression in attacking the Carlos Antonio Lopez outpost on July 15th, and confirmed its statement that Paraguay had always been, and was still, prepared to seek a solution of the dispute by arbitration or other legal means. On August 8th, the delegate of Paraguay stated that his Government had, on August 5th, accepted the proposals of the American countries recommending the suspension of hostilities and a return to the *status quo* of June 1st. He added that Bolivia had thought fit to reject these suggestions. Bolivia agreed to an armistice only on condition that she might keep the outposts which she had taken from Paraguay.

For its part, the Bolivian Government, after its delegate had, on August 12th, denied the capture of the Paraguayan Carlos Antonio Lopez outpost and consequently its alleged recapture by Paraguayan troops, complained of a Paraguayan attack, made on August 9th, on the Bolivian Tejerina outpost. On August 13th, the Bolivian delegate announced that, in response to the friendly request of the Commission of Neutrals sitting at Washington, his country had agreed to suspend the hostilities which she had been conducting in the Chaco to defend herself against the Paraguayan aggression of July 15th. The Bolivian Government hoped that, meanwhile, the Commission of Neutrals would be able, on the basis of the Covenant of the League of Nations, to find a solution for the Chaco problem which would be rapid and equitable as well as final.

In subsequent communications (August 18th and 19th) the Bolivian delegate notified the Secretary-General of two further incidents (attack on the Bolivian Huijay outpost on August 15th ; attack on the Caraya outpost on August 17th).

On the other hand, in a communication dated August 20th, the Paraguayan delegate pointed out that all the countries of America had subscribed to a declaration renouncing the acquisition of territory by conquest, and had communicated it to Bolivia and Paraguay. He added that his country had immediately accepted this declaration, but that Bolivia had not done so.

Subsequently, in the early days of September, Press reports indicated a further aggravation of the situation. On September 10th, the President-in-Office of the Council requested the Secretary-General to transmit a new appeal to the Governments of the two countries. In this communication, the President of the Council reminded the parties that, after their Governments had confirmed that they intended to seek pacific settlement of their dispute in conformity with the undertakings to which they had subscribed in the Covenant of the League of Nations, he had, in his telegram to them of August 4th, felt himself able to note that the way was open to agreement on a method of settlement. He added :

“ Since then, efforts which we have observed with satisfaction and confidence have been made in America to arrive at a pacific solution. Recently, however, public opinion has been disturbed by Press reports indicating that matters have become much worse. I hope that the two Governments will shortly communicate for the information of my colleagues on the Council and the Members of the League the measures they intend to take to put an end to a situation which is a danger to peace. Although I cannot doubt that the undertakings to seek a pacific solution embodied in the Covenant will be fulfilled, I should be very glad if you would inform the two Governments that we hope shortly to receive reassuring information. I would ask you to add that I consider it my duty, as President-in-Office of the Council, to remind them that they have undertaken solemnly to observe their obligations as Members of the League. ”

On September 12th, the Paraguayan Government replied to this appeal, pointing out that the Commission of Neutrals had been continuing its mediation, for which reason Paraguay had refrained from having recourse to the League. The Paraguayan Government added :

“ We have accepted all procedures proposed to avoid armed conflict, as well as arbitration or the jurisdiction of the Hague Court, to solve the dispute. To-day, we are informing the neutrals of our readiness to accept a suspension of hostilities. We believe Paraguay has strictly complied with her obligations as a Member of the League and of the community of civilised nations. ”

In his reply, dated September 13th, the Bolivian Minister for Foreign Affairs stated :

“ I have the honour to inform you that my Government accepted the truce proposed by the neutrals, which Paraguay caused to fail by making unacceptable demands. At present, Bolivia is standing on the defensive, the cessation of hostilities not lying in her hands. I have just replied to neutrals that this Government reiterates its acceptance of the truce in order to seek fundamental solutions. ”

4.

ADMINISTRATIVE QUESTIONS.

I. SAAR TERRITORY.

PERIODICAL REPORT OF THE GOVERNING COMMISSION.

The Governing Commission has sent to the League of Nations its fiftieth periodical report relating to the second quarter of the year 1932. This report deals, in particular, with the following questions :

*Economic and Social Situation.*

The index of the cost of living fell in the course of the second quarter. The number of unemployed in May was 42,881.

*Political Situation.*

During the period from April 1st to June 30th, the Advisory Council and the Technical Committee gave their opinion on a certain number of draft decrees, particularly with regard to taxation and insurance.

*Administration.*

*Interior.* — The persistence of the economic depression has had a bad effect on the communal budgets. Fiscal receipts have fallen off and the resources of the communes have consequently been steadily diminishing, while their expenses have continually increased owing to the burdens imposed by unemployment relief.

*Finance.* — A general examination of the financial position by the Governing Commission revealed the fact that energetic measures would have to be taken to ensure budgetary equilibrium.

*Economic Affairs.* — The Department of Economic Affairs is continuing to follow carefully the effects on the Saar of recent measures in France subjecting imports of a number of goods into French Customs territory to a quota or permit system.

*Education.* — The Governing Commission decided to give professional instruction to unemployed young men and young women and decreed the extension of compulsory post-school training to those having no apprenticeship contracts.

*Public Works.* — In order to assist the unemployed, and especially those with large families, the Governing Commission placed at their disposal uncultivated land capable of being transformed into gardens.

*Railways.* — In the course of the last few months, there has been a slight recovery in traffic as measured by full-car loadings.

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The report also contains detailed information on the following questions: mines administration, aviation, justice, public relief and health, agriculture and forestry, labour and social insurance.

II. FREE CITY OF DANZIG.

POLITICAL, ECONOMIC AND FINANCIAL SITUATION.

The annual report of the High Commissioner, dated May 31st, 1932, has been communicated to the Council and to the Government of Danzig.

The report is of a general character and deals, *inter alia*, with the local situation at Danzig, internal politics, the relations between Danzig and Poland, the railways and Customs questions.

In his report, the High Commissioner refers more particularly to the steps taken by the Senate to cope with its financial difficulties, the changes it has made in the Currency Law and the amendment to the Constitution which has enabled the Senate to make an appreciable

reduction in salaries and wages ; reference is also made to the failure of two attempts by the parties of the left to dissolve the Popular Assembly.

The High Commissioner expresses the hope that the regrettable tension in the relations between Poland and Danzig will disappear as a result of the legal elucidation of certain contentious questions.

### III. MIXED COMMISSION FOR THE EXCHANGE OF GREEK AND TURKISH POPULATIONS.

The Council was informed by the President of the Mixed Commission that the Greek and Turkish Governments had decided not to fill the vacancy caused by the retirement of M. Rivas Vicuna, and that M. Holstad and M. Andersen would in future discharge the duties of neutral members prescribed by the agreements in force, more particularly by the Angora Convention. It is understood that, in the event of disagreement between M. Holstad and M. Andersen, the Presidents of the Turkish and Greek delegations will choose, jointly and for each particular case, a third arbitrator from among the Presidents of the Mixed Courts at Istanbul.

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## 5.

### MANDATES.

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#### I. ADMINISTRATION OF TERRITORIES UNDER MANDATE.

The Mandates Commission, which in November 1931 provisionally fixed June 6th, 1932, as the date for the opening of its twenty-second session, has decided to hold a single session in November 1932. All the annual reports of the mandatory Powers will therefore be examined by the Commission at its autumn session.

#### II. PROPOSAL OF THE UNITED KINGDOM GOVERNMENT REGARDING THE TERMINATION OF THE MANDATORY REGIME IN IRAQ: SIGNATURE AND RATIFICATION BY IRAQ OF THE DECLARATION APPROVED BY THE COUNCIL.

The Secretary-General, in a note dated July 13th, 1932 (document C.550.1932.VI), informed the Council that the Government of the Kingdom of Iraq has submitted to him, duly signed, the declaration approved by the Council's resolution of May 19th, 1932, and containing the guarantees to be given by Iraq, together with the instrument of ratification of this declaration.

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## 6.

### SLAVERY.

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#### I. ACTION TAKEN ON THE ASSEMBLY'S RESOLUTION OF SEPTEMBER 25TH, 1926.<sup>1</sup>

The following communication has been received in response to the above-mentioned resolution of the Assembly :

Letter from the Government of the Sudan, dated April 10th, 1932.

Letter dated August 27th, 1932 from the India Office forwarding a memorandum on measures for the Abolition of Slavery in Burma (1931-32).

These communications have been published in the *Official Journal* and circulated to the Assembly.

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<sup>1</sup> See report on the Work of the League of Nations since the Twelfth Session of the Assembly (document A.6.1932, pages 54 and 55).

## II. COMMITTEE OF EXPERTS SET UP IN VIRTUE OF THE ASSEMBLY'S RESOLUTION OF SEPTEMBER 25TH, 1931.<sup>1</sup>

The Committee of Experts set up in virtue of the Assembly's resolution of September 25th, 1931, held its first session at Geneva from May 4th to 11th, 1932, under the chairmanship of M. Gohr (Belgian).

It held a second session from August 22nd to 30th, 1932, at which it decided upon the terms of its report. During the second session, M. Zedda was replaced, in accordance with the Council decision of May 20th, 1932, by M. Vellani, Head of the Study and Propaganda Bureau at the Ministry for the Colonies, Rome.

### 7.

## WORK OF THE TECHNICAL ORGANISATIONS.

### I. ECONOMIC AND FINANCIAL ORGANISATION.

#### A. SECTION OF ECONOMIC RELATIONS : WORK OF THE ECONOMIC COMMITTEE.

##### 1. EFFECTS OF THE ECONOMIC AND FINANCIAL CRISIS ON THE REGIME OF INTERNATIONAL TRADE.

##### *Falling-off in World Trade.*

The Economic Committee, which, at its sessions in October 1931 and January 1932, had examined the effects of the economic crisis and of financial difficulties on international trade, devoted the greater part of its last session (June 2nd to 4th, 1932) to a further examination of the falling-off in international trade. The Committee found that, notwithstanding the short time that had elapsed since the publication of its last report, its fears had been confirmed, or even outstripped, by events.

The Secretariat had prepared a note<sup>2</sup> for the Committee, giving particulars of the present conditions of international trade.

This note shows that the aggregate value of the foreign trade of the forty-five principal countries, expressed in millions of dollars, was :

	Imports	Exports
In 1928 . . . . .	30,420	28,071
In 1929 . . . . .	31,198	28,487
In 1930 . . . . .	25,370	22,825
In 1931 . . . . .	18,258	16,221

The margin between the figures of 1929 and 1931 expressed as a percentage is 41.5 on imports and 43.1 on exports.

It is, however, much larger if the figures of the total trade for the months of *January* and *February* in the years 1929 and 1932 are set side by side.

	1929	Imports 1932	Difference	1929	Exports 1932	Difference
January . . . . .	2,740	1,101	— 1,639	2,415	957	— 1,458
February . . . . .	2,380	1,114	— 1,266	2,206	1,006	— 1,200

Expressed as a percentage, the set-back is as follows :

	On imports	On exports
January . . . . .	59.8	60.4
February . . . . .	53.2	54.4

Down to January 1930, the aggregate value of trade was more or less maintained, but, from the following month onwards, the set-back began, gathering force in the second half of 1930

<sup>1</sup> See report on the Work of the League of Nations since the Twelfth Session of the Assembly (document A.6.1932, page 55).

<sup>2</sup> Document E.780, an extract from which was published as an annex to the report of the Economic Committee to the Council on its thirty-eighth session (document C.516.M.255.1932.II.B).

and throughout 1931. It naturally assumes different aspects in different countries and the following percentage figures give very suggestive indications of the falling-off of foreign trade between January 1930 and January 1932 :

Imports		Exports	
Switzerland . . . . .	21	Brazil . . . . .	21
Sweden . . . . .	26	Argentine . . . . .	31
Austria . . . . .	37	Sweden . . . . .	34
Japan . . . . .	37	Belgium . . . . .	40
United Kingdom . . . . .	39	Roumania . . . . .	42
Brazil . . . . .	44	Italy . . . . .	46
Union of South Africa . . . . .	47	United Kingdom . . . . .	47
Czechoslovakia . . . . .	48	Union of South Africa . . . . .	48
Belgium . . . . .	50	Germany . . . . .	49
France . . . . .	51	Canada . . . . .	49
Italy . . . . .	52	Switzerland . . . . .	50
Argentine . . . . .	54	France . . . . .	51
United States of America . . . . .	58	Japan . . . . .	53
Hungary . . . . .	59	Austria . . . . .	54
Yugoslavia . . . . .	59	Poland . . . . .	58
Canada . . . . .	60	Czechoslovakia . . . . .	61
Roumania . . . . .	61	United States of America . . . . .	63
Spain . . . . .	62	Yugoslavia . . . . .	65
Poland . . . . .	63	Spain . . . . .	70
Germany . . . . .	66	Hungary . . . . .	70

These figures relate, it is true, only to values expressed in the currencies employed in the national trade returns. As prices have fallen during the period considered, they overstate the actual contraction in the *quantum* of trade ; this is true in the case, not only of countries whose currencies were still on a gold basis in January 1932, but also of other countries (Argentine, Brazil, Canada, Japan, Sweden, the United Kingdom), where, in general, import and export prices have fallen during the period in spite of the currency depreciation.

However, neither the conception of value nor of quantity, taken separately, can convey any idea of the real extent of the phenomenon of the etiolation of economic life. While the favourable or adverse balance of the *values exchanged* is an element of very great importance in the balance of payments, the falling-off in the *quantities exchanged* has an even more direct bearing on the unemployment figures and on means of transport which remain idle.

After examining this situation, the Committee reached the following conclusions :

The value of international trade to-day is only one-half, or, perhaps, less than half, what it was in the first quarter of 1929. During the same period, the number of wholly unemployed persons has more than doubled. According to the figures of the International Labour Office, from 20 to 25 million persons are now without work. The situation is growing worse from day to day and the world is awaiting with dread what the morrow will bring forth.

Yet there is not a single country in the world and certainly not one in Europe which has not applied every means in its power and which experience suggests to prevent its national economy from being affected by the general depression. On the contrary, the force of propagation inherent in the direct and indirect measures of defence and restriction has caused them to multiply *ad infinitum*, and it is no longer possible to keep count of them. New ones are being invented daily in every country and if their curative value is more than doubtful their general effect is only too certain. To borrow the vigorous expression used by the Financial Committee, it amounts to " the strangulation of international trade ".

Even more definitely than in January, the Economic Committee had the impression that the individual actions of States — necessarily limited to defence and inevitably counteracted by other States — superimposed one on the other only aggravate the situation.

These measures are comprehensible, perhaps even inevitable, from the national point of view, but taken as a whole they are disastrous.

No one is still under the illusion that it is possible for a country to improve its economic situation simply by means of the unilateral measures which it considers indispensable. The figures are there to show that even the defence of the balance of payments, which is the legitimate concern of each country, is only achieved in a small measure and at the cost of economic depression and a lowering of the standard of living.

Imports can certainly be reduced by means of increased duties, surtaxes, prohibitions, quotas, restrictions on foreign exchange — even so there is a limit which must not be exceeded — but this reduction is inevitably accompanied by a contraction of exports.

If, as has often been argued, goods which can no longer be exported were sold on the home market in place of those excluded, we should not be confronted with the progressive fall in purchasing power and the constant increase in unemployment.

### *Recent Tendencies of the Commercial Policy of Governments.*

Prior to the crisis, the existence of a large number of commercial treaties ensured a reasonable measure of security and stability in commercial relations between the various nations, and those relations were governed by the principle of most-favoured-nation treatment. At present, however, the conclusion of commercial treaties is becoming more and more rare. States are reluctant to regulate their commercial relations as a whole by means of treaties. In order to meet particularly critical situations, they are content to have recourse to all kinds of expedients which enable them to resume their freedom of action at any moment. At the present time, the majority of agreements tend to restrict rather than to increase reciprocal advantages and some even appear to sanction explicitly and in advance the reciprocal right of the parties to harm each other.

Moreover, certain of the most recent agreements are based on reciprocity, whereas, until recently, the principle of the most-favoured-nation clause was, we might say, the basis of all commercial treaties. Even when advantageous treaties are still in force, the guarantees which they contain become illusory as a result of the unforeseen measures introduced to meet the crisis. What is the use of a consolidated duty if an exchange surtax is superimposed? What good is freedom of trade guaranteed by the treaty but actually abolished or reduced by prohibitions or quotas? What becomes of all the guarantees in the best treaty if buyers cannot obtain the foreign exchange necessary to pay for their purchases? Finally, what remains of this equality of treatment which the most-favoured-nation clause was designed to ensure?

The effects of such a state of affairs in a world where, thanks to technical progress, distances are tending to disappear, cannot be overestimated. These effects are still greater in a continent such as Europe, where a large number of highly developed countries exchange on an average nearly three-quarters of their trade with each other. Each is beginning to notice with uneasiness that arbitrary action and disorder in international economic relations are tending to take the place of the security which commercial treaties had restored to some extent after the war. There is no country which, while making restrictions which it considers inevitable, fails to realise that they are a make-shift to be abandoned as soon as possible. Moreover, it is to be feared that this policy acts as an inducement to profiteers, who are always ready to take advantage of exceptional situations: the parties concerned besiege the authorities with their petitions and too often succeed in obtaining, under pretext of the national interest, unwarranted protection from which they alone benefit.

### *Effect of the Control of Foreign Exchange Transactions upon International Trade.*

As the Economic Committee pointed out in its last report, the present situation of international trade is dominated, determined and explained almost entirely by those grave disturbances which, since July 1931, have been a feature of the monetary and financial situation. Since then, these difficulties have become much more acute, and it has become still more obvious that a settlement of financial questions must be brought about without delay and that international co-operation must be established in regard to monetary questions.

From the standpoint of the Committee, the efficacy of this co-operation must be gauged by its effects on international trade. In the Committee's view, the restrictions imposed on dealings in foreign exchange constitute an obstacle which is all the more formidable in that they are subject to frequent variations, and that, on this account, the trader is faced with unforeseen situations and deprived, even after the delivery of goods, of the payment which he has a right to expect.

Finally, they often lead to discrimination between different categories of commodities, and hence between different countries. Moreover, these monetary restrictions cause a great deal of harm by helping to vitiate and divert artificially the natural currents of trade: commodities which—in so far as they are not stopped by other obstacles—avoid markets which cannot pay or which can only do so with a depreciated currency have a natural tendency to flow in vast quantities to the few countries which are still in a position to make their payments in full, and with a sound currency. The latter, afraid of being swamped and deprived of the benefit of their exports, take up a defensive attitude in their turn. They are thus swept into this restrictive movement and, notwithstanding the soundness of their currency, they feel the indirect effects of the monetary disturbances of the other countries.

In this connection, the Committee also found that it appears to be very difficult for any country to put an end independently of other countries to the inconvenience which the control of exchange transactions imposes upon trade. Obviously, certain States could only do so if the countries with which their principal trade is carried on decided upon a similar policy.

### *Measures to be taken in the Domain of Commercial Policy.*

The Committee considered that, until satisfactory action had been taken in this field, existing commercial treaties should be maintained as far as possible, and their stipulations respected. It would even be desirable to conclude new ones, in accordance with the intention recently expressed by certain States.

Some of the difficulties resulting from measures of restriction could, moreover, be avoided if, before applying them, the countries concerned carefully weighed the consequences and took into

account the repercussions which they might have in respect of third countries. It was desirable that, whenever possible, preliminary consultations should take place.

The regrettable consequences of the quota system might be mitigated if the latter were applied in moderation and with due regard for the interests of other countries ; their sole purpose should be to avoid an abnormal increase in imports.

It should be remembered that commercial currents can always be modified and developed and that the charge can reasonably be laid against quotas that they are too rigid and arrest the expansion of trade.

The Economic Committee was of opinion that, although in some cases exceptional conditions may necessitate the application of the quota system, it should be a purely temporary expedient. Pending its disappearance, it is in any case essential that it should be attenuated in every possible way.

Certain countries which have gone a long way in the matter of quotas, in the control of foreign exchange dealings or other forms of restriction, may feel that the time has not yet come for them to abandon these measures entirely, and may manifest a desire to effect the necessary transition step by step ; but it would at the very least be desirable that they should not aggravate the present situation by continually adding new measures to those they have already introduced. A considerable pause in the application of the system would represent a relative progress and might make it easier to return to more normal economic principles.

It must be remembered that, if prosperity is to be restored, international trade must be resuscitated. That should be the fundamental idea of the Governments and the essential object of their efforts.

#### *Exceptions to the Most-favoured-nation Regime.*

The Committee was unanimously of opinion that, following the doctrine defined in its report of June 18th, 1929 (document C.138.M.53.1929.II.B) and notwithstanding the infringements to which the most-favoured-nation regime is now subjected, the grant of this regime in Customs matters " ought to be the normal ", and that its disappearance would lead to confusion and incalculable difficulties.

None the less, the Committee admitted that in the present exceptional circumstances, pending the restoration of economic equilibrium, one way of saving the regime of the most-favoured-nation clause might be to agree to such exceptions as seem essential for the solution of particular difficulties. At the same time, there must be no entering into academic controversies about these exceptions without knowing exactly what one of the parties asks and what is the extent of the concessions that the other party would have to make. If exceptions to the clause seem necessary to the parties concerned, they must be submitted for the assent of third parties in a concrete and specific form. In that case, they will have much more chance of obtaining the consent of third countries.

#### *Necessity for Concerted Economic Action.*

In passing so severe a judgment on the results of the policy at present followed by the majority of countries, the members of the Committee did not wish to give the Council the impression that they were indulging in criticism, which is an easy thing to do, and were addressing insufficiently considered reproaches to those who bear the heavy burden of responsibility for the conduct of business in their own countries. Most of them are themselves responsible for bearing that burden in their own countries. Day after day, they are themselves led by the pressure of circumstances to apply those very measures which, when met together at Geneva, they find to have such small advantages and such serious drawbacks.

The truth is that no country is to-day in a position to divert the trend of economic evolution to its own benefit by its own unaided efforts. Only concerted action, which for the moment is difficult to imagine but to which the Committee ardently looks forward, can restore international trade to its full volume and then only provided that international relations enter upon a more peaceful era and that a lasting improvement can be effected in the financial position and the currency system.

Of this concerted action, the value of which was perhaps not fully realised by any country in more prosperous times, a few signs—uncertain and sporadic, it is true—are already to be seen upon the horizon and offer some hope of a possible improvement in the near future.

In the present grave situation, the worst possible thing would be to give way to despair and to persuade ourselves that we are powerless against the march of events.

The Economic Committee feels that a courageous policy, openly directed towards international co-operation and the co-ordination of efforts on an international basis, is more necessary to-day than ever before.

## 2. EXAMINATION OF THE INTERNATIONAL POSITION OF CERTAIN BRANCHES OF PRODUCTION.

### (a) *Coal.*

At its meeting in January 1932, the Economic Committee examined the results of the consultation of experts representing Governments, and employers', workers' and consumers' interests, and contemplated the possibility of a further meeting of this Sub-Committee of Experts.



The Committee has found that, since its last session, the particularly critical situation of the coal industry has grown steadily worse.

The idea of an international Coal Agreement, which, during the consultation of experts, seemed well on the road to realisation, has made no progress. The depression continues to weigh upon the coal industry; but it has not been possible to take any step in the direction of international agreement. Bitter commercial competition continues, and protective or prohibitive measures have been intensified in many countries.

The Economic Committee considered whether, in these circumstances, the Sub-Committee of Experts should be convened. One of the chief producing countries thought that this would be of no avail at present, and the Committee accordingly decided to postpone consideration of the expediency of another meeting until its next session.

#### (b) *Motor Vehicles.*

On May 30th, 1932, the Committee convened a meeting of experts from Belgium, the United Kingdom, Czechoslovakia, France, Germany and Italy, who were particularly well informed on the question of motor vehicles. An American expert had also been invited, but was unable to accept the invitation.

The experts present supplemented the documentary material prepared by the Secretariat with a view to an analysis of the falling-off in international motor-car production and trade which occurred during 1931; they pointed out the factors which are preventing an increased demand for motor vehicles, such as the taxation of motor vehicles and fuel, measures taken to encourage railway traffic, Customs duties, and also referred to the opening up of new countries to motor traffic.

The experts unanimously recommended that Customs barriers should be lowered in countries which are not producers of motor vehicles, but they were not altogether agreed as to the reduction of import duties in countries which are themselves producers. They pointed out the impossibility of arriving at a comprehensive solution in the absence of an expert from the United States, which, with Canada, represent 80 per cent of world production, but they suggested the creation of a free European market for the motor trade. They were of opinion that a close study of this suggestion should be made by the Permanent International Bureau of Automobile Producers at Paris before it could usefully be submitted to the Economic Committee.

### 3. NATIONAL ECONOMIC COUNCILS.

The Economic Committee, which was requested by the Second Committee of the twelfth Assembly to undertake the technical studies with a view to ensuring the co-operation of the National Economic Councils in the work of the League, considered it necessary, first of all, to obtain as complete and accurate information as possible on the existence, composition, character and functions of these Councils or similar organisations in the different countries.

This information, which was collected with the assistance of a competent person, will be summarised and published shortly. The Committee hopes to be in a position to forward documentation to the various Governments before the next meeting of the Assembly. It will be accompanied by the observations which the Committee may wish to put forward to meet the preoccupations of the Second Committee of the last Assembly.

### B. ECONOMIC INTELLIGENCE SERVICE.

The first *World Economic Survey*, published on August 15th, 1932, summarises in less technical form recent economic and financial developments up to the summer of this year. It is based on information collected by the Economic Intelligence Service and data furnished by other institutions such as the International Labour Office, International Institute of Agriculture, etc. The *Survey*, after reviewing the background of post-war years, describes and analyses the development of the present crisis; the disorganisation of production; the movement of prices; the course of international trade; the balancing of accounts; banking and credit policy; the conditions of wages, unemployment and labour; and the strain on public finances. In conclusion, it deals with the movement towards international economic co-operation and summarises the latest information available in July 1932.

### C. PREPARATION FOR THE WORLD ECONOMIC AND FINANCIAL CONFERENCE.

On July 15th, the Council acceded to the request of the Lausanne Conference that an Economic and Financial Conference should be summoned by the League of Nations, in the following resolution:

“ The Council,

“ 1. Accedes to the request of the Lausanne Conference that a Conference on Monetary and Economic Questions should be convoked by the League of Nations;

" 2. Appoints a Committee of the Council which, without prejudice to the mission which has been entrusted under the Lausanne Agreement to the Commission referred to in the following paragraph, shall take such decisions of a practical character as may be necessary in connection with the convocation of the Conference. This Committee shall consist of representatives of those Governments Members of the Council, which issued the invitations to the Conference of Lausanne and of the Members of Council who are the Rapporteurs on economic and financial questions.

" The Committee of the Council shall have power, if and when it considers it desirable, to invite other States to appoint representatives to the Committee ;

" 3 (a). Confirms and adopts the decision of the Lausanne Conference that a Commission of Experts constituted in accordance with Annex V of the Lausanne Agreement of July 9th, 1932, should make a preliminary examination of the questions to be considered at the Conference. This Commission will keep in touch with the Committee of the Council, and the latter will, in its turn, report to the Council, when it thinks necessary to do so. The Council invites this Commission, in particular, to prepare a draft annotated agenda for the Conference ;

" (b). Requests the President of the Council Committee, after consultation with his colleagues, to nominate three persons qualified by their financial competence and three persons qualified by their economic competence respectively to serve on each of the sub-committees of the Commission mentioned in paragraph 3 (a) above. The services of the Directors of the Economic Relations Section and of the Financial Section and Economic Intelligence Service shall be at the disposal of the Commission.

" (c). Invites the International Labour Office and the International Institute of Agriculture to place at the disposal of the Commission of Experts, in so far as the latter deems it necessary, the services of their technical organisations ;

" (d). The Committee of the Council shall have the power, in consultation with the Commission of Experts, to add to the number of the Commission if this is judged necessary ;

" 4. Recommends to the Assembly that the necessary financial provision for the Conference be made."

The Rapporteur (the representative of Spain) on the original resolution by the International Labour Conference in favour of convening a World Economic and Financial Conference, referred to in the report to the Assembly (document A.6.1932, page 62), proposed that this resolution, with the documentary material, should be transmitted to the Committee created under paragraph 2 of the resolution quoted.

By a resolution of the same date, the Council referred the outstanding questions contained in the general part of the forty-fifth report of the Financial Committee to the Preparatory Committee for the Economic and Financial Conference.

## D. WORK OF THE FINANCIAL COMMITTEE.

### 1. FINANCIAL RECONSTRUCTION WORK.

The Financial Committee, having met in March, did not hold its usual May meeting but held a short session from June 27th to 30th.

It examined the final report of the Gold Delegation, which had just been published, and stated that it was in general agreement with the constructive financial and economic proposals contained in that report.

As regards Bulgaria, the Committee noted the increase in the deficit as compared with previous estimates and urged the necessity for the fundamental reforms recommended in its previous reports. It also recommended the Council, in view of the difficulties of the Bulgarian Treasury, provisionally to exempt the Government from certain payments which, under the Protocol, were due to the National Bank for the redemption of the State debt.

The Committee noted that the Greek Government had suspended all the transfers required for the redemption and interest service of its foreign debt as from May 1st, and that it had only provided in the budget for the financial year 1932-33 a sum in national currency equivalent to about half the amount which was required for the interest service when the drachma was at a gold parity.

The Hungarian Government was obliged to suspend the transfer of the sums due on June 15th to the Trustees of the 1924 Loan ; it also ceased to pass through their hands the whole of the proceeds of the pledged revenues. While recognising that if those sums had passed through the hands of the Trustees the latter would have been obliged to retain the whole amount and the Hungarian Government would thus have been deprived of funds without which the administration of the country could hardly be maintained, the Committee pointed out that this action constituted interference with the powers of the Trustees and a breach of the Protocol.

The Committee was informed of the letter sent by the Roumanian Government to the Secretary-General, in which it expressed the desire to obtain the technical assistance of the League in applying its plans of financial reform and in the economic reconstruction of the country. The Committee requested its Chairman to follow the development of this question.

At its meeting on July 15th, 1932, the Council took note of the Financial Committee's report. It adopted a resolution requesting States which, during the last few months, had failed to meet their international obligations, to make every effort to do so. It appointed as

Commissioner in Bulgaria, in the place of M. Charron, M. Jean Watteau, formerly Adviser to the National Bank.

The general questions raised by the Financial Committee in its forty-fifth report, which have hitherto been dealt with by the Mixed Committee of Government Experts and of a Delegation of the Financial Committee, were referred by the Council to the Preparatory Committee for the Economic and Financial Conference for its consideration (See page 39.)

## 2. MIXED COMMITTEE OF GOVERNMENT EXPERTS AND OF A DELEGATION OF THE FINANCIAL COMMITTEE.

By a resolution of May 21st, 1932, the Council appointed a Mixed Committee of Government Experts and of a Delegation of the Financial Committee and instructed it to consider two questions: (a) the financial questions raised by the general section of the Financial Committee's report of March; (b) the request of the Austrian Government, dated May 9th, 1932, to the Secretary-General of the League.

The Mixed Committee began work at the end of May. Its meetings took place first at Paris, then at Geneva and Lausanne, under the chairmanship of M. Musy, Federal Councillor, Head of the Federal Finance Department of the Swiss Confederation. After a general examination of the situation of Central and Eastern European countries, it devoted its attention chiefly to the Austrian problem, which it regarded as specially urgent. It recognised the necessity for a whole series of reforms in Austria, but also thought that the Austrian Government required foreign assistance without which it considered the execution of this programme to be impossible. The Committee accordingly drew up a Protocol, followed by three annexes, laying down the conditions of the financial assistance to be given to Austria and the plan of reform which the Federal Government undertakes to carry out.

The Protocol provides that the Governments which take part in the action in favour of Austria will help the Austrian Government to issue a loan up to a total of 300,000,000 Schillings, either by guaranteeing such a loan or by putting the money in some other manner at the disposal of the Austrian Government. The loan will be concluded for twenty years and will be secured by the receipts pledged for the 1923 Loan.

For its part, the Austrian Government undertakes to re-establish and maintain budget equilibrium, to aim at the progressive removal of the existing control over exchange transactions and to settle the problem of the Credit-Anstalt. It is provided that the Council will appoint a representative of the League in Austria and designate an Adviser to the National Bank, with whom the Austrian Government and the Bank will collaborate in the execution of the programme of reforms. These two posts may be maintained until the 1923 Loan and the new loan to be issued have been entirely repaid.

At its meeting on July 15th, 1932, the Council approved the Protocol, which was immediately signed by Austria, Belgium, France, Italy and the United Kingdom. The Council also appointed M. Rost van Tonningen to be representative of the League in Austria and nominated M. Frère Adviser to the National Bank.

## 3. GOLD DELEGATION.

The final report<sup>1</sup> of the Gold Delegation,<sup>2</sup> appointed in 1929 by the Financial Committee of the League of Nations, has now been published. The Delegation previously issued two interim reports.<sup>3</sup> It has also published selections of the documents submitted by experts for its consideration.<sup>4</sup> The final report is signed by all the members who participated in the final discussions subject to some individual notes of dissent.

Extracts of the constructive financial proposals in the report, with which proposals all the members of the Financial Committee are in general agreement, are appended to the report on its forty-sixth session (document C.530.M.264.1932.II.A).

<sup>1</sup> *Report of the Gold Delegation of the Financial Committee* (document C.502.M.243.1932.II.A).

<sup>2</sup> When drafting this report, the Gold Delegation of the Financial Committee was composed of: M. Albert JANSSEN (Chairman), Professor at the University of Louvain, Vice-President of the "Société belge de Banque", formerly Minister of Finance; Professor M. J. BONN, of the Handelshochschule, Berlin, Rector of the University of Berlin; Professor Gustav CASSEL, of the University of Stockholm; Comte DE CHALENDAR, Managing Director of the "Compagnie d'Assurances générales sur la Vie", formerly Financial Attaché to the French Embassy in London, formerly Inspector of Finance; M. Guido JUNG, President of the "Istituto Nazionale per l'Esportazione", Rome; Sir Reginald MANT, K.C.I.E., C.S.I., Member of the Council of India, Member of the Royal Commission on Indian Currency and Finance 1925-26; Dr. Feliks MLYNARSKI, Professor of Banking at the Academy of Commerce in Warsaw, formerly Vice-Governor of the Bank of Poland; Dr. Vilem POSPISIL, Governor of the National Bank of Czechoslovakia; M. George E. ROBERTS, Vice-President of the National City Bank of New York, replaced at the last session by his son, M. George B. ROBERTS, Economic Adviser of the National City Bank of New York; Sir Henry STRAKOSCH, G.B.E., Member of the Council of India, Chairman of the Union Corporation, Ltd., London; Dr. L. J. A. TRIP, Governor of the Nederlandsche Bank. Also took part in the work of the first sessions: Professor Alberto BENEDEUCE, President of the Credit Institute for Public Works, Rome; Professor O. M. W. SPRAGUE, of the Bank of England, formerly Converse Professor of Banking and Finance at the Graduate School of Business Administration, Harvard University.

<sup>3</sup> *First Interim Report of the Gold Delegation of the Financial Committee* (document C.375.M.161.1930.II) (out of stock); *Second Interim Report of the Gold Delegation of the Financial Committee* (document C.75.M.31.1931.II) (out of stock).

<sup>4</sup> *Selected Documents submitted to the Gold Delegation of the Financial Committee* (document C.374.M.160.1930.II) (out of stock); *Legislation on Gold* (document C.373.M.159.1930.II); *Selected Documents on the Distribution of Gold submitted to the Gold Delegation of the Financial Committee* (document C.102.M.38.1931.II); *The Functioning of the Gold Standard* (Dr. Feliks MLYNARSKI) (document F.979. F./Gold./67 (1)).

The main report is in two parts. The first and shortest part is concerned with the recent breakdown of the gold standard and with the measures that should be taken to restore it. The Delegation recommends a return to the gold standard with the definite statement that at the present stage of world economic development the gold standard remains the best available monetary mechanism.

The Delegation goes on to say that it is impressed by the practical difficulties and dangers of regulating currencies which are not on a common world basis, and by the very great desirability of agreement upon an internationally accepted standard in order to facilitate the free flow of world trade. Whatever the theoretical advantages that may be urged in favour of other monetary systems, their universal adoption presents very grave, if not insuperable, practical difficulties at the present time. The Delegation is, moreover, of the opinion that, granted the general acceptance of certain guiding principles, the gold standard is capable of functioning in such a way as to achieve most of the advantages of stability and justice claimed for alternative standards more broadly based on commodities other than gold.

Recognising that the time and manner of restoration of the gold standard can be determined only by the competent authorities in the countries concerned, the Delegation lays down certain conditions that are necessary before any such restoration can be expected. There are four main recommendations involving international agreement and action.

The first is the restoration of a reasonable degree of freedom in the movement of goods and services. The second is a satisfactory solution of the problem of reparation payments and war debts, the third, the gradual and cautious resumption of international credit and capital movements, and the fourth, agreement concerning certain guiding principles in respect of the working of the gold-standard system.

In addition to these measures involving international action, it is considered essential that in each country the budgets of the State and other public bodies should be balanced on sound principles, and that the national economic system as a whole, and especially costs of production and costs of living, should be adjusted to the international economic and financial position, so as to enable the country to restore or to maintain the equilibrium of its balance of international payments.

The second part of the report is concerned with the working of the gold standard and the desirability of avoiding violent fluctuations in the purchasing power of gold. The analysis is introduced by a definition of purchasing power and a discussion of the index-numbers available for its measurement. In succeeding chapters, the supply of monetary gold is discussed in connection with the secular or long-term trend of prices.

The Delegation records its opinion that the world's total stock of monetary gold, apart from any considerations as to its distribution among different countries, has at all times in recent years been adequate to support the credit structure legitimately required by world trade, and that the rapid decline in prices, which began in 1929, cannot be attributed to any deficiency in the gold supply considered in this sense.

Valuable statistics are given of the total supply of monetary gold in the world, of the amount of new production, of the gold tempted from hoards in the Far East, and the amount of hoarding in Europe, which in the latter half of 1931 is estimated at \$400 million.

Further statistics show the sharp accentuation of the problem created by the uneven distribution of central bank reserves, which is regarded as being caused by disequilibrium in the balance of payments of certain countries.

After considering the effects of violent fluctuations in the purchasing power of gold, the Delegation considers the suggestion that action should be taken to raise the present price-level. It regards such a rise of prices as desirable but does not look to monetary policy alone to adjust the price-level, which is influenced by many factors of a non-monetary character.

The important statement follows that where credit contraction for one reason or another has been carried to extremes, it is proper and, indeed, imperative for the central bank to take such action as may be within its power to check excessive contraction and in some cases to take the initiative in encouraging a freer use of credit.

But the Delegation concludes that, until there is some clearing of the atmosphere of international distrust and a modification of the obstructions to international trade, it will be difficult to restore prices and standards of living to more satisfactory levels.

Concerning the possibilities of price stabilisation in the future, the Delegation expresses the view that it is not possible to avoid all oscillations in the general level of prices and that such relative stability as it is possible (and very desirable) to achieve cannot be secured by monetary policy alone. The maintenance of a flexible but relatively stable price-level can be achieved only by the most carefully planned and close co-operation between central banks. The Delegation rejects the possibility of stabilisation policies based upon an index-number of wholesale commodity prices; but considers that action taken in international consultation and co-operation and based upon a joint act of judgment in regard to all those indices which reflect business activity might, in fact, have the result of keeping wholesale prices steady.

Among the recommendations of the Delegation there is one to the effect that the present reserve ratios by which most central banks are now bound should be reduced and the Gold Exchange Standard system revived in a modified form.

The main dissenting note, signed by the Chairman of the Delegation (M. Albert Janssen), Sir Reginald Mant and Sir Henry Strakosch, dissents entirely from the analysis in the main report of the causes leading to the abandonment of the gold standard. The dominant cause of the breakdown, in their view, is the maldistribution of monetary gold reserves which began in the early part of 1929.

In regard to monetary policy in the future, the members in question make it clear that, in their view, the prime objective of monetary policy should be stability in the general level of wholesale commodity prices. They differ from the majority of their colleagues in their much stronger belief that it is both theoretically and practically possible to restore gold prices to a suitable level and to maintain them stable at that level.

As far as practical remedies are concerned, of those proposed in this note of dissent, the first two are practically identical with the recommendations of the report—viz., an early settlement of the question of war debts and reparations, and the removal, as far as possible, of restraints on international trade. There is, however, a divergence of views in the later recommendations, for the dissenting note urges a concerted attempt by the principal gold-standard countries to restore wholesale commodity prices, as measured in gold, to the level prevailing in 1928, together with a similar attempt by the paper-standard countries, under the leadership of sterling, to stabilise their internal price-levels.

Professor Cassel, who was not able to be present at the final meetings and did not sign the report, has written a separate note of dissent; short reservations are appended also on special points by certain members.

## II. COMMUNICATIONS AND TRANSIT ORGANISATION.

### A. AIR TRANSPORT CO-OPERATION.

The Bureau of the Air Commission of the Conference for the Reduction and Limitation of Armaments having thought it desirable, for the study of questions relating to the internationalisation of civil aviation and any other measure calculated to prevent the signatory States from utilising civil aviation for military purposes, to be informed as to the position of the work of the Air Transport Co-operation Committee, that Committee met from May 9th to 12th, 1932.

Confining its agenda to questions that might interest the Air Commission of the Conference for the Reduction and Limitation of Armaments, it examined the following problems :

*Study of an International Air Network of Essential Connections, both existing and desirable.*— The Committee examined the map relating to the scheme of connections regarded as essential within the scope of European activities, drawn up by its Sub-Committee. This examination gave rise to some observations on points of detail, to which the Committee called the Sub-Committee's attention, while requesting it to continue its work.

*Examination of Ground Organisation.*— The Committee recommended technical uniformity of equipment.

*Operation of a Main Network.*— The Committee recommended :

- (1) Special treatment for postal services to the extent required by the special exigencies of this type of freight ;
- (2) Greater frequency of air services on certain routes ;
- (3) Permanence of air services ;
- (4) An endeavour to secure greater commercial speed ;
- (5) Co-operation between national companies concerned as the best method of operating international services ;

*Conditions for the Admission of Foreign Undertakings engaged in Regular International Transport.*— The Committee expressed the view that progress towards a less rigorous exercise of sovereign rights and towards greater international co-operation depended largely on :

- (1) A modification in the strictly national character of aircraft ; and
- (2) A decrease in the practice of subsidising undertakings which, in consequence of such Government action, assumed a political character.

*Progress of International Co-operation in the Operation of Air-Lines.*— The Committee was of opinion that it would be desirable to conclude bilateral and multilateral agreements with regard to exploitation between the countries concerned.

*Study of Certain Legal and Administrative Questions affecting the Development of International Co-operation in Air Transport.*— The Committee noted that the last ratifications of the Protocol

of June 1929 would shortly confer on the States parties to the 1919 Convention the freedom, which other States not parties to that Convention already possessed, to settle each for itself the conditions under which aircraft were to be registered. It considered it desirable that, in national laws, the registration of aircraft should not depend solely on the owner's nationality; it should be possible also to register aircraft the owners of which were foreigners settled in the territory.

It expressed the hope that the rule based on the effective domicile of the owner, subject to any rules laid down by the national law concerning aviation, would be uniformly adopted for this registration. It being admitted that each aircraft must be registered in one country and in one country only, these uniform rules should allow the possibility of registering the aircraft belonging to national companies having some foreign capital or directors.

#### B. UNIFICATION OF TRANSPORT STATISTICS.

At its session held from June 1st to 4th, 1932, the Advisory and Technical Committee took cognisance of a report containing a draft international Convention concerning goods transport statistics for maritime navigation, railways, and inland navigation, drawn up by its Committee on the Unification of Transport Statistics. It decided to ask the Secretary-General of the League of Nations to transmit this report to the Governments concerned, with a request to communicate to the Committee any proposals they might wish to make in regard to the methods of applying the principles contained in the said report.

The Advisory and Technical Committee will examine at its next session the replies received from the Governments, and will decide what further action should be taken.

#### C. JURISDICTION OF THE EUROPEAN COMMISSION OF THE DANUBE.

In 1929, negotiations initiated under the auspices of the Communications and Transit Committee with the assistance of a Special Committee for the settlement of the difficulties between the United Kingdom, France, Italy, and Roumania, regarding the jurisdiction of the European Commission of the Danube, had led to the framing of a Convention initialled by the delegates of the said States represented on the European Commission of the Danube.

The definitive conclusion and putting into force of the Convention had been held over pending the framing of regulations for the application of the Convention relating to the organisation of Navigation Tribunals and the Navigation Court.

At a joint meeting, in March 1932, of the Special Committee with the four delegates to the European Commission of the Danube, the latter informed the Special Committee that the present economic conditions, and, particularly, the financial position of the European Commission and of Roumania, were not favourable to any change in the judicial organisation. They added that the application of the Convention initialled on March 20th, 1929, was all the less necessary, since they were on the point of adopting a *modus vivendi* which would put an end to the dispute that had arisen.

At its session held from June 1st to 4th, 1932, the Advisory and Technical Committee decided to request the Secretary-General of the League of Nations, in the event of his being informed of the conclusion of this *modus vivendi*, to notify the fact to the Governments and the Powers parties to the Convention laying down the definitive Statute of the Danube, informing them that the four States represented on the European Commission no longer proposed to conclude the Convention initialled in 1929.

#### D. PETITION SUBMITTED UNDER ARTICLE 320 OF THE TREATY OF SAINT-GERMAIN-EN-LAYE, BY THE ZELTWEG-WOLFSBERG AND UNTERDRAUBURG-WÖLLAN RAILWAY COMPANY, LIMITED, VIENNA.

The Council of the League of Nations, having had a petition submitted to it, under Article 320 of the Treaty of Saint-Germain-en-Laye, by the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Company, Limited, Vienna, decided, before placing this question on its agenda, to ask the Advisory and Technical Committee for Communications and Transit to submit to it at an early date a report which would enable it to take a decision with full knowledge of the facts.

The Advisory and Technical Committee appointed a Committee of Experts to report on this question.

At its session from June 1st to 4th, 1932, the Advisory and Technical Committee, after examining the experts' report<sup>1</sup> and hearing the explanations given by its two temporary members, appointed one by the Austrian and the other by the Yugoslav Government, while reserving the question of the applicability of Article 320, regarding which it felt that it was not in a position to pronounce, resolved to associate itself with the proposals contained in the report of the Committee of Experts. It was understood that, in the Committee's view, it would be for any arbitrators who might be appointed to examine, at the same time as the question of fact, the question of law raised by the application of Article 320.

<sup>1</sup> See document C.531.M.265.1932.VIII.

E. PASSPORT AND VISA FORMALITIES FOR OFFICERS AND SEAMEN IN MARITIME NAVIGATION AND FOR INLAND NAVIGATION PERSONNEL.

The International Labour Office having drawn the attention of the Advisory and Technical Committee to the desirability of exempting officers and seamen possessing identity-papers with their photographs attached, duly issued by their national authorities, from the requirement of presenting passports on disembarking in foreign countries, the Committee instructed its Secretariat to prepare a report showing the present situation in the different maritime countries.

In 1931, the Advisory and Technical Committee resolved to extend this study to the identity-papers of inland navigation personnel.

At its session from June 1st to 4th, 1932, the Committee, having taken cognisance of the report prepared by the Secretariat, decided :

(a) To refer that part of the question which related to maritime navigation to the Permanent Committee for Ports and Maritime Navigation with a view to a preliminary examination, and to ask it to submit to the Committee a report on the subject, it being understood that the Permanent Committee would keep in touch with the International Labour Office for the examination of the questions which more particularly concerned that Office ;

(b) To adopt the conclusions of the Secretariat's report which dealt with inland navigation and which showed that the situation in that domain was fairly satisfactory.

F. CO-OPERATION BETWEEN THE NATIONAL GOVERNMENT OF CHINA AND THE COMMUNICATIONS AND TRANSIT ORGANISATION.

The three experts appointed to advise the Chinese Government on the proposal to regularise the Hwai River and on various other technical problems have completed their work and prepared their report.

Continuing their work, the two engineers who represent the Communications and Transit Organisation with the National Government of China are directing the construction of several roads and dealing with the execution of certain hydraulic works.

### III. HEALTH ORGANISATION.

1. APPEAL BY THE LEAGUE ON BEHALF OF THE VICTIMS OF FLOODS IN CHINA.

According to information received after the publication of the report on the work of the Health Organisation since the Twelfth Session of the Assembly, Siam and Switzerland should be added to the list of countries whose Governments or State institutions have responded to the appeal launched by the last Assembly.

In April 1932, the National Flood Relief Commission reported that, for medical services and for the campaign against epidemics, it would require :

- 10,000 doses of anti-meningococcus serum ;
- 1 ton of quinine ;
- 10 kilogrammes of emetine ;
- 100 kilogrammes of " Yatren " ;
- 24 kilogrammes of iodine ;
- 1 ton of cod-liver oil ;
- 2 tons of cyanide for fumigation ;
- 2 or 3 portable bacteriological laboratories.

In response to this appeal, the German and French members of the Health Committee have announced that they have approached the chemical industries of their countries with a view to obtaining their assistance. Two German factories have already sent medical supplies, more particularly " Yatren " and emetine. The Polish State Institute of Hygiene and the Bucharest Sera and Vaccine Institute have each presented 1,000 doses of anti-meningococcus serum. The Czechoslovak State Institute of Hygiene has given 50 litres of anti-tetanic serum, and the Norwegian National Association of Cod-liver Oil Exporters has sent a ton of that product.

The repairing of the dykes was a much greater task than was at first supposed. It involved the repair of more than 3,500 kilometres of main dykes and tens of thousands of kilometres of secondary dykes. When the work was at its height, 1,400,000 workmen were engaged on the main dykes in the province of Hunan alone. The Medical Relief Department of the Relief Commission had, therefore, to adapt itself to these new conditions by setting up travelling units, consisting of one or two doctors with subordinate staff. These periodically visit the groups of workmen, attend to their medical needs, and vaccinate them and improve the sanitation of camps and dwelling-places.

At strategic points, hospitals have been arranged for the reception of workmen and their families.

In refugee camps where women and children have remained, the services organised at the beginning of the campaign have been reduced as the situation has gradually improved.

## 2. CO-OPERATION WITH GOVERNMENTS IN PUBLIC HEALTH MATTERS.

### UNION OF SOUTH AFRICA.

In February last, the Government of the Union of South Africa enquired of the Health Organisation whether it would be prepared to convene a *regional Conference of Directors of the Public Health Services of a number of African territories*, with a view to discussing certain urgent international problems.

The particular object in view was, in the first place, to study the practical application of the new Sanitary Air Convention in connection with the campaign against the propagation of yellow fever by aerial navigation. The Conference would also have to consider the unification of measures to prevent the introduction of smallpox by vessels from India, the problems arising out of the endemicity of plague in certain parts of South Africa, and the organisation of medical relief services for rural populations.

At the request of the Government of South Africa the Conference will be held at Cape Town on November 15th next.

The following countries have been invited to send representatives : Angola, French West Africa, French Equatorial Africa, Portuguese East Africa, Basutoland, Bechuanaland, Belgian Congo, the Gold Coast, British India, Kenya, Nigeria (or one other British West-African colony), Nyasaland, Northern Rhodesia, Southern Rhodesia, Tanganyika, Uganda, Union of South Africa, Zanzibar.

The Health Organisation will provide the technical secretariat for the Conference, at which it will be represented by a member of the Health Committee and by the Director of the Eastern Bureau. The Union of South Africa has kindly offered to regard the delegates as its guests for the duration of the Conference.

In a letter dated June 15th, 1932, the Government of the Union of South Africa enquired whether the League of Nations could undertake an *international study of deafness*, similar to that which the Health Committee had carried out with regard to blindness.

In his reply, the Secretary-General informed the Government of the Union of South Africa that its proposal would be submitted to the Health Committee for consideration and that, in the meantime, the Health Section would make a preliminary study as a basis for the report which the Committee would submit to the Council.

## 3. WORK OF THE TECHNICAL COMMISSIONS.

### OPIUM COMMISSION.

Continuing its work on the standardisation of methods for ascertaining the percentage yield of morphine from the various opiums which the Health Committee had requested it to undertake in 1931, the Commission of Pharmacological Experts held its second session at The Hague from July 11th to 14th, 1932, under the Chairmanship of Professor L. van Itallie.

Before proceeding to codify a standard method, the experts thought it necessary to test a new method devised by Professor Eder, of Zurich, and the method based on the British Pharmacopœia suggested by Professor van Itallie.

The experts also drew up a plan for research concerning the standardisation of methods for ascertaining the percentage yield of cocaine from coca leaves. This plan will be submitted to the Health Committee at its next session.

The Commission hopes to be able to conclude its work in the spring of 1933.

## 4. EFFECTS OF THE ECONOMIC DEPRESSION ON PUBLIC HEALTH.

In the period through which we are passing, there is one problem which the Health Organisation could not ignore — namely, the effect of the economic crisis on national health. The study of this question must proceed along a number of different lines. Information is, for instance, required as to whether, in countries where unemployment has been intense for more than a year, there is an increase in morbidity and mortality, whether general or from tuberculosis. Studies must also be undertaken, in countries where unemployment is more recent, to ascertain the state of nutrition of the population and the psychological effects produced by the privations resulting from the depression. Enquiry must be made as to whether the countries' sanitary organisation is adequate to cope with the crisis or whether it should be modified.

The solution of all these problems calls for enquiries on the spot and for first-hand information. The Health Section, in co-operation with the International Labour Office, is endeavouring to collect such information.



8.

THE LEAGUE OF NATIONS AND CHINA.

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The group of educational experts has submitted its report and findings on the educational conditions and needs of China. The report was discussed by the International Committee on Intellectual Co-operation at its July session (see page 55).

Two League road engineers are engaged in a programme of road construction in Chekiang and Anwei provinces (see page 44).

Professor Dragoni, selected by the Economic Organisation as the League agricultural expert for whom the Chinese Government had asked in pursuance of the plan of co-operation, left for China at the beginning of September, 1932. An expert in silk culture was also asked for by the Chinese Government. M. Benito Mari, President of the Italian Silk Growers' Association, has been chosen for this purpose, and will leave for China in October.

Further progress has been made with the plan of co-operation in health matters (see page 44).

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9.

HUMANITARIAN QUESTIONS.

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I. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

1. PRINTING OF THE MINUTES OF THE FIFTEENTH SESSION OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS AND SESSIONS OF THE COMMITTEE.

At its meeting on May 18th, 1932, the Council took note of the Advisory Committee's desiderata with regard to the printing of its Minutes and the holding of two sessions of the Committee annually, and decided to draw the Assembly's attention to them, expressing the hope that the Assembly would in due course take them into consideration.

With regard to the printing of the Advisory Committee's Minutes, it should be mentioned that the twelfth Assembly, at its meeting on September 29th, 1931, approved the report of the Fourth Committee, which stated :

“ The cost of printing, publishing and distributing League documents has been reduced by roughly 25 per cent. This reduction has been made possible by the Supervisory Commission's proposal, based on resolutions adopted by the Assembly in 1928, that all committee Minutes, except those of the Assembly, the European Union Commission and the Permanent Mandates Commission, should be discontinued.”

When this point was discussed in the Fourth Committee, M. de Vasconcellos, Chairman of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, made a reservation with regard to this matter, stating that :

“ The Minutes of the Opium Advisory Committee were its principal weapon in its formidable struggle against the drug traffic, and he must ask that an exception be made in its favour, as in the case of the Mandates Commission.”

The Fourth Committee's report also contains the following passage on this subject :

“ Other speakers, while not suggesting that certain of the Supervisory Commission's proposals should be rejected, pointed out that they might hamper the work of certain sections — for example, the Minutes of the Opium Committee are a powerful instrument of propaganda . . . ”

Moreover, at its meeting on May 19th, 1931, the Council approved the decision taken by the Committee, at its fourteenth session in 1931, to hold two sessions a year ; but, in view of the special work which would be required of the Secretariat by the Disarmament Conference,

the Supervisory Commission struck out of the 1932 budget, which was approved by the Fourth Committee and the Assembly, the credits allocated to the second session which the Advisory Committee should have held in 1932.

In order to emphasise the importance of the two questions above mentioned, the Advisory Committee, at its fifteenth session (April-May 1932), opened its public meetings by discussing them, and also placed them at the beginning of its report to the Council. In this connection, the Committee drew up certain recommendations, which appear in detail in the following passage of its report :

“ The Committee decided to discuss these questions, to which it attaches very great importance, at its first public meeting. Being very much disturbed by the Assembly's general decision that Minutes of committees should not be printed this year, the Committee unanimously decided to ask the Secretary-General whether he could see his way to make an exception to this decision in the case of the Opium Advisory Committee's Minutes.

“ The Committee's chief reasons were the following :

“ (a) The publication of the Minutes is essential to secure that publicity which is necessary for the Committee's work. Publicity is one of the chief weapons of the Committee.

“ Unless the Minutes are printed, they will not be available for distribution to the public. It is essential, however, that the public, which has always shown the greatest interest in the publications of the Committee, should not be deprived of this means of obtaining direct and accurate information regarding the questions dealt with by the Committee.

“ (b) Many of the Governments represented or not represented on the Committee are far distant from Geneva. The Minutes, which reflect accurately the trend of the discussions and contain facts and figures which cannot suitably find a place in official reports and resolutions, are of the greatest aid to these Governments and their administrations in their work of control and in the initiation of new measures. These Minutes enable them to keep in close contact with the discussions at Geneva, and also stimulate their interest — a highly important consideration from the Committee's standpoint.

“ In these circumstances, the Committee expressed its earnest hope that it may be possible to use for the printing of the Minutes part of the sum of £500 offered by the Egyptian Government to the League of Nations in aid of the campaign against drugs.

“ Secondly, the Committee unanimously urges the necessity of its holding two sessions a year if it is to assist the Council in carrying out successfully the tasks entrusted to the League of Nations by the Covenant in regard to opium and other dangerous drugs. It emphasises the fact that, although the present session has lasted almost three weeks, it has not been able to deal with all the important questions on its agenda ; and it therefore earnestly requests the Council to recommend to the Assembly that budgetary arrangements be made to enable the Advisory Committee to hold two sessions a year henceforth — one in the spring and the other in the autumn — in accordance with the decision taken at the fourteenth session in 1931 and approved by the Council at its meeting on May 19th, 1931.”

In transmitting the Committee's representations to the Council, the Rapporteur made the following statements :

“ There is, in my opinion, no doubt that the anti-opium work of the League — which I am glad to say, has in recent years shown appreciable results — would suffer considerably if the deliberations of the Opium Advisory Committee, which are the keystone of this work, were not made available to the public.

“ The Committee, further, unanimously urged the necessity of holding two sessions a year. The holding of two sessions has already been approved by the Council in May 1931. I would add that the expenses to the League for the meetings of the Advisory Committee are limited to travelling expenses and subsistence allowances of the assessors of the Committee, and possibly to a small expense for extra staff necessary for the Central Services of the Secretariat, at times when many meetings are held simultaneously. The expenses of the delegates are borne by their respective Governments.”

## 2. RATIFICATION OF THE CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS, 1931.

The Governments of the following countries have ratified the above Convention or acceded to it : Nicaragua, Peru, Portugal, United States of America, Sweden and Sudan.

## 3. RATIFICATION OF THE GENEVA OPIUM CONVENTION OF 1925.

Brazil has acceded to this Convention.

## II. PENAL AND PENITENTIARY QUESTIONS.

### 1. STANDARD MINIMUM RULES FOR THE TREATMENT OF PRISONERS.

The Secretary-General informed the eleventh Assembly, in his reports (documents A.25 and A.25 (a).1931.IV), of the observations received from Governments on the Standard Minimum Rules for the Treatment of Prisoners. Since that time, further answers have been received from the Governments of the Argentine, Austria, Czechoslovakia, Poland and Switzerland. The observations of these Governments have been transmitted to the International Penal and Penitentiary Commission to be taken into consideration during the new examination of the Standard Minimum Rules decided upon by this Commission.

At its last meeting, held in May, the International Penal and Penitentiary Commission reconstituted its Sub-Commission on the Standard Minimum Rules, and the Secretariat has been informed that the Sub-Commission is requested to prepare its report on the revision of the Rules, if possible for the next session of the Commission in 1933.

### 2. CO-OPERATION WITH THE INTERNATIONAL PENAL AND PENITENTIARY COMMISSION.

The Secretary-General has been informed that the International Penal and Penitentiary Commission, at its meeting held in May 1932, fully approved the proposals with regard to co-operation contained in the Supplementary Report of the Secretary-General to the Eleventh Assembly (see document A.25 (a).1931.IV, page 1). The Commission stated at the same time that it would be ready to continue negotiations and would be glad if relations between the League and the Commission could be developed on the lines indicated and in accordance with a more detailed plan.

### 3. CONSULTATION OF PRIVATE ORGANISATIONS INTERESTED IN PENAL AND PENITENTIARY QUESTIONS.

In his general report of June 15th, 1932 (document A.6.1932), the Secretary-General informed the Assembly, of a resolution, adopted at a meeting held in May of this year, by representatives of the International Penal Law Association, the International Bureau for the Unification of Penal Law, the International Penal and Penitentiary Commission, the International Criminal Police Commission, the Howard League for Penal Reform, the International Law Association, and the International Penal Law Union.

This resolution (for text see document A.6.1932, pages 86 and 87) has been referred for ratification to the seven organisations concerned. The Secretariat has been informed by Count Carton de Wiart, President of the May meeting, that the resolution has been ratified up to date by the International Penal Law Association, the International Penal and Penitentiary Commission, the International Criminal Police Commission, the Howard League for Penal Reform, and the International Law Association. He added that the International Bureau for the Unification of Penal Law is fully disposed to ratify the resolution and statutes, but that it has not yet been in a position to take a formal decision to this effect, in view of the fact that, by the said resolution, it is obliged to modify its own statutes, which necessitates, according to its rules, a special meeting of the Bureau to be convoked three months in advance. This meeting will take place at the end of September 1932. The Secretariat has also been informed that the International Penal Law Union will discuss the May resolution at a meeting to be held in September.

### 4. STUDIES ON PRISON LABOUR BY THE INTERNATIONAL LABOUR OFFICE.

In accordance with the wish of the last Assembly, the International Labour Office continued its studies with regard to prison labour. The Office tried to obtain outside assistance in order to carry on these studies on a wider scale, but, unfortunately, such assistance could not be obtained during the current year. It has, therefore, not been possible for the International Labour Office to engage in an extensive investigation of the subject. The Secretariat has, however, been informed that the International Labour Office will prepare a brief memorandum on prison labour to be distributed to the delegates at the forthcoming Assembly of the League.

10.

INTELLECTUAL CO-OPERATION ORGANISATION.

The International Committee on Intellectual Co-operation held its fourteenth plenary session at Geneva from July 18th to 23rd, 1932. The session had been preceded by meetings of a delegation of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations (July 12th and 13th, 1932) and of the Executive Committee and Directors' Committee (July 15th and 16th, 1932).

The Governing Body of the International Institute of Intellectual Co-operation met on July 22nd.

At the invitation of the city of Frankfort, the Permanent Committee on Arts and Letters met at Frankfort from May 12th to 14th, 1932.

In the course of its plenary session the Committee on Intellectual Co-operation examined all the work of the Intellectual Co-operation Organisation.

I. PERMANENT COMMITTEE ON ARTS AND LETTERS.

The Frankfort session of the Permanent Committee on Arts and Letters was divided into two separate parts, the first part being devoted to a discussion on Goethe, while the second was occupied with the technical work of the Committee.

A. DISCUSSION ON GOETHE.

The discussion on Goethe was the first of those "conversations" which the Committee decided to organise for each of its sessions on subjects of general interest. The discussion was divided into three parts: on "Goethe as a European", "Goethe and Art" and "Goethe's Travels". Most of the members of the Committee took part in the discussion. The communications, which are of the utmost value, submitted by the members of the Permanent Committee have been collected in a single volume by the International Institute of Intellectual Co-operation.

For its 1933 session, the Committee unanimously chose as the subject of its discussion the theme "The Future of Europe and the World".

In order to celebrate Goethe's centenary before a large audience, various members of the Committee delivered speeches at a ceremony in the Frankfort Opera House, in which they paid tribute to Goethe in the name of their respective countries or continents.

B. TECHNICAL WORK OF THE PERMANENT COMMITTEE.

At its meetings on May 14th, the Committee examined the various points on the agenda:

1. *Work in Progress.*

(i) *International Bibliography of Translations.* — The Committee took note of the proposals submitted by a Committee of Experts which met at the Institute in December 1931 with regard to the quarterly publication of an international catalogue of translations. The catalogue, the first volume of which appeared in July 1932 under the title of *Index Translationum*, gives a list of translations which have appeared in six countries: France, Germany, United Kingdom, Italy, Spain and the United States of America.

(ii) *Exhibition of Educational Films.* — The Committee noted an enquiry by the International Educational Cinematographic Institute with regard to the inclusion in cinematographic programmes of educational films. It approved the proposal for an exchange of correspondence or a discussion on the subject of cinematographic literature.

(iii) *Collections of Recorded Music.* — The Permanent Committee approved the proposals submitted by a Committee of Experts on this subject in regard to the formation of national libraries of records and the publication of an international catalogue of music already recorded, and transmitted the proposals to the Plenary Committee.

(iv) *International Centre for Institutes dealing with Art and Archæology.* — The Committee noted and recommended to the attention of the Plenary Committee the programme for co-operation between Institutes dealing with archæology and the history of art which had been drawn up by a Committee of Experts convened at the Institute in January 1932.

(v) *International Museums Office.* — The Committee noted the work done during the year by the Office, and in particular the results of the Athens Conference on the Preservation of Artistic and Historical Monuments (see document A.6.1932, page 104).

## 2. Current Questions.

(i) *Correspondence.* — A report was made to the Committee on the efforts of the Institute to inaugurate the exchange of letters decided on in 1931. The Committee further selected a new subject for correspondence—viz., “The Latin and Nordic Outlooks.”

(ii) *Poetry.* — The Committee noted the results of the consultations conducted by the Institute in regard to the cultivation of the taste for poetry in teaching. The results of the Institute's investigation will be communicated in due course to the Ministries of Education in the various countries.

(iii) *The Theatre.* — The Committee, having been informed of the first results of an enquiry conducted by the Institute, requested the latter to continue its consultations on a number of technical problems of the Theatre from the international standpoint.

## 3. New Questions.

(i) *Intellectual Rights.* — The Committee was informed of the work done by the Institute and by a number of Committees of Experts in the course of the year.

(ii) *Publication of Authentic Texts of Musical Works.* — The Committee submitted this question to the Plenary Committee with a view to a decision as to whether it should be examined by the Institute.

## II. INSTRUCTION OF YOUTH IN THE AIMS OF THE LEAGUE OF NATIONS.

A delegation of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League met at Geneva under the chairmanship of Professor Gilbert Murray on July 12th and 13th, 1932.

1. *Enquiries addressed to Institutions for the Scientific Study of International Relations and States Members of the League.* — The delegation noted two preliminary reports of the Secretariat on the subject of the two enquiries conducted by the Educational Information Centre, the first in regard to the co-operation of institutions for the scientific study of international relations in instruction in the aims of the League of Nations, and the second in regard to the instruction given on the League in teachers' training colleges.

2. *Production of Educational Films on the League of Nations.* — The delegation examined a report by the Secretariat on the results of a meeting held in Paris on April 28th, 1932, and recommended the Plenary Committee to leave it to the Information Section, to the Secretariat of the Intellectual Co-operation Organisation and to the International Institute of Educational Cinematography to have a scenario prepared for an educational film on the League. At the same time, it emphasised the importance which it attached to the problem of news films, and to the means of encouraging the production of folklore films presented in such a way as to lead to a better understanding of the particular genius of the different peoples.

3. *“Educational Survey” : League of Nations Publications.* — The delegation approved the main lines of the programme drawn up for the coming numbers of the *Educational Survey*, and took note of a report on the translations and circulation of the pamphlet *The Aims and Organisation of the League of Nations*. It urged the reprinting of important League documents at present out of print, in the interest of persons engaged on research in modern history and international relations.

4. *Revision of School Text-Books.* — The delegation examined a report by the Institute of Intellectual Co-operation on the meeting of the Committee of Experts for the Revision of School Text-Books, and approved the resolutions adopted by the experts after making certain amendments. It noted with satisfaction the improvement in the procedure for the revision of school text-books recommended by the experts. At the same time, it unanimously insisted on the preponderant part to be played by the teachers using the text-books. In conclusion, it recommended the establishment of a collection of school text-books of every country, and an enquiry into the means of encouraging the preparation of school text-books and reading-books imbued with the spirit of international *rapprochement*.

5. *National Centres of Educational Documentation.* — The delegation approved the conclusions of a report by the Institute on the meeting of Experts for the Co-ordination of Centres of Educational Documentation. It expressed the hope for the establishment in every country of a national centre of educational documentation, and the creation of a permanent Committee of the National Centres with a secretariat provided by the Institute, for the study of all problems relating to international co-ordination in primary and secondary education.

6. *Educational Broadcasting.* — The delegation had before it three reports from the International Institute on the problems of broadcasting, concerning the educational aspects of broadcasting, broadcasting in its relation to adult education with the object of improving international relations, and broadcasting from the angle of international understanding. After hearing the Secretary-General of the International Broadcasting Union and the Director of the Information Section of the Secretariat, the delegation asked that the Institute should continue its studies in this field, make known the results achieved and arrange for exchanges

of methods between the different countries. The delegation proposed the summoning of a committee of experts to define the scope of the proposed studies, and to draw up a definite programme of action.

7. *Travel and Interchanges for Young People.* — A documentary report was submitted to the delegation on international interchanges and travel for pupils. The delegation expressed a hope for the establishment of national co-ordination offices for the collection of information on all questions in connection with the organisation of school travel.

8. *Anti-war Education.* — The delegation took note of a draft resolution submitted by M. Destrée, and decided to keep the item on its agenda with a view to more thorough study at its next session.

9. *Post-school and Adult Education in International Questions.* — The delegation urged the systematic development of the activities of the International Labour Office and the Institute of Intellectual Co-operation, with a view to employing the increasing spare time of a large number of persons for the purpose of supplementing their education and enabling them to appreciate better the advantages of the international organisation and *rapprochement* of the peoples.

10. *Moral Disarmament.* — The delegation heard a statement on the present position of the discussions of the Committee for moral disarmament, in which various observations with regard to the preliminary draft of the text drawn up by the Committee were put forward. The delegation urged that in all these texts positive action should come before repressive action.

11. *Activity of the Major International Associations.* — The Liaison Committee of the major international associations submitted a report to the delegation on its activities. The delegation expressed a hope that the co-operation of the associations with the work of the Sub-Committee of Experts would become increasingly systematic.

### III. COMMITTEES OF EXPERTS AND CONFERENCE CALLED BY THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The list of meetings of experts called by the International Institute of Intellectual Co-operation, which is given in the report A.6.1932, may be supplemented by a notice of the following meetings which were held in May, June and July 1932.

1. *Conference of Institutes for the Scientific Study of International Relations.* — The fifth session of this Conference took place at Milan from May 23rd to 27th, 1932. At its fourth annual session, the Conference decided to devote in future a considerable part of its sessions to the scientific examination of certain definite problems in the field of international relations. The programme of the meeting accordingly was in two distinct parts: first, administrative questions and, secondly, an important discussion on the subject of "The Relations of the State with Economic Life".

(a) *Administrative Questions.* — A report was made to the Conference on the progress achieved in the matter of the lexicon of political terms which is to cover the British, French, German and Italian terminology. The publication of the lexicon is now assured. The Conference expressed a hope that a coming meeting of professors of international relations would study specially the question of the methods of teaching in international problems. The Conference also noted the exchanges of lecturers effected under its auspices, together with a report on the exchange of bibliographies between members of the Conference.

(b) *Discussion on the Relations of the State with Economic Life.* — Two general Rapporteurs opened the discussion, the first raising the problem of State intervention, and the second summarising the preparatory memoranda which were submitted in large numbers by the members of the Conference.

The discussion made it possible to formulate a number of concrete proposals with a view to the inclusion of certain particular questions in the agenda of a future session. The memoranda and Minutes of the discussion will shortly be published by the International Institute.

2. *Committee of Institutions dealing with Intellectual Rights.* — This Committee, composed of representatives of the International Labour Office, of the International Institute for the Unification of Private Law, of the Berne International Bureau and of the Secretariat of the League, met at the International Institute of Intellectual Co-operation on June 4th, and dealt with the following problems: authors' rights in respect of mechanical reproductions, rights of performers, "*droit de suite*" of authors and their heirs in works the copyright of which has expired, harmonisation of the Berne and Havana Conventions on authors' rights, rights of scientists, and the legal position of the international associations.

3. *Meeting of the Committee of Library Experts.* — This Committee met on June 16th and 17th at the Institute for its sixth session. It discussed a number of technical questions — viz., the publication of an index and of guides, methods of classification of universal application, standardisation, international loans, and the question of a better use of popular libraries for the purpose of facilitating the general education of the workers in their leisure hours. The Committee also dealt with the problem of the organisation of documentation. It proposed definite recommendations with a view to international study of the question.

4. *Collaboration between Scientific Museums.* — The Institute summoned a meeting at Geneva on July 14th and 15th of certain directors of scientific museums, who pronounced in favour of the establishment of international liaison between themselves. The liaison is to be effected by an information centre organised by the Institute, which is to facilitate exchanges between the following categories of museums : natural science museums, museums of history and civilisation, technical museums, and zoological and botanical gardens.

#### IV. EXECUTIVE COMMITTEE.

The Executive Committee of the International Committee on Intellectual Co-operation met at Geneva on July 15th and 16th. It examined the reports of the Committees of Experts which had held meetings since its March session with a view to their submission to the Plenary Committee, together with a proposal of Professor Shotwell for the study of international relations, and another from Sir Frank Heath and M. Krüss recommending comparative studies of various aspects of civilisation.

The Committee submitted these proposals with its observations to the Plenary Committee, and also prepared a draft report for the Council of the League on the adjustment of the work of the Intellectual Co-operation Organisation.

#### V. COMMITTEE OF DIRECTORS OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The Committee of Directors sat at Geneva on July 16th, 1932.

It took note of the financial situation of the Institute, examined the closed accounts for the year 1931, and discussed the budget for the coming year with a view to its submission to the Governing Body. It also dealt with certain administrative questions.

#### VI. GOVERNING BODY OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The Governing Body of the Institute met on July 22nd. It heard and approved a report from the Director of the Institute, together with the closed accounts, drew up the budget for the year 1933, and settled certain administrative questions.

#### VII. INTERNATIONAL INSTITUTE OF EDUCATIONAL CINEMATOGRAPHY.

The International Institute of Educational Cinematography summoned a small Committee of Experts on May 30th, 1932, to revise the draft Convention for the Abolition of Customs Barriers against Educational Films. The Committee of Experts sat at Geneva until June 1st and, on the basis of the observations of a certain number of Governments, drew up a new draft Protocol which is to be submitted to the Assembly at its thirteenth session, at the request of the Italian Government.

#### VIII. WORK OF THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

The International Committee on Intellectual Co-operation met at Geneva from July 18th to 23rd, 1932, under the chairmanship of Professor Gilbert Murray. The following members took part in the session : M. Restrepo (replacing M. Sanin Cano), M. Castillejo, Mme. Curie-Sklodowska, M. Destrée, M. Krüss (replacing Professor Einstein), M. Forssell, Mr. Babcock (replacing Professor Millikan), M. Gallié (replacing M. Painlevé), Mr. Radhakrishnan, M. de Reynold, M. Rocco, M. von Srbik, M. Susta, M. Tanakadate, M. Oprescu (replacing M. Titulesco) and M. Hoshien Tchen (replacing Professor Wu-Shi Fee).

The Committee re-elected Professor Gilbert Murray as Chairman, and Mme. Curie and M. Destrée as Vice-Chairmen.

The Committee found that the past year had been a year of work and practical achievement, for which it offered its very particular congratulations to the Institute of Intellectual Co-operation and its Director.

#### A. INTERNATIONAL CO-OPERATION IN THE ARTS.

1. *International Museums Office.* — The Plenary Committee examined the conclusions of the Athens Conference on the Preservation of Historical Monuments, and approved the programme evolved by the latter for the Museums Office. In particular, it confirmed the recommendation of the Conference urging that works of art and historical monuments

should be protected by the respect of the peoples themselves, that the States should in consequence invite educators to inculcate respect for such monuments in the young, and that the educative action in this connection should also extend to the general public. The International Museums Office was also instructed to prepare a draft international agreement on casts, and an international agreement regarding works of art withdrawn from national collections or exported clandestinely.

2. *Liaison between Institutions dealing with Archæology and the History of Art.* — The Plenary Committee approved the establishment at the Institute of a centre of liaison between institutions dealing with archæology and the history of art, as recommended by a meeting of experts held in Paris at the beginning of the year. The centre in question will benefit by the experience of the International Museums Office.

3. *International Exhibition of Popular Arts.* — In view of the economic crisis, the Grand Committee for the organisation of the First International Exhibition of Popular Arts at Berne in 1934 was compelled to postpone the exhibition until 1939. The Committee, in noting this decision, assured the organisers of the exhibition of their continued interest in the preparations for the exhibition.

4. *Recorded Music, Broadcast Music, and Publication of Musical Texts.* — The Committee's decisions in regard to recorded music, and particularly in regard to the publication of a periodical bulletin making known available musical records, as also in regard to the continuation of the work of documentation undertaken by the Institute, represent a first step in connection with music. The Institute has also been instructed to continue, in agreement with the International Broadcasting Union, the study of the means of drawing up international programmes to spread knowledge of the music of the different peoples by broadcasting. In the matter of the publication of authentic musical texts, the Institute was instructed to make a preliminary enquiry into the possibilities of giving effect to a suggestion put forward by M. Béla Bartok.

#### B. INTERNATIONAL CO-OPERATION IN LITERATURE.

*Teaching of Poetry and the International Rôle of the Theatre.* — The Plenary Committee noted the documentation submitted by the Permanent Committee on Arts and Letters on these two subjects, and authorised the Institute to complete its documentation on both.

#### C. INTERNATIONAL CO-OPERATION IN SCIENCE.

1. *Collaboration with the International Council of Scientific Unions.* — In the course of its session, the Plenary Committee heard three representatives of the International Council of Scientific Unions who have made a special study of collaboration with the Intellectual Co-operation Organisation. The Committee passed a resolution laying down the procedure to be followed to avoid duplication of effort and to facilitate the co-ordination of the work and the execution of the decisions taken.

2. *Scientific Questions.* — The Committee approved the resolutions submitted by the Committee of Experts for the co-ordination of scientific terminology, together with the resolution submitted by the Committee of Directors of Scientific Museums. In both cases, the Institute was instructed to give effect to the resolutions and to act as an intermediary.

3. *Conference for the Scientific Study of International Relations.* — The Plenary Committee noted the reports submitted by the Conference, the proceedings of which are recorded on page 52 of the present report, and expressed its satisfaction at the considerable results achieved in the course of the session owing to the organisation of the meetings for the study of the relations of the State with economic life.

#### D. INTERNATIONAL CO-OPERATION IN DOCUMENTATION.

1. *Documentation.* — The Plenary Committee, before which this question was brought by the Committee of Library Experts, decided that the Institute should enquire into the organisation of documentation, and authorised it to summon a committee to draw up a scheme of co-ordination on the subject.

2. *Libraries.* — The Committee received the report of the Committee of Library Experts on their sixth meeting, to which reference is made above. It approved the report, and in particular the Committee's resolution on the need to take steps to protect the budgets of libraries, on the ground that all libraries, whether scientific or popular, are a universal instrument of all intellectual work and an indispensable element in intellectual life as a whole. The Committee accordingly expressed the hope that the economic crisis would not lead to any reduction in the appropriations for libraries, whether popular or scientific, the former in particular being more important than ever as a result of the prevailing unemployment.

3. *Co-ordination of Archives.* — On the suggestion of the Committee of Expert Archivists, the Committee approved the proposal for liaison, to be established by the Institute, between Central Archives Administrations and, in particular, the publication of an international guide to archives.



4. "*Index Translationum*." — The Committee noted the appearance of the first quarterly volume of the *Index Translationum*, and instructed the Institute to continue the publication of the *Index*, and, in particular, to extend it to countries other than the six to which it at present relates.

#### E. INTERNATIONAL CO-OPERATION IN EDUCATION.

1. *Meeting of Directors of Higher Education*. — The Plenary Committee received a report on the results of the first meeting of six Directors of higher education, and decided in favour of the continuation of this work of collaboration between the heads of the Ministerial departments of various countries. The Committee wishes the studies in this connection to cover, in addition to administrative questions, the consideration of problems of university organisation and the relations between independent research bodies and universities. The object to be attained by the consultations of these Directors is the calling of an international conference of Directors of Higher Education of all countries.

2. *Meeting of Representatives of International Student Associations*. — The Committee noted with satisfaction the progress made during the year, and desired the National Committees on Intellectual Co-operation to consider the best method of associating the university students of their respective countries with their work.

3. *Resolution concerning the Work of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations*. — The Plenary Committee approved the work done by the delegation of the Sub-Committee of Experts, an account of which is given on page 50.

4. *School Text-Books*. — Since its reorganisation in 1930, the Committee on Intellectual Co-operation has dealt each year with the question of the revision of school text-books. This year it has had before it for consideration the report of a Committee of Experts as well as the final edition of the documentary study published by the Institute. The Committee has kept the essential part of the proposals put forward by the Committee of Experts for the suppression of passages calculated to prejudice the mutual comprehension of peoples, whilst giving them a less imperative form. The Committee considered that it is a question in this matter primarily of a preliminary experiment and of attempts at friendly conciliation, the success of which is dependent on the goodwill of the National Committees on Intellectual Co-operation. The Committee at the same time emphasises the constructive side of the work of revising school text-books, the encouragement which can be given to the authors of good text-books, and the help which they can receive in the circulation of their works. The revision of text-books implies a series of educational studies which are to be carried out by the teachers themselves; but the Committee proposes, through the Institute, to follow the work done in this connection.

#### F. INTERNATIONAL CO-OPERATION IN INTELLECTUAL RIGHTS.

The Plenary Committee took note of the work done by the representatives of the institutions dealing with intellectual rights at their meeting on June 4th, 1932, and approved the addition to their programme of the following questions: authors' rights in journalism, possible applications of authors' rights to scenarios, and safeguarding of the "*droit moral*" in regard to works the copyright of which has lapsed.

#### G. INTERNATIONAL CO-OPERATION IN BROADCASTING.

The Plenary Committee expressed its satisfaction in two resolutions in regard to the enquiries conducted by the Institute of Intellectual Co-operation into the educational aspects of broadcasting and into its international aspects. It urged the Institute to continue its studies in collaboration with the International Broadcasting Union, and more particularly to place itself at the disposal of the Moral Disarmament Committee of the Disarmament Conference, which also has these questions before it.

#### H. INTERNATIONAL CO-OPERATION IN CINEMATOGRAPHY.

The Plenary Committee received a report from M. Rocco, Chairman of the Governing Body of the International Educational Cinematographic Institute. It expressed its great satisfaction at the work done, and, in particular, thanked the Chairman of the Governing Body and M. L. de Feo, Director of the Institute. At the same time, it emphasised the value it attaches to the continuous collaboration of the Institute of Educational Cinematography with the efforts being made for better utilisation of the cinematograph for spreading a knowledge of the League.

The Committee also took note of the offer of collaboration by representatives of groups of film producers made at a meeting of experts held in Paris on April 28th and 29th (see page 99 of document A.6.1932). The representatives of the film industry who attended the meeting offered their technical support to the League of Nations as a whole. Being of opinion that the forms of such collaboration, which the Committee welcomes with the utmost satisfaction,

should be defined, the Committee requested the Governing Body of the Institute of Educational Cinematography to consider the question, and entrusted to the Governing Body in question, together with the Executive Committee of the Committee on Intellectual Co-operation, the task of drawing up a definite programme.

#### I. NATIONAL COMMITTEES.

The Plenary Committee reiterated the view, which it has frequently expressed, that the National Committees have a primary part to play in the Intellectual Co-operation Organisation. It repeated its decision to arrange for a general conference of National Committees as soon as circumstances permit. Pending such conference, the Committee proposes to take steps to enable the Chairmen and Secretaries of National Committees to take part, as far as possible, in the work of the International Committee and of certain of its Committees.

#### J. MISCELLANEOUS RESOLUTIONS.

1. *Comparative Studies of Different Aspects of Intellectual Activity and Civilisation.* — Returning to an idea put forward by the Committee of Enquiry for the reorganisation of Intellectual Co-operation, Sir Frank Heath and M. Krüss submitted a proposal for a number of comparative studies of different aspects of civilisation. M. Castillejo had also put forward a proposal with regard to the programme of work of the Intellectual Co-operation Organisation. The Committee discussed these proposals at length and decided to adopt, in principle, the suggestion of Sir Frank Heath and M. Krüss, leaving to the Executive Committee the task of considering the best methods of giving effect to it. The Committee will be in a position at its next session to pronounce on the value of the results obtained as a result of a first attempt at giving practical effect to the suggestion.

M. Castillejo's proposal appeared to the Committee to come within the competence of the Conference of Scientific Institutions for the Study of International Relations, which will accordingly be consulted in the first instance.

2. *Professor Shotwell's Proposal in regard to the Study of International Relations.* — Professor Shotwell urged the desirability of the Committee and the League of Nations as a whole encouraging the social and political sciences to do for the community of nations what has hitherto been done for individual nations — that is to say, undertake objective and scientific studies of big international problems. The Committee welcomed this proposal with much interest, and decided on a preliminary consideration of the best means of giving effect to it.

3. *Universal Adoption of Roman Characters and Standardisation of the Methods of writing Languages.* — Ample documentation has been submitted to the Plenary Committee by the Institute on the first of these questions, and the Committee has decided to draw the attention of the different National Committees concerned to the subject, in view of the fact that any action in this connection must primarily be national. As regards the second of the two questions, the Committee decided to make a preparatory study of the subject, and took note of the decision of the Committee of Library Experts to deal with it at its 1933 session.

4. *Questions of Organisation.* — The Committee decided, on the proposal of Sir Frank Heath, to ask the Institute of Intellectual Co-operation and the National Committees, together with the Information Section of the Secretariat, to take certain steps in order to ensure better publicity for the work of the Intellectual Co-operation Organisation. The Committee decided to approach the Liaison Committee of the major international associations with a view to closer liaison and more systematic co-operation, particularly by means of an annual session of the Liaison Committee to deal only with questions directly concerning the activity of the Intellectual Co-operation Organisation. The opinions and suggestions expressed by the Liaison Committee would be communicated to the Plenary Committee.

#### K. MISSION OF EDUCATIONAL EXPERTS TO CHINA.

The Plenary Committee, at its meeting on July 20th, heard two members of the mission which it decided, in 1931, at the request of the Chinese Government, to send to China with a view to giving advice on the subject of the reorganisation of Chinese education. M. Becker and M. Langevin submitted the report of the mission to the Committee, and explained the method of work adopted by it. The report will be published shortly by the Institute of Intellectual Co-operation. It is divided into two parts. The first part contains General Considerations, with the following chapters: The Educational Situation in China; National Education and Foreign Influences; the Spirit of Teaching, especially in Science; Language and Writing; Principles of Administration; Financial Organisation; the Teaching Staff; the Distribution of Schools over the Country; Rational Utilisation of Schools; Social Selection of Schoolchildren and Students; the School System. The second part consists of four chapters dealing with the different stages of instruction — viz.: Primary Education; Secondary Schools (including Teachers' Training Colleges and Vocational and Technical Schools); University Education; Adult Education. The majority of the chapters conclude with concrete

recommendations to the Chinese educational authorities, while a brief appendix contains the conclusions and suggestions for urgent preparatory measures.

The report and the observations of the two members of the mission, together with the remarks of the Director of the Institute of Intellectual Co-operation, gave rise to a discussion of the utmost interest, in the course of which the Committee expressed its great satisfaction at the work done in response to the first demand for co-operation put forward by a Government.

The Committee also received a report from the expert in educational cinematography, Baron Sardi, who was also in a position to make proposals for a concrete programme of work to the Chinese educational authorities.

#### L. MORAL DISARMAMENT.

The Plenary Committee heard a statement by M. Perrier, Chairman of the Moral Disarmament Committee, on the work of his Committee. This statement gave rise to an important discussion in which all the members of the Committee took part. In order to emphasise once more the great importance which it attaches, directly or indirectly, to the work of moral disarmament, the Committee decided on the publication of an account of the observations made in the course of the discussion. It further decided to draw the attention of the National Committees on Intellectual Co-operation to the desirability of their studying the problems of moral disarmament and making efforts in that direction.

#### M. ADJUSTMENT OF THE WORK OF THE INTELLECTUAL CO-OPERATION ORGANISATION TO BUDGETARY NECESSITIES.

At its session in January 1932, the Council of the League decided to consult the Intellectual Co-operation Organisation as to steps to be taken to limit the disquieting consequences which recent budgetary reductions might have on the work of the Organisation. The Executive Committee of the Committee on Intellectual Co-operation considered the subject and prepared a report, which was discussed at length by the Committee. The Committee's conclusions are given in detail in the report which it is submitting to the Council and Assembly (document A.11.1932.XII).

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## 11.

### LIBRARY OF THE SECRETARIAT.

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The Organisation Committee of the future Library, set up in accordance with the recommendation of the eighth Assembly, held its fourth session from June 6th to 8th, 1932. After noting the progress in the construction of the new buildings and expressing its great satisfaction at the work done with a view to its future equipment, both material and intellectual, the Committee framed provisions for the transfer of the library in due course to its new premises, which, from the outset, will be able to house a million books, including a very comprehensive collection of the official publications of the various countries of the world.

In accordance with the desire expressed by the Council at its sixty-sixth session, the Library has prepared the first number of a periodical publication which is to contain information regarding the documents likely to be useful for the interpretation of the conventions for the unification of laws on bills of exchange, promissory notes and cheques. This publication will appear as a supplement to the *Chronology of International Treaties and Legislative Measures*.

Among recent activities, mention should also be made of the establishment in the Library at the request of the Health Organisation of a new information service. The operation of this service has made it necessary to provide a special room in which all books, periodicals and documents of interest to that Section have been collected.

The Secretary-General has accepted for the library a gift of books which belonged to the late M. J. Romein, one-time member of the Secretariat, presented by his family.

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Geneva, September 17th, 1932.

LEAGUE OF NATIONS

7

**PRESENT ACTIVITIES OF THE SECRETARIAT**  
AND  
**SPECIAL ORGANISATIONS OF THE LEAGUE**

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## INTRODUCTION.

The Council, at its meeting on May 21st, 1932, expressed the opinion that the attention of the Assembly should be drawn to the importance which the Council attaches to a general examination of League policy, since it is ultimately on that policy that expenditure, and consequently economy, must mainly depend.

In order to enable the Assembly to make this general examination, and more particularly to facilitate the study of the Secretariat services which is to be carried out by the Supervisory Commission in virtue of another decision of the Council, the Commission felt that it would be well to draw up a statement summarising the present activities of the various organs of the League as determined by decisions of the Council and of the Assembly.

The present document, drawn up in accordance with this suggestion, relates only to those services which are under the direct control of the Assembly and the Council — *i.e.*, those which are budgeted for in Part I of the Budget (Secretariat and Special Organisations of the League). It is not concerned with the Assembly or the Council themselves (Chapter I of the Budget), nor with the International Labour Organisation, the Permanent Court of International Justice or the Nansen International Office for Refugees, though the activities and consequent expenditure of these organisations are also to some extent determined by the policy of the League.

The order followed is that of the draft budget for the fifteenth financial period (1933) (document A.4.1932.X). The budgetary estimates for 1933 and the present numbers of the staff are given in an appendix after each section. For sections 1-6, which relate to the general services of the Secretariat, the estimates correspond to salaries only : for sections 7-18 (Special Organisations), each of which has a separate item in the Budget, the full estimates under the respective items are given. Though the figures are cited for the sake of convenience, they do not show the full estimates even for the Secretariat, since certain expenditures, such as printing, travelling, maintenance, office supplies, postage, etc., are grouped under items which relate to several or even all sections of the Secretariat. It is therefore only by referring to the Budget itself that the direct and indirect financial effects of the policy adopted by the League become quite clear.

The present document does not, like the Secretary-General's annual report to the Assembly, describe in detail the work at present in progress, but is limited to giving a view of the general character and functions of each section of the Secretariat that will suffice to reveal the policy of the League as translated into its administrative and financial terms.

Moreover, the Council having decided not to re-open the question of the organisation of the Secretariat, which has been considered at length in recent years, the document is not intended to give a complete picture of that organisation.

1.

PRINCIPAL OFFICERS OF THE SECRETARIAT.

*The Secretary-General*, in addition to the special powers conferred on him under the Covenant (Articles 6, 11 and 15), is responsible for the direction of the Secretariat as a whole.

The *Deputy Secretary-General* replaces the Secretary-General in case of absence and keeps in touch with all Secretariat affairs. The report adopted by the second Assembly on the organisation of the Secretariat (Noblemaire's report) defined the functions of the Secretary-General and of his Deputy, broadly speaking, as follows :

" . . . The general direction of the work of all the Sections, in so far as policy and the taking of decisions upon big questions of principle are concerned."

The Deputy Secretary-General is also responsible for general supervision over all questions relating to the technical organisations, subject to the reservation that, should a question of principle arise in this connection, he must submit it to the Secretary-General.

The duties of the *Under-Secretary-General in charge of Internal Administration* are described on page 9. These various duties were fixed on the basis of the second Assembly's report, subject, in the last resort, to the Secretary-General's assent.

The other two *Under-Secretaries-General*<sup>1</sup> are in charge of the Section of International Bureaux and Intellectual Co-operation and of the Political Section, respectively.

The Under-Secretaries-General are also responsible for political liaison. They may be called upon to represent the Secretary-General at various meetings or conferences and to act as chairmen of internal committees, whenever it is necessary to entrust this office to a high official.

Appendix.

BUDGETARY ESTIMATES AND STAFF (1933).

*Principal officer of the Secretariat* (including the office of the Secretary-General, that of the Deputy Secretary-General and those of the three Under-Secretaries-General) :

Budgetary estimates : 759,170 Swiss francs.

Staff : 26 (including 7 Members of Section).

2.

POLITICAL SECTION.

The Political Section, the Director of which is an Under-Secretary-General, deals with questions of a political character.

1. DUTIES OF THE SECTION IN VIRTUE OF THE COVENANT.

The Political Section prepares the political work of the Assembly, the Council and any other organ of the League which is concerned with questions of this kind. This duty is entrusted to the Secretariat under some of the most important articles of the Covenant and under various resolutions of the Assembly and the Council.

The help of the Political Section is specially called for in connection with any matter relating to peace and good understanding between nations, the maintenance of which is one of the essential duties of the League. It must always be ready to co-operate, so that, in the event of any dispute which might endanger peace, the machinery of the League may function as prescribed in the Covenant and in decisions of the Assembly and the Council.

Up to the present, some thirty political questions<sup>2</sup> have been considered by the League of Nations in virtue either of the Covenant or of other treaty provisions.

Some of these questions have been studied for several years. In regard to some of them, it has been necessary to have the co-operation of the technical organisations of the League.

2. GENERAL WORK OF THE SECTION.

The members of the Political Section study the questions referred to them ; they follow the development of the political situation in the different parts of the world this involves

<sup>1</sup> One of these two posts was maintained by the second Assembly, 1921 (Minutes, Fourth Committee, page 153). The second was created by a decision of the Assembly dated March 13th, 1926.

<sup>2</sup> The disputes between Poland and Lithuania, the Aland Islands question, the Greco-Bulgarian dispute, the Memel question, certain disputes between American States, frontier questions between European States, the Sino-Japanese conflict, etc.

continuous study and liaison work — each member being more particularly responsible for following events in one or more countries or groups of countries ; they provide the secretariat of the different committees set up with a view to organising peace and preventing war (*e.g.*, Committee on Arbitration and Security, Commission of Enquiry for European Union) ; either alone or jointly with members of other Sections, they also provide the secretariat of certain committees of the Assembly and of international conferences (*e.g.*, Conference for the Codification of International Law, Conference for the Reduction and Limitation of Armaments) ; they endeavour to obtain all the information of a political character which may be required by the Secretary-General or by the organs of the League ; they deal with the admission of new Members to the League of Nations in accordance with Article 1 of the Covenant.

In view of the nature of the questions referred to the Political Section, it frequently has to undertake lengthy preparatory work.

### 3. QUESTIONS ON HAND AT PRESENT.

Of the questions with which the Political Section is dealing at present, the following are the most important :

(*a*) The Sino-Japanese dispute, which the Chinese Government brought before the League in September 1931, in virtue of Article 11 of the Covenant. That Government also later invoked Article 15.

(*b*) The Commission of Enquiry for European Union, constituted by the Assembly resolution of September 17th, 1930.

(*c*) Relations between Poland and Lithuania, with which the League has dealt in various forms since 1920.

(*d*) The application of the Convention concerning Memel, signed at Paris in 1924, according to which the League of Nations may be called upon to take certain measures at the request of any State represented on the Council.

(*e*) The application of the Convention relating to the regime of the Straits, which was signed on July 24th, 1923, and in virtue of which the Straits Commission discharges its duties under the auspices of the League of Nations.

(*f*) The request for assistance submitted by the Government of Liberia, which is dealt with in accordance with the Council resolutions of January 24th, 1931, and May 20th, 1932.

(*g*) The claim made by the Finnish Government with regard to Finnish vessels used during the war by the Government of the United Kingdom. The Finnish Government brought this claim before the Council on July 30th, 1931.

### Appendix.

#### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 233,896 Swiss francs.

Staff : 12 (including 7 Members of Section).

### 3.

#### INFORMATION SECTION.

The Information Section was one of the original departments for which the Organising Committee of the Secretariat provided in 1919 — to deal with the publicity work of the League. It was already at work before the Covenant came into force on January 10th, 1920.

#### GENERAL.

The Information Section is responsible for contact between the League and public opinion. It arranges facilities for the Press, gives verbal and written information to journalists and to the general public on all branches of the League's work, deals with personal and postal enquiries of a non-Governmental character, keeps in touch with national and international organisations interested in one aspect or another of the League's work, and keeps the Secretariat informed on the state of public and political opinion in each country.

It collects information from other sections of the Secretariat and League Organisations ; distributes it to the Press and public ; organises the Press service for meetings of the Council, Assembly and Commissions and Conferences of the League ; and remains in close contact in each country with individuals, newspapers and organisations interested in the League. Its regularly-published material appears in the two official languages.

It acts as the technical section of the Secretariat on Press and publicity matters. In this capacity it organised the International Press Conference of 1927, and is at present conducting a consultation, under an Assembly resolution of 1931 and a subsequent resolution of the Council,

on the possibility of fuller co-operation by women in the work of the League and, with the help of the Press, on the problem of the spread of false information which may threaten to disturb the good understanding between nations.

#### WORK OF THE SECTION.

The Section publishes accounts of all League meetings, public and private ; issues articles on the numerous questions upon which the League is engaged ; gives a preliminary explanation of any meeting of importance and a final summary of its results. The number of communiqués issued to the Press during the last three years has been between six and seven hundred annually ; the number of articles averages from eighty to ninety a year.

It publishes in five languages a *Monthly Summary* of League activities ; an annual record published under the title of *The League from Year to Year* ; pamphlets dealing with the various aspects of the work of the League ; and a periodical entitled *News for Overseas*, intended primarily for newspapers and organisations less in touch with Geneva than those of European countries, distributed to thirty countries and used for the information of educational reviews all over the world.

The pamphlets published by the Section cover all aspects of the work of the League. A book entitled *Ten Years of World Co-operation*, issued by the Information Section in 1931, brought the record contained in several of these pamphlets up to date, and reprints of the chapters of the book are now being used to replace them.

The Section has a cinematograph (preparation of cinematographic films and slides), photograph (sale and free distribution of photographs ; free wireless broadcasting of photographs taken during the sessions of the Assembly and Disarmament Conference) and lantern-slide department, a daily Press review service, for which two hundred and fifty papers are read, and a Press-cutting service, which brings in an average of 200,000 newspaper cuttings a year.

With rare exceptions, the daily work of translation is done in the Section itself, on account of the rapidity required in dealing with the Press. For the same reason, the Section has its own distribution and messenger service.

It arranges for the broadcasting of speeches during important meetings, exhibits for schools, and the like.

As the work of the Section requires a wide knowledge of each country, its public opinion and its political situation, the members represent as many different nationalities as possible. All the Section's relations with the Press, individuals and organisations must be done in the language of the country and by officials understanding its psychology. For that reason, the Section is necessarily numerous, although its numbers have by no means increased in proportion to the development of its work. Its personnel possesses a knowledge of some twenty languages.

The Section has organised branch offices in London, Paris, Berlin, Rome and Tokio. Another office is about to be established in India, on the authority of the 1931 Assembly, at the repeated request of the Indian delegations. There are also a number of correspondents in South-American countries.

The Section has always maintained contact with non-member as well as with Member States.

The increase in its work is due to the increase in League activities and to the wider interest taken in the League. At Council meetings, the number of resident and visiting journalists now varies from 180 to 200, and at Assembly meetings from 350 to 400 ; while, during the present Disarmament Conference, Press cards have been issued to over 600 journalists. The number of resident correspondents has increased from 10 in 1920 and 73 in 1928 to 116 in 1932. For these and the visiting correspondents, all the necessary technical arrangements have to be provided.

The Section is in close relation with all the Foreign Office Press Bureaux. A member usually accompanies the Secretary-General on his official missions, and members of the Section are themselves frequently sent on missions. Two were attached to the recent Manchurian Commission of Enquiry.

Members of the Section lecture or arrange lectures for the many groups and summer schools which meet in Geneva during the year.

In 1926, the Section initiated the system of *Temporary Collaborators*. This system was designed to facilitate study of the League's work during the Assembly and to make it better known, especially in countries not in close touch with Geneva, or among special interests. Up to and including 1931, 147 such temporary collaborators had been invited, including educationalists, journalists, professors, broadcasting experts, representatives of women's organisations, of ex-soldiers' organisations, etc.

#### Appendix.

##### BUDGETARY ESTIMATES AND STAFF (1933).

###### 1. Geneva Service :

Budgetary estimates : 917,970 Swiss francs.  
Staff : 54 (including 20 Members of Section).

###### 2. Branch Offices (London, Paris, Rome, Tokio, Berlin and India) and Correspondents :

Budgetary estimates : 263,300 Swiss francs.



4.

LEGAL ADVISER'S BRANCH.

The duties of the Legal Adviser's Branch fall into two categories. First, it advises the Secretary-General and the various Sections of the Secretariat whenever questions of a legal character arise in connection with their work. Secondly, it fulfils certain tasks for which, owing to their legal character, it assumes either entire or principal responsibility.

I. ADVICE TO THE SECRETARY-GENERAL AND THE VARIOUS SECTIONS OF THE SECRETARIAT.

The Secretary-General consults the Legal Section whenever he wishes to be informed upon the legal aspect of a question.

All the Sections appeal to the Legal Section for advice when, in the course of their work, questions of law arise. The advice of the Legal Section is thus sought in the interpretation of Conventions, the application of Conventions or decisions of organs of the League, or in elucidating points relating to international law or the national law of any particular country. As a general rule, the members of the Legal Section follow the work of the committees and conferences for the organisation of which other Sections of the Secretariat are responsible, so that they may give the necessary legal advice, submit any observations considered necessary, and assist in the framing of texts (draft Conventions, etc.).

The Legal Section actively co-operates with the other Sections of the Secretariat in dealing with general questions having a legal or constitutional aspect — e.g., the admission of new States to the League, minorities questions, questions relating to Danzig and the Saar, mandates questions and the questions dealt with by the special technical organisations of the League. Further, it is consulted on legal questions relating to the organisation and administration of the Secretariat (Staff Regulations, Regulations of the Pensions Fund, applications addressed to the Administrative Tribunal, diplomatic privileges) and the latter's relations with third parties (contracts under private law — e.g., those necessitated by the construction of the new League buildings).

II. PARTICULAR DUTIES OF THE LEGAL SECTION.

The Legal Section's duties include the following :

1. The Section deals with the registration of treaties (Article 18 of the Covenant). Up to May 31st, 1932, 2,972 treaties had been registered and, on the same date, 115 volumes of treaties had been published in the *Treaty Series*.

The Legal Section receives signatures, ratifications and accessions to Conventions concluded under the auspices of the League and the ratifications of labour Conventions. It keeps the Members of the League and of the Labour Organisation informed of the signatures, ratifications or accessions received ; it informs other Governments of reservations accompanying the signature, ratification or accession of a State and receives and communicates to the State in question the observations of the other States. It addresses a periodical report to the Council on the position in regard to signatures, ratifications and accessions (decisions of the Council of the League of December 6th, 1926, and March 6th, 1928) and drafts an annual report embodying the replies of Governments concerning their respective positions with regard to Conventions concluded under the auspices of the League (resolution of the Assembly of October 3rd, 1930).

2. The Section assists in verifying the credentials of delegates. It is competent as regards questions of procedure that may arise during the work of conferences and committees.

3. The Legal Section supplies secretariat for committees dealing with legal questions : First Committee of the Assembly ; Hague Conference of 1930 for the Codification of International Law ; committees set up to examine questions such as amendments to the Covenant, the interpretation of the Covenant, amendments to the Statute of the Permanent Court, etc.

4. The Legal Section follows the development of the procedure for the pacific settlement of disputes (such as the General Act of Arbitration). It publishes periodically a study of treaties of arbitration and security, giving a list of the treaties and analysing their principal provisions (resolution adopted by the Council on December 12th, 1925).

5. Questions connected with the organisation and work of the Permanent Court of International Justice are also dealt with by the Legal Section. The Section deals more particularly with the preparations necessary for the election of the judges of the Court.

Appendix.

BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 385,452 Swiss francs.  
Staff : 18 (including 9 Members of Section).

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5.

TREASURER'S OFFICE.

The Treasury consists of the Treasurer's Office and, under his direction, the Internal Control Office and the Chief Accountant's Department.

*The Treasurer* is the chief financial officer of the League. He finances the three organisations of the League, and he prepares and administers the budget, receives the contributions, makes all payments, invests the funds and advises on all questions involving expenditure. He is *ex officio* a member, or assessor, of several committees, such as the Administrative Board of the Pensions Fund, the Publications Committee, the Building Committee and certain staff committees. He is Chairman of the Contracts Committee.

His principal assistant acts in close collaboration with him, and often deputises for him on the above committees. He is secretary of the Supervisory Commission, which holds, on an average, five sessions annually, and of the Finance (Fourth) Committee of the Assembly.

The Supervisory Commission is the permanent advisory body of the League of Nations in questions of finance and internal administration ; it is, in particular, responsible for examining every year the estimates for the following financial period, and the closed accounts for the preceding one.

*The Internal Control Office* is responsible for examining and verifying :

(a) *Previous to a liability being incurred*, that the proposed liability is covered by a budgetary appropriation and that its object corresponds with the purposes for which the credit was included in the budget. It examines estimates of cost, studies the purpose of the expenditure and, if necessary, reports to the Treasurer on the proposal. The regulations provide that no liability can be incurred before; the responsible officer is advised by the Internal Control Officer that the proposed expenditure is in order and has been registered.

(b) *When the account is received*, that the details of the proposed payment are in conformity with the regulations in force and that the calculations are mathematically correct.

*The Chief Accountant and Paymaster's Department* keeps the books, keeps the banking accounts (the Accountant's signature, with those of the Treasurer or the principal assistant, is necessary on all cheques) ; invests funds as directed by the Treasurer ; estimates, in collaboration with the various services of the Secretariat, the funds required throughout the year ; prepares the accounts and makes all payments (including salaries) after the accounts and vouchers have been certified by the Internal Control Office.

Appendix.

BUDGETARY ESTIMATES AND STAFF (1933).

1. *Treasurer's Office:*

Budgetary estimates : 105,992 Swiss francs.  
Staff : 4 (including 2 Members of Section).

2. *Internal Control Office:*

Budgetary estimates : 90,522 Swiss francs.  
Staff : 8 (including 1 Member of Section).

3. *Accounting Branch:*

Budgetary estimates : 102,888 Swiss francs.  
Staff : 9 (including 1 Member of Section).

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### INTERNAL ADMINISTRATIVE SERVICES.

The creation of the post of Under-Secretary-General in charge of Internal Administration was decided on by the Assembly on the recommendation of the Noblemaire Committee of 1921. The duties and sphere of competence of this official were described in the following terms in the Committee's report :

" We therefore suggest that all headquarters routine business should, subject only to the final approval of the Secretary-General, be assigned to the Headquarters Under-Secretary-General, who would thus be placed in permanent charge of the general work of the office at Geneva, embracing all matters of interior organisation and finance, discipline, staff questions and routine. He would also supervise those Sections which properly belong to what may be called the machinery of the Secretariat and concern its working as a whole — as, for instance, the services of the translation, preparation and publication of documents, and the service of distribution.

" This would leave the Secretary-General and his deputy free to concentrate all the reins of policy in their hands, to supervise the work of the Directors, while leaving to the latter a large initiative so far as the administration of their various departments is concerned."

The above description still substantially covers the work done by the Under-Secretary-General.

Under his control, apart from his own Bureau, which acts as a central office for the Under-Secretary-General's work of internal administration and of liaison with his own country, are placed the different central services of the Secretariat.

Further centralisation has, however, taken place, and many of the services are now co-ordinated and controlled by two Chiefs of Service — the Chief of the Document Service and of the Internal Services respectively — who are responsible to the Under-Secretary-General in charge of Internal Administration for the work of the services under them.

The *Document Service*, reorganised by the 1930 Assembly in accordance with the proposals of the Committee of Thirteen, consists of : the central office of the Chief of the Service (the Editor); the French and English Interpreting, Translating and Précis-Writing Services (to which are also attached the Verbatim Reporters) ; and the Publications and Printing Department. The Editor's office is responsible for the supervision of all documents, for examining, approving and editing them ; also for the general administration of the subordinate services. The Editor is also responsible for documentary preparations for the Council's meetings, its agenda, etc.

To the two Interpreting, Translating and Précis-Writing Services are attached all the interpreters, translators and minute-writers of the Secretariat. The interpreters interpret verbally from one of the official languages into the other at League conferences and committees ; translators are responsible for the documentary translation requested by all departments ; records of conferences and meetings are taken either by précis-writers, who prepare Minutes or summarised accounts, or by verbatim reporters when a word-by-word record is required (Council, Plenary Assembly, etc.).

The Publications and Printing Service is divided into two branches : the Publications Branch, which organises the publicity and sale of League publications throughout the world, and the Printing Branch, which prepares the manuscripts for the printers, corrects proofs, co-ordinates the French and English texts, and makes all arrangements (technical and general) with the actual printers. Finally, the Secretary to the Publications Committee is attached to the Document Service.

To the *Internal Services*, apart from the central Establishment Offices both in Geneva and the branches abroad, are attached the Stationery and Supplies Branch, the Distribution Service, the Stenographic Service, the Duplicating and Multigraph Service, the Postal Service, the Telephone Service, the House Staff, the Restaurant Service, the Cleaning Service, the Welfare Office and the Secretariat of the Building Committee.

The central Establishment Office is in charge of all the Secretariat's material arrangements : the upkeep of buildings and equipment (furniture, fittings, motor-cars, heating, lighting, etc.), travelling and removal arrangements, the allotment of accommodation to conferences and committees, the organisation of their services and the issue of tickets.

The Stationery and Supplies Branch (*Economat*) is responsible for the purchase and distribution of office furniture and stationery, the acquisition of which has been approved by the Contracts Committee, and for the placing of printing orders.

The Distribution Service is responsible for the distribution of all League documents to the States Members of the Council or the League, delegates to the Assembly and conferences, members of committees, Secretariat, subscribers and the free list, and for the control of stocks of all documents. The Service provides document officers for important meetings of committees and conferences. It prepares an index of all documents distributed to the Council and States Members.

The Stenographic Service supplies staff to sections requiring stenographic assistance and copies documents which have to be reproduced in type.

The Duplicating and Multigraph Service reproduces documents issued in roneoed or multigraphed form.

The Postal Service and the Telephone Service do the work which their names imply. The House Staff consists of office-keepers, messengers, lift attendants, cyclists and chauffeurs ; also the gardener, carpenter, electrician, etc.

The Welfare Service is composed of the Medical Referee, who is a part-time official only, and of a nurse (whole-time), who is in charge of a small pharmacy and surgery and who visits cases of sickness. The Medical Referee is responsible for the medical examination of all officials and candidates, verifies the medical certificates and keeps in contact with officials' doctors :

The Secretariat of the Building Committee assists the Committee of Architects and the Building Committee itself, which is responsible for the new Secretariat buildings.

The other services for which the Under-Secretary-General in charge of Internal Administration is responsible are : the Registry, the Library, the Personnel Office, the Secretariat of the Administrative Board of the Staff Pensions Fund and, for the time being, the Treasury. The special duties of the *Treasury* are described under a separate heading (see page 8).

The *Registry* is responsible for the registration, classification and filing of all official correspondence and documents, for the circulation of the files and for the indexing of their contents. League conventions and instruments of ratification are deposited with the Registry. The Indexing Service, placed under the control of the Registrar, prepares analytical indexes of the *Official Journal*, which includes Assembly and Council records, the *Treaty Series*, committee Minutes, etc.

The *Library* purchases, classifies, catalogues and circulates books, periodicals, maps, pamphlets and official documents relative to the League's activities ; arranges exchanges of publications ; and acts as a reference library to members of the Secretariat, League Committees and delegations. It issues various monthly bibliographical publications and also occasional bibliographies on special subjects.

The *Personnel Office* carries out arrangements relating to the engagement and career of staff and is in charge of staff records (card-indexes and personal dossiers). It conducts correspondence with candidates and keeps the register of applications and the relevant files. It provides secretariat for the Appointments Committee and various examining boards and selection committees, the Regrading Committee, the Administrative Committee and the Judicial Committee. It is, in general, responsible for the application of the Staff Regulations, controls attendance, sick leave and annual leave of the staff, and checks salary payments and overtime payments.

The *Secretariat of the Administrative Board of the Staff Pensions Fund*, apart from acting as the secretariat of the Board, collects and keeps the records and accounts and prepares the statistics required for the Fund. It corresponds with members of the Fund in the Secretariat, the International Labour Office and the Permanent Court of International Justice. It also supplies secretariat for the Staff Provident Fund.

## Appendix.

### BUDGETARY ESTIMATES AND STAFF (1933).

#### *Department of Internal Administration.*

##### *Document Service.*

###### *Editor's Office:*

Budgetary estimates : 72,460 Swiss francs ;  
Staff : 3.

###### *Translating, Interpreting and Minute-writing Service:*

Budgetary estimates : 887,212 Swiss francs ;  
Staff : 46.

###### *Verbatim Reporting Service:*

Budgetary estimates : 99,909 Swiss francs ;  
Staff : 8.

###### *Publications and Printing Service:*

Budgetary estimates : 320,548 Swiss francs ;  
Staff : 39.

##### *Internal Services.*

###### *Office of Chief of Internal Services:*

Budgetary estimates : 95,232 Swiss francs ;  
Staff : 6.

###### *Stationery and Supplies Branch:*

Budgetary estimates : 48,134 Swiss francs ;  
Staff : 5.

###### *Distribution:*

Budgetary estimates : 215,357 Swiss francs ;  
Staff : 34.

###### *Stenographic Service:*

Budgetary estimates : 472,822 Swiss francs ;  
Staff : 61.

##### *Internal Services (continued).*

###### *Duplicating Service:*

Budgetary estimates : 229,623 Swiss francs ;  
Staff : 40.

###### *Miscellaneous Services:*

Budgetary estimates : 79,014 Swiss francs ;  
Staff : 11.

###### *House Staff (excluding cleaners, attendants, etc.):*

Budgetary estimates : 288,741 Swiss francs ;  
Staff : 61.

###### *Registry and Indexing Service:*

Budgetary estimates : 300,743 Swiss francs ;  
Staff : 29.

###### *Library.*

Budgetary estimates : 180,485 Swiss francs ;  
Staff : 17.

###### *Personnel Office.*

Budgetary estimates : 120,718 Swiss francs ;  
Staff : 12 (including 1 Member of Section).

###### *Secretariat of Administrative Board of Staff Pensions Fund.*

Budgetary estimates : 46,100 Swiss francs ;  
Staff : 4 (including 1 Member of Section).

## ADMINISTRATIVE COMMISSIONS AND MINORITIES QUESTIONS.

The Administrative Commissions and Minorities Section deals with two independent groups of questions : those relating to the protection of minorities, under the immediate supervision of the Director of the Section, and those relating to Danzig, the Saar and the exchange of populations, for which a special autonomous bureau, constituted within the Section, works under the direct authority of the Secretary-General (Administrative Commissions Bureau).

### A. PROTECTION OF MINORITIES.

I. The texts governing the action of the League in regard to the protection of minorities include :

1. Five special treaties, known as "Minorities Treaties", concluded between the Principal Allied and Associated Powers on the one hand and Greece, Poland, Roumania, Czechoslovakia and Yugoslavia on the other ;
2. Four special chapters embodied in the following Treaties of Peace : St. Germain (Austria), Neuilly (Bulgaria), Trianon (Hungary), and Lausanne (Turkey) ;
3. Five declarations made before the Council, in conformity with a recommendation of the first Assembly (1920), by Albania, Estonia, Finland (for the Aland Islands), Latvia and Lithuania, either at the moment of their entry into the League or subsequently ;
4. Special chapters embodied in two other Treaties — viz., the German-Polish Convention relating to Upper Silesia (Part III) and the Convention concerning the Memel Territory (Article 11 and Articles 26 and 27 of the Statute annexed thereto).

These texts embody, in addition to a list of the recognised rights of minorities, a clause relating to the *guarantee* of the League of Nations.

The Council subsequently established a procedure (resolutions of October 22nd and October 25th, 1920, June 27th, 1921, September 5th, 1923, June 10th, 1925, and June 13th, 1929), based mainly on petitions, providing, in particular, for the examination of the receivability of petitions ; for the communication of receivable petitions to the Governments concerned for their observations; and for the examination of the petitions and the observations of the Governments by the Minorities Committees and also by the Council if the members of the respective Committees or other members of the Council draw its attention to the questions raised.

II. The Minorities Section is responsible for the regular and continuous working of this procedure instituted by the Council. It first examines the petitions from the point of view of their receivability; decision in regard to this point, however, rests with the Secretary-General. The Section then assists either the Minorities Committees or the Rapporteur (in respect of the cases placed on the agenda of the Council) in the study of the questions referred to them. Finally, it is responsible for all that concerns the preparation and the execution of the decisions taken.

In conformity with the resolution adopted by the Council on June 13th, 1929, paragraph 6, the Secretary-General publishes annually statistics concerning the work of the League of Nations in connection with the protection of minorities.

III. The Minorities Section is further responsible for the informal and friendly communications with the Governments signatories to Minorities Treaties, which the Assembly (resolution of September 21st, 1922, paragraph 1) has recognised as the best means for the League of Nations of fostering — in ordinary cases — good relations between those Governments and persons belonging to minorities of race, language or religion placed under their sovereignty.

The Assembly, by the same resolution, decided that the Secretariat of the League, the duty of which is to collect information concerning the manner in which the Minorities Treaties are carried out, should not only assist the Council in the study of complaints concerning breaches of these Treaties, but should also assist the Council in determining in what manner the persons belonging to racial, linguistic or religious minorities fulfil their duties towards the States concerned.

The duties thus devolving upon the Minorities Section have required, for their conscientious fulfilment, a continuous development of its channels of information, among the most important of which are the frequent journeys of the Director of the Section and of his assistants to the various countries. These journeys help to ensure close contact and friendly relations between the Minorities Section and the administrative departments which in each country deal specially with questions concerning minorities.

With the same object in view, the Section organised a few years ago a special Press service, which summarises for the use of its members, and within practicable limits, information which has appeared in the minority or majority Press of the fifteen countries to which this activity of the League of Nations extends. It is now proposed to develop this service to cover legislative and statistical information, the need for which has made itself increasingly felt.

## B. ADMINISTRATIVE COMMISSIONS BUREAU.

The Administrative Commissions Bureau, which forms part of the Administrative Commissions and Minorities Section, is a special service working under the direct authority of the Secretary-General. It deals with questions relating to the Saar Territory, the Free City of Danzig, the exchange of Greek and Turkish populations, and Upper Silesia.

### *Saar Territory.*

Under Part III, Section IV, Articles 45 to 50, of the Treaty of Versailles, Germany renounces the government of the Saar Territory in favour of the League of Nations, in the capacity of trustee. At the end of a period of fifteen years, as from the date of the coming into force of the Treaty of Versailles, the population of the Territory will be called upon to decide as to the sovereignty under which it desires to be placed.

The Council will determine the method and the date of the plebiscite which will decide as to the sovereignty under which the Territory will be placed, and will take the requisite measures for the organisation of the system then to be established.

### *Free City of Danzig.*

Under Part III, Section XI, Articles 100 to 108, of the Treaty of Versailles, the City of Danzig, with the neighbouring territory, was constituted a free city under the protection of the League of Nations. The constitution of the Free City is placed under the guarantee of the League.

Any dispute which may arise between Poland and the Free City is subject to the decision of the High Commissioner of the League of Nations, who, if he thinks it necessary, refers the matter to the Council of the League of Nations. Both parties retain the right of appeal to the Council.

### *Mixed Commission for the Exchange of Greek and Turkish Populations.*

Under the Greco-Turkish Convention, signed at Lausanne on January 30th, 1923, a Commission was appointed to supervise and facilitate the emigration and liquidate the movable and immovable property of the emigrants. The Commission is composed of four Greek members, four Turkish members and three members chosen by the Council of the League of Nations.

### *Mixed Commission and Arbitral Tribunal of Upper Silesia.*

Under the provisions of Part VI of the German-Polish Convention of May 15th, 1922, the German and Polish Governments agreed jointly to request the League to appoint the Chairman of the Mixed Commission and of the Arbitral Tribunal.

### *Work of the Administrative Commissions Bureau.*

The Administrative Commissions Bureau, under the Direction of the Secretary-General, acts as secretariat to the Council, special committees and other League organs for questions relating to the above-mentioned subjects.

During the past year, the Bureau has dealt with the following questions placed on the agenda of the Council : proposal for a loan to be issued by the Governing Commission of the Saar (September 1931), amendment to the Constitution of Danzig (September 1931), Danzig-Polish relations (September 1931), questions relating to Greco-Bulgarian emigration (September 1931 and May 1932), appointment of the Chairman and members of the Governing Commission of the Saar (January 1932), access to and anchorage in the Port of Danzig for Polish war vessels (January 1932), use of the Port of Danzig by Poland (January 1932), treatment of Polish nationals or other persons of Polish origin or language at Danzig (February 1932), termination of the work of the Mixed Greco-Bulgarian Emigration Commission (January 1932), Danzig railway questions (May 1932), use of the Port of Danzig by Poland (May 1932), and direct action in Customs matters (May 1932).

Several special committees met during the year in order to deal with questions relating to Danzig.

## Appendix.

### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 331,828 Swiss francs ;  
Staff : 15 (including 6 Members of Section).

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8.

FINANCIAL ORGANISATION.

(Financial Section and Economic Intelligence Service.)

The Financial Organisation now consists of the Financial Committee and its sub-committees or delegations, the Fiscal Committee and its sub-committees, the Committee of Statistical Experts and its sub-committees, and the Financial Section and Economic Intelligence Service of the Secretariat.

FINANCIAL COMMITTEE.

Originally, this Committee formed part of the first Economic and Financial Organisation (created provisionally under the authority of the Council and Assembly in 1920). Its constitution, methods of work and duties, since the time at which it was made permanent by Council and Assembly resolutions, have been described in detail in a pamphlet issued by the Secretariat under the authority of the Committee and entitled *Principles and Methods of Financial Reconstruction*.

The Committee meets normally three times a year, but holds extraordinary meetings as and when required by the work assigned to it by the Council. The Committee reports to the Council after each session and the authority of the latter is sought and obtained for each specific task. Each year the Assembly adopts resolutions concerning the past and future work of the Committee.

In 1930, the Assembly and Council passed resolutions approving the Committee's future functions as follows: (a) general financial questions, including the examination of general financial developments in relation to economic progress; (b) advice and assistance to individual Governments; and (c) advice on financial questions arising out of the current political and administrative work of the Council. The Committee's report on this subject (document A.41.1930.II) deals with the details of these three main categories of its work.

In recent years, its work has included, *inter alia*, financial reconstruction in Austria, Hungary, Greece and Bulgaria; a scheme, drawn up at the request of the Commission of Enquiry for European Union, for the creation of an International Agricultural Mortgage Credit Institute; the preparation of conventions for the prevention of counterfeiting currency and for affording assistance to States victims of aggression; an enquiry into fluctuations in the purchasing power of gold, undertaken at the request of the World Economic Conference; and advice to individual Governments on financial questions arising out of the present crisis. A few recent examples will best illustrate the kind of questions with which the Committee has to deal and its methods of work.

The period since September 1931 has been especially critical from the financial point of view. The four Central European countries with the finances of which the League of Nations has previously had to deal have, one after the other, had to make further requests for its assistance.

The first of these new appeals came from Austria in August 1931. In September 1931, a detailed plan of financial reconstruction was drawn up by the Government in conjunction with the Financial Committee. Since October 1931, the Committee has had at Vienna a representative accredited to the Austrian Government and, at its different sessions, has closely followed the execution of this programme which has, in part, been carried out. It has also, through a small delegation of its members together with Government experts, endeavoured to find means to help Austria by an international loan guaranteed by various European countries.

In September 1931, Hungary appealed for the assistance of the League of Nations. In October, after preliminary discussion, the Financial Committee sent a delegation to the spot, and later the Committee itself met at Budapest. After thorough consideration of the different aspects of the economic and financial situation, the Committee agreed with the Government on a programme of reforms. The Financial Committee is regularly consulted on the situation, both by the Hungarian Government and by the Committee's representative, who resides in Budapest. The latter forwards periodical reports to the Committee.

In the case of Bulgaria, the close relations existing between the Financial Committee, the Bulgarian Government and the National Bank, ever since the settlement of the refugees and the monetary stabilisation, have never been interrupted. In January 1932, in view of the fact that the reserves of foreign exchange held by the National Bank were diminishing at a dangerous rate, the Bulgarian Government requested the Committee to undertake on the spot a comprehensive enquiry into the situation. A delegation of the Financial Committee went to Sofia in February 1932 and recommended to the Government various reforms which it considered necessary in order to reduce the budget deficit.

Greece, in January 1932, asked the Committee to undertake an enquiry. A delegation went to Athens in February. The delegation, and subsequently the Committee, made a detailed study of the situation of the Bank of Greece, more particularly with regard to its reserves of foreign exchange.

Roumania has also recently requested the League for expert advice in connection with administrative and financial reforms.

Meantime, the Committee has given attention to the general problems resulting from the extension of the present crisis. In its successive reports to the Council, it has analysed the development of the crisis and, in particular, recommended as a general remedy the issue of State-guaranteed loans, the proceeds of which would make it possible to provide help for countries in need of assistance. The Council referred this proposal to a joint meeting of a delegation of the Financial Committee and certain Government experts.

Owing to the importance and diversity of these general and special problems, the Committee has, since September 1931, had to hold five plenary sessions in addition to sending certain of its members as delegations to Hungary, Greece and Bulgaria and on various other missions. This means that several of the members devoted more than three months to meetings of committees or sub-committees.

#### FISCAL COMMITTEE.

The Fiscal Committee was created under a decision of the Council of December 14th, 1928, and its work was approved by the Assembly in a resolution of September 29th, 1930. It has to consider all questions concerning taxation and, in particular, problems of double taxation and administrative assistance or of assistance in connection with the recovery of taxes; the preparation of model bilateral conventions or collective conventions and the revision thereof; the preparation of any other international measures calculated to eliminate double taxation and to secure a more equitable distribution of fiscal burdens; the comparison of fiscal systems; the study of all kindred questions of international law, such as the question of reciprocity and that of the relation between the most-favoured-nation clause and questions of double taxation.

The most important task at present is an enquiry on the method of allocation of profits of enterprises operating in more than one country. With the help of a grant of \$90,000 from the trustees of the Rockefeller Foundation, a detailed investigation has been made in many countries. Its conclusions, which should be reached by the end of 1932, will be submitted to the Committee and will probably include the draft of a multilateral convention. The question is of great interest to the business world, which has been associated in the enquiry through the International Chamber of Commerce.

#### COMMITTEE OF STATISTICAL EXPERTS.

The International Convention relating to economic statistics provides in Article 8 that a committee of statistical experts shall be appointed by the Council of the League of Nations. This Committee was appointed by the Council on January 22nd, 1931; the Convention was approved by the Assembly; and, on May 20th, 1931, the Council approved the broad lines of the Committee's future work and authorised the appointment of sub-committees.

Its task is to lay down rules for the application of the Convention, without which adhering States cannot carry out their obligations. In particular, three months after half the countries in respect of whom the Convention is in force have carried out a certain experiment, the Committee is under a statutory obligation to make a report. This situation will have been reached at the beginning of 1933.

#### FINANCIAL SECTION AND ECONOMIC INTELLIGENCE SERVICE.

Until 1931, the secretariat work of the Economic and Financial Organisation and the economic intelligence work of the League was done by a single Section of the Secretariat. In 1931, two Sections were created — the Economic Relations Section, and the Financial Section and Economic Intelligence Service.

The *Financial Branch* of the latter carries out the secretariat work of the Financial Committee and the Fiscal Committee and of their sub-committees and assures the liaison with commissioners and advisers appointed in countries where financial reconstruction is being effected.

In addition, the Director and the officials of this branch are frequently engaged on missions or enquiries in preparation for the work of the Financial Committee. They are sometimes asked to give advice on the financial aspects of problems brought before the League — e.g., with reference to Liberia.

During the last few months, the Director and other officials have had to visit Athens, Sofia, Budapest, Vienna and Bucharest in order to obtain and sift on the spot the information on which the recommendations of the Financial Committee are or will subsequently be based. During the present crisis, officials of this branch have been in continuous consultation, in the intervals between the Committee's meetings, with the authorities of the countries which have applied to the League and with the advisers sent to those countries with a view to studying the urgent problems arising there. This branch is responsible for the preparation of meetings of the Financial Committee. With the help of members of the Economic Intelligence Service, it prepared for publication the final report on the gold problem. During the preceding two years, it had made many technical studies bearing on the subject — viz., a survey of gold statistics, studies of the instrument of measurement of the purchasing power of gold, of supply and demand with reference to gold, of legislation on gold, of gold statistics for individual countries, of the distribution of monetary gold and of gold movements.

The *Economic Intelligence Service* is responsible for various regular publications on economic and financial subjects undertaken in accordance with resolutions of the Assembly and Council; for preparing the technical material required by International Economic and Financial Conferences and by the Financial and Economic Committees; in general, for supplying economic and financial information and making technical studies whenever they are required in the work of the League.

The Brussels Conference in 1920 emphasised the importance of giving the greatest possible publicity to the situation of public finances and currencies and recommended that the League should publish periodical statements on these subjects. This recommendation, endorsed by the Council in November 1920 and by the Assembly at its first session, is the origin of the following publications.



In June 1921, the Economic and Financial Section took over from the Supreme Economic Council the publication of the *Monthly Bulletin of Statistics*. In September of that year, the Assembly decided that the Secretariat should also publish a *Memorandum on Central Banks and Commercial Banks*, in addition to a *Memorandum on Public Finance*.

In 1922, the third Assembly adopted the following resolution :

“ It hopes that the study of the various questions connected with the stabilisation of currencies and, in particular, that of foreign trade balances and balances of payment of various States, which is an essential element of the problem, will be actively pressed forward, so as to lead to the publication of reports which will throw light on this question, which is one of urgent importance.”

Thus there have been regularly published the *Memoranda on International Trade Statistics*, the *Review of World Trade* and the *Studies of Balances of Payments*.

The *International Statistical Year-Book of the League of Nations* and the *Memorandum on World Production* were first published for the Economic Conference of 1927.

In 1927, the Assembly recommended “ that this valuable volume should become one of the annual publications of the League ” and approved “ the annual publication of a general survey of the world situation as set out in the *Memorandum on Production and Trade*, which is prepared for the Economic Consultative Committee ”.

On the recommendation of the Economic Consultative Committee in 1929, the Service has undertaken a special study on relative prices, and for this purpose has called two meetings of heads of certain national statistical administrations. As a result of these meetings, special investigations have been made by the administrations of France, Germany and Great Britain with a view to establishing comparable indices for certain raw materials, semi-manufactured and finished articles and food-products. The results of this enquiry have been summarised in the *Memorandum on World Production, 1930-31*, recently published by the League.

In September 1929, the Assembly requested the Council “ to consider the possibility of arranging for the preparation in the near future of a comprehensive annual survey of economic developments and for the collection by the Economic Organisation of all the information required for this purpose ”. This is the origin of the *World Economic Survey*, which is being published this year for the first time. Its publication was delayed under the authority of the Assembly (1930) and Council, in order to await the coming into force of the Statistical Convention.

Apart from the recurrent publications described above, the Service supplies the technical documentation required by the Financial and Economic Committees and by the international conferences convened by the League. Further, it collects the information required for certain tables in the *Armaments Year-Book*.

Throughout its ten years' work, one of its main tasks has been gradually to build up statistics of an increasing degree of comparability and to enlist the co-operation of Governments for this purpose. This, and the gradual extension of the range of the statistics — so that in many cases almost the whole world is now covered — have involved sustained and detailed work and research.

The members of the Economic Intelligence Service, like the members of the Financial Branch, are often sent to make enquiries on special problems, whether in preparing the work of the Financial Committee or otherwise in giving advice sought by individual Governments — e.g., recently on the statistical administration of the Customs in Hungary and on certain technical problems connected with the definition of the Customs line between Lithuania and the Territory of Memel.

The Economic Intelligence Service attempts to present a coherent world picture of economic and financial fact. Its work interlocks with parts of the other work of the League and, in many respects, forms an essential basis for it — e.g., in financial reconstruction, in the work of the Economic Committee and in the case of international conferences, including certain aspects of the Disarmament Conference.

#### Appendix.

##### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 1,038,876 Swiss francs.  
Staff : 52 (including 18 Members of Section).

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#### 9.

#### ECONOMIC ORGANISATION.

(Economic Relations Section.)

The Economic Organisation of the League consists of the Economic Committee, the Economic Consultative Committee and the Economic Relations Section, which provides the secretariat for these two Committees. Working under the Economic Committee are various technical

sub-committees appointed to examine special problems and to report on them to the main Committee; the secretariat of these sub-committees is also provided by the Economic Relations Section.

## 1. CONSTITUTION.

The Economic Organisation of the League, as it exists at present, was definitely established by the Assembly in 1927. The Economic Committee is the advisory body of the Council for all economic questions. A "Consultative Committee" was created with the object of following the application of the recommendations of the 1927 World Economic Conference. It was decided that the Economic Committee should consist of fifteen members appointed for a period of three years, and that it should have power to appoint temporary sub-committees of experts to undertake preliminary work. This arrangement was endorsed by the Council on September 28th, 1927.

## 2. WORK OF THE ECONOMIC COMMITTEE.

The activities of the Economic Committee previous to the World Economic Conference of 1927 were mainly based on Article 23(e) of the Covenant, which lays down that Members of the League shall "make provision to secure and maintain . . . equitable treatment for the commerce of all Members of the League".

The Council, by a decision adopted on December 19th, 1921, asked the Economic Committee to study the scope and significance of that provision, and the Committee therefore dealt successively in the years 1921 to 1927 with the problems of unfair competition, Customs formalities, the treatment of foreign nationals and enterprises, the abolition of import and export prohibitions and restrictions, dumping, differential prices, false Customs declarations, and certain other questions, such as the unification of laws on bills of exchange and cheques.

The Committee's field of action was appreciably enlarged as a result of the 1927 World Economic Conference, the resolutions of the Conference on commercial policy and tariff questions being referred to it for study by a Council decision of June 16th, 1927. The Assembly, moreover, on September 24th, 1927, recommended that the Economic Organisation should take the resolutions of the Economic Conference as the basis of its work. The Economic Committee was thus called upon to deal more directly with tariff and contractual policy.

The Committee has, with the assistance of experts, devoted considerable attention to Customs and tariff methods, and principally to the unification of Customs nomenclature. A unified nomenclature, with explanatory notes, has been completed and will be communicated shortly to the Governments.

Various questions relating to Customs methods are at present the subject of enquiries addressed to the administrations concerned. Moreover, in examining various cases of indirect protectionism, a problem closely connected with that of Customs formalities, the Committee has considered the question of marks of origin. Its conclusions, put forward with the object of suppressing any abuse in the application of marks of origin to imported goods, have been communicated by the Council to the Governments for their observations.

In the industrial field, at the recommendation of the 1927 Conference, the problem of international economic agreements was investigated. Three important reports have already been published, one dealing with the legal aspects of the agreements, another with the economic aspects of certain agreements, and a third with the economic aspect of agreements in general.

Acting upon a report of the Economic Consultative Committee, the Council, by a resolution of June 9th, 1928, referred the problems of sugar and coal to the Economic Committee for enquiry. A study of the first problem, with the assistance of experts, has resulted indirectly in an international regulation of the production and export of sugar. The problem of coal, which has already given rise to several meetings of experts and representatives of all the interests concerned and has resulted in the framing of reports, is still under investigation.

On the initiative of the Conference on Import and Export Prohibitions and Restrictions of 1927, the Economic Committee has framed two draft agreements on the export of hides, skins and bones, subsequently adopted by a Diplomatic Conference convened for that purpose by the Council in March 1928.

The 1927 Conference recommended, with reference to agriculture, that a study should be undertaken of the commercial aspect of the problem of protection against diseases of plants and animals. The Conference on Import and Export Prohibitions and Restrictions further emphasised the necessity of such an enquiry, and accordingly the Economic Committee, with the assistance of experts, framed three draft international Conventions on the commerce in animal products and the organisation of veterinary services, which the Council has communicated to the Governments as a basis for discussion at a diplomatic conference.

The Economic Committee, with the assistance of its Sub-Committee of Agricultural Experts, conducted, in 1930 and 1931, an extensive enquiry into the present agricultural depression. The conclusions have been published in two reports.

Acting under a resolution adopted by the Assembly in 1927, the Committee studied and successfully dealt with the question of the regulation of whaling. An international Convention was opened in September 1931 for the signature of all States.

The first task undertaken by the Economic Committee under the Assembly resolution of 1929 was the framing of a draft Convention for a Customs truce. This draft served as a basis for the work of a first Conference on Concerted Economic Action held in February and March

1930 and resulting in the signature of the Commercial Convention of March 24th, 1930. The Protocol regarding the Programme of Future Negotiations, signed at the same Conference, laid down a whole series of new tasks which the Economic Organisation was asked to undertake.

Instructed by the Council on May 12th, 1930, to give effect to the decisions of that Conference, the Economic Committee added to the topics already on its agenda certain questions relating to Customs formalities and also the problems of nationality of goods in relation to the most-favoured-nation clause, appellations of origin, export bounties and subsidies, and the constitution of a permanent organ of conciliation and arbitration in commercial matters.

In dealing with the last of these questions, the Committee established, during its session in January 1932, a procedure for the friendly settlement of economic disputes between States, which the Council adopted and placed at the disposal of Governments. The Committee's conclusions concerning the nationality of goods were also forwarded by the Council to the Governments. The other questions are still under investigation.

In 1931, the Assembly referred to the Economic Committee for study the question of the closer economic relations in Europe contemplated by the Commission of Enquiry for European Union as the result of the recommendations submitted by its Sub-Committee of Economic Experts. This question has, for the time being, fallen into the background as the result of problems arising from the economic crisis, to which the Committee has devoted its last three sessions (October 1931 and January and June 1932).

Under a resolution adopted by the Assembly in 1931, the Committee is pursuing its enquiries into the possibility of a better organisation of certain branches of production. It has, for example, with the help of experts, examined this problem so far in relation to hops, timber and automobiles. The interests concerned are, as a result of the Committee's work, pursuing negotiations with a view to a regulation of production and trade.

During its sessions in October 1931 and January and June 1932, the Committee was engaged in studying, as they arose, the effects of the present economic and financial crisis on international trade. It has submitted its conclusions to the Council.

### 3. THE ECONOMIC CONSULTATIVE COMMITTEE.

On September 24th, 1927, the Assembly, following a recommendation of the Economic Conference of 1927, decided that there should be constituted by the Council a Consultative Committee to follow the application of the recommendations of the 1927 Economic Conference.

This Committee has so far held only two meetings — in May 1928 and May 1929. It examined the progress achieved in the application of the recommendations of the 1927 Economic Conference in the spheres of industry, commerce and agriculture. It devoted special attention to the measures taken autonomously, by bilateral or multilateral agreements, to give effect to the resolutions of the Conference in matters of commercial policy. The conclusions of the Consultative Committee were referred by the Council to the Economic Committee, so that the latter might take account of them in its work.

### 4. THE ECONOMIC RELATIONS SECTION.

One of the principal duties of the Section is to provide secretariat for the Economic Committee and the Economic Consultative Committee, for all the technical sub-committees constituted by the Economic Committee and all international economic conferences, whether prepared by the Economic Committee or convened on the direct initiative of the Assembly or Council—as, for example, the 1927 Economic Conference, the Conference on Import and Export Prohibitions and Restrictions, the two Conferences on Concerted Economic Action, the two Conferences on the Unification of Laws on Bills of Exchange and Cheques, and the Conference on the Treatment of Foreigners.

It is the duty of the Section to prepare, from the documentary point of view, the meetings of the various committees mentioned above and to give effect to their decisions. Under the direction of the Economic Committee or of preparatory committees created *ad hoc*, and, if necessary, with the help of the Economic Intelligence Section, it undertakes the preliminary work for international economic conferences convened by the Council and provides the secretariat for them. It further provides secretariat for technical committees appointed by the Committee of Enquiry for European Union to deal with special economic questions. It ensures liaison with the more important international bodies, meetings or congresses the activities of which bear upon those of the Economic Committee.

Finally, it advises other Sections of the Secretariat on any economic question which may be referred to it and which concerns the economic relations between States.

### Appendix.

#### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 624,950 Swiss francs.  
Staff : 24 (including 8 Members of Section).

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10.

MANDATES.

The mandatory system established under Article 22 of the Covenant provides for the administration of fourteen territories by mandatory Powers, under the supervision of the League. These territories comprise an area of 3,250,000 square kilometres, with a population of 19,600,000.

To enable the Council to fulfil its duties under Article 22, the Covenant provides for the constitution of a body of experts — the Permanent Mandates Commission. The Commission's duty is to receive and examine the annual reports of the mandatory Powers and to advise the Council on all matters relating to the execution of the mandates.

The Permanent Mandates Commission consists of ten ordinary members and one extraordinary member. A representative of the International Labour Organisation takes part in its work in an advisory capacity.

The Commission meets normally twice a year, for an average annual period of fifty days. Its principal duty is to examine the fourteen very detailed annual reports submitted by the mandatory Powers under the terms of the Covenant and to hear the accredited representatives of those Powers, in order to supplement the information at its disposal. On the conclusion of each session, it submits to the Council a report on the results of its examination. It also investigates, on behalf of the Council, all general questions relating to mandates. Certain of these general questions necessitate lengthy study, as, for example, the termination of the mandate in a territory placed under the mandatory regime.

The Mandates Section assists the Commission in all its work, carries out the various enquiries called for as a result of its discussions, and prepares the documents for publication.

The Mandates Section follows continuously, by means of official and other documents, the development of the fourteen mandated territories from the political, administrative and social points of view.

Every month, it communicates to the members of the Commission documentary material concerning any striking events, administrative or other, occurring in the various territories.

In accordance with the procedure established by the Council (decision of January 31st, 1923), the Section examines all petitions from the mandated territories, with a view to determining whether they are admissible, and submits the results of its examination to the Chairman of the Commission for his decision. It is responsible for correspondence with the petitioners, with the Governments of the mandatory Powers and with the Commission.

Lastly, the Section assists the Secretary-General and acts as secretariat to the Council and the Assembly for questions relating to mandates.

SLAVERY.

The Mandates Section is also entrusted with the question of slavery, first submitted to the League Assembly in 1922.

The Section carries out the secretariat duties in connection with the carrying into effect of the obligations arising under the Convention relating to slavery of September 25th, 1926. These include the assembling of information furnished by the signatory States and the submission of annual reports to the Assembly (Assembly resolutions of September 25th, 1926, September 21st, 1929, and September 30th, 1930).

On September 25th, 1931, the Assembly decided to appoint a committee of experts to examine the material supplied or transmitted by Governments since the signature of the Convention of 1926 and to submit a report. The Section provides the secretariat for this committee.

Appendix.

BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 291,240 Swiss francs.  
Staff : 11 (including 4 Members of Section).

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## COMMUNICATIONS AND TRANSIT ORGANISATION.

### CONSTITUTION.

Article 23(e) of the Covenant of the League stipulates, subject to certain reservations, that the Members of the League shall "make provision to secure and maintain freedom of communications and of transit". The Communications and Transit Organisation of the League was constituted and developed with a view to facilitating the accomplishment by Members of the League of their duties in this connection. Numerous other provisions in the Treaties of Peace provide for the undertaking of various duties by the League in respect of communications and transit. Such provisions are contained in Part XII of the Treaty of Versailles, and similar articles in the other treaties.

The nucleus of an International Transit Organisation existed before the signature of the Treaty of Versailles in the Commission for Ports, Waterways and Railways of the Peace Conference. That Commission, enlarged by the addition of a number of neutral Powers specially interested, was constituted by the Council of the League of Nations, in February 1920, as a provisional committee for communications and transit, and was instructed to prepare for the work of the first Conference on Communications and Transit, held at Barcelona in 1921. The present Transit Organisation was created by the Barcelona Conference.

The Organisation for Communications and Transit is to a large extent autonomous; the texts whereby it is constituted have been framed on the basis of resolutions adopted by the Assembly and by the general Conferences on Communications and Transit.

The Organisation consists of General Conferences, ordinary (which meet every four years) and extraordinary; an Advisory and Technical Committee for Communications and Transit, which meets in the intervals between the sessions of the Conferences (usually once a year) and acts as an advisory body to the Council for the immediate study of questions referred to it; the permanent and temporary committees set up by that Committee and a permanent secretariat — the Transit Section.

### PRESENT WORK OF THE ORGANISATION.

The work of the Organisation consists chiefly in establishing and codifying the general principles of international law applicable to communications. Once these principles are established, the Organisation has to deal further with administrative and technical problems, either acting under the instructions of the Council or the Assembly, or at the request of international bodies dealing with questions relating to communications, or on its own initiative. In the last-named case, the Assembly, in approving the annual reports, has always implicitly endorsed the Organisation's action. The Organisation, moreover, co-operates in the general work of economic organisation and reconstruction, and acts as an organ of conciliation for the settlement of inter-State disputes relating to communications.

### MARITIME QUESTIONS.

#### *Buoyage and Lighting of Coasts.*

The Conference on the Buoyage and Lighting of Coasts, recommended by the 1929 Assembly and held at Lisbon in 1930, was unable to complete the consideration of its agenda and expressed a desire to resume its work in about a year's time. Meanwhile, the British Government has made certain proposals for a uniform system of buoyage, which have been communicated to the Governments. The Secretariat is at present receiving the Governments' replies to these proposals.

#### *Maritime Tonnage Measurement.*

Draft international regulations for the unification of tonnage in maritime navigation have been forwarded to the Governments of maritime countries, with a view to the eventual acceptance of a uniform system.

#### *Right to fly a Merchant Flag.*

The Economic Committee recently drew attention to the fact that the smuggling of alcohol in Finland was greatly facilitated by the considerable differences existing between national laws governing the granting of the right to fly a merchant flag. The Advisory and Technical Committee, instructed by the Council to deal with the problem, requested the Transit Section to collect information from Governments with a view to a comparative study of the subject.

#### *Barrier to Maritime Navigation.*

The fourth General Conference on Communications and Transit, held in 1931, asked the Advisory and Technical Committee to study, in collaboration with the Governments concerned, measures with a view to removing barriers to maritime navigation. The question has been referred to a sub-committee.

Among other questions under consideration are the freighting of vessels by foreigners and the penal consequences of collisions at sea.

#### ROAD TRAFFIC.

The recommendations adopted by the European Conference on Road Traffic held in 1931 included proposals regarding commercial motor transport, light signals, and signals to be made by officials directing traffic. The Permanent Committee on Road Traffic has to consider what effect should be given to these recommendations and will also be called upon to give technical advice concerning questions relating to the interpretation of the Convention on Road Signalling.

The Transit Section is at present making preparations for a meeting of the Committee, which at its next session will also be asked to give its views upon a programme of claims put forward on behalf of professional drivers of automobiles.

#### INLAND NAVIGATION.

The European Conference for the Unification of River Law, held in 1930, adopted recommendations concerning the establishment in the near future of conventions on assistance and salvage in river navigation, and on the question of attachment (*saisie conservatoire*). A Committee for the Unification of River Law will make a first examination of these complex questions.

The same Committee, in co-operation with the International Labour Office, has further under consideration the conditions of engagement and labour of personnel employed on inland navigation vessels. The Advisory and Technical Committee has arranged with the International Labour Office for the appointment of a mixed committee to study the question.

The preliminary Conference of 1930 with a view to concerted economic action adopted a resolution concerning the extension of international agreements relating to inland navigation. The Advisory and Technical Committee has referred the question to the Permanent Committee on Inland Navigation.

#### TRANSPORT STATISTICS.

The Committee for the Unification of Transport Statistics, constituted by the Advisory and Technical Committee as a result of the thirteenth International Navigation Congress, has framed a draft international Convention on Transport Statistics, together with a number of draft regulations and recommendations accompanied by a report.

#### PUBLIC WORKS AND CO-OPERATION BETWEEN THE NATIONAL GOVERNMENT OF CHINA AND THE COMMUNICATIONS AND TRANSIT ORGANISATION.

The Advisory and Technical Committee has appointed a Committee of Enquiry into Public Works and National Technical Equipment, which has examined the concrete proposals made by various Governments regarding the execution of public works and has submitted a report to the Council. The Council, in May 1932, invited the Committee to continue its examination of the schemes submitted or to be submitted by the Governments. The Transit Section acts as secretariat of the Committee, in whose work representatives of the International Labour Office and the Economic and Financial Organisation of the League also take part.

The Advisory and Technical Committee, having made a preliminary examination of certain schemes for public works contemplated by the Chinese Government has, on the instructions of the Council, requested several experts and the Director of the Transit Section to assist the Chinese National Government to establish a programme of public works in China. Finally, in order to assist in the organisation and development of technical study centres for the training of public works engineers, more especially in China, the Advisory and Technical Committee has appointed a committee of enquiry to study these questions.

#### VARIOUS QUESTIONS.

##### *Communications of Importance to the League of Nations at Times of Emergency.*

The League of Nations has made provision for a special system of air and motor transport to ensure communications in times of crisis, and has also taken steps to ensure independent communications for the League with States Members or non-members by wireless telegraph and telephone.

##### *Facilities to be granted to Aircraft.*

The Transit Section has made a detailed study of this question and has forwarded proposals to the Governments with a view to the establishment of special regulations for the identification of aircraft providing communications between States and the League, the itinerary to be followed by such aircraft and the special legal and administrative regulations to be applied to them. Similar studies are being undertaken of the special regulations to be applied to motor vehicles.

##### *League Wireless Station.*

To ensure its communications by wireless telephone, the League now owns a short-wave wireless station. The Transit Section supervised the construction of the station and follows its operation.

*Lay-out of an Aerodrome near the Seat of the League.*

A Committee of Experts has given a technical opinion on a scheme for the development of the Cointrin Aerodrome, submitted by the Department of Public Works of the Canton of Geneva. The Transit Section, in co-operation with other Sections of the Secretariat, is collecting the information necessary to enable the Assembly to take a decision in regard to the scheme.

*Information Centre.*

The Transit Section has organised a special information service with a view to collecting from Governments and organisations in the various countries, and exchanging, information relating to communications and transit.

This Information Centre reads and makes abstracts from a large number of periodicals, Government publications, Conventions and laws.

*Air Transport Co-operation.*

The Assembly in 1928 adopted a resolution to the effect that the development of civil air navigation should not be hampered by military considerations. A Special Committee is studying the question of air transport co-operation. It has raised a considerable number of problems. A sub-committee of the Special Committee is studying the question of the constitution and operation of a network of permanent air routes.

*Codification of International Law.*

The Conference on the Codification of International Law, held at The Hague in 1930, adopted recommendations concerning the problems of the territorial sea and inland waters. The study of these problems has been entrusted to the Transit Organisation, which has authorised the Chairman of the Advisory and Technical Committee to have them considered by special committees.

*Transport of Newspapers.*

The European Conference on the Transport of Newspapers and Periodicals, held in 1929, agreed upon a system of regulations for the transport of newspapers and periodicals which, as regards rail transport, is at present being applied. Fiscal, Customs and tariff questions have still to be considered, however. The Transit Section, in collaboration with the Economic and Financial Sections of the Secretariat, is making enquiries with a view to the appointment of a joint committee to deal with the matters under consideration.

*Transport of Agricultural Produce and Adjustment of Railway Tariffs.*

The Transit Section has been asked to collect information to enable a choice of agricultural products to be made, the transport of which may usefully be considered with a view to concerted economic action. The Transit Section has also been asked to study the adjustment of railway tariffs and to keep in touch with the Economic Organisation so far as the problem affects indirect protection.

*Transport and Transit of Electric Power.*

The Transit Section is collecting information for the study of the problem of the transport and transit of electric power — which was raised for the first time by the Belgian Government in the Commission of Enquiry for European Union — with a view to a meeting of a special committee to deal with the matter.

*Passports:*

The Transit Section has prepared, for the Advisory and Technical Committee, a report on the question to what extent wider facilities could be accorded to officers and sailors engaged in maritime or inland navigation for obtaining passports and visas enabling them more easily to land in foreign ports. The Advisory and Technical Committee has asked its Permanent Committee on Ports and Maritime Navigation to study the question further, and this supplementary enquiry is now being undertaken by the Transit Section.

The Advisory and Technical Committee has examined a report submitted to it on passport and visa formalities for migrants. The replies of certain Governments specially interested in the question are still awaited.

The Transit Section, as the result of two Conferences on the international regime of passports, periodically makes enquiries of the various Governments with a view to ascertaining to what extent the resolutions adopted by the Conferences are being applied.

*Railways.*

The Advisory and Technical Committee, under Article 304 of the Treaty of Trianon and Article 320 of the Treaty of St. Germain, may be called upon by the Council to examine requests

for the submission of differences arising under agreements concerning the railways of the former Austro-Hungarian monarchy to arbitrators appointed by the Council. Two such disputes are at present under consideration.

A request from the International Confederation for Intellectual Workers is under consideration for the establishment of reduced railway fares for persons attending international congresses.

Among other questions under consideration are the abolition of level crossings and the possible extension of international agreements relating to railway transport.

#### *Jurisdiction of the European Commission of the Danube.*

The Transit Organisation was recently asked to deal with the jurisdiction of the European Commission of the Danube. A Spécial Committee appointed to examine the question has submitted a report and a draft Convention and regulations. Meanwhile, the States have agreed upon a *modus vivendi*; should this arrangement not be confirmed, however, the Spécial Committee will probably have to resume its work.

#### *Reform of the Calendar.*

The Transit Section has communicated to all Governments the General Act relating to the economic and social aspects of fixing movable feasts adopted by the fourth General Conference for Communications and Transit (1931), asking them whether they desire to accede thereto. The Governments' replies will be communicated to the religious authorities, which will be asked to intimate what action they feel able to recommend.

The problem of the simplification of the calendar and the fixing of movable feasts has given rise to considerable correspondence.

#### *Customs Exemption for Liquid Fuel.*

The Transit Organisation has been asked to make an enquiry as to the possibility of securing Customs exemption for liquid fuel. The Transit Section has sent a request for information to the States represented on the Commission of Enquiry for European Union. A special committee will later be set up to consider the replies received.

### GENERAL WORK OF THE TRANSIT SECTION.

The Section provides the secretariat for the Conference, the Advisory and Technical Committee, and for its permanent or temporary committees. It is responsible for the collection and preparation of information bearing on the various subjects and for the action to be taken upon the resolutions adopted.

### Appendix.

#### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 405,623 Swiss francs.

Personnel : 15 (including 6 Members of Section).

## INTERNATIONAL HEALTH ORGANISATION.

### CONSTITUTION.

The Covenant of the League of Nations, in Article 23(*f*), provides that, subject to and in accordance with the provisions of international Conventions, the League shall endeavour to take steps in matters of international concern for the prevention and control of disease.

Article 24 of the Covenant further provides that all international bureaux already established by general treaties shall be placed under the direction of the League if the parties to such treaties consent.

The Assembly in 1920 drew up a general plan for an international health organisation, on the assumption that the Office international d'Hygiène publique, established at Paris by the international agreement concluded at Rome on December 9th, 1907, would be placed under the direction of the League. It was not possible, however, to obtain the unanimous agreement of the signatories of the Rome Agreement to that arrangement, and the Assembly in 1921 accordingly decided to set up a provisional League organisation to include a Health Committee and a secretariat appointed by the Secretary-General of the League and placed under a Medical Director.



The Assembly in 1922 decided that such an organisation met a permanent need, and recommended that a permanent Health Organisation should be constituted to undertake, among others, the following duties :

(a) Advising the League in matters affecting health ; (b) Bringing health administrations in different countries into closer relationship with each other ; (c) Organising more rapid means of interchanging information on matters where immediate precautions against disease might be required (*i.e.*, epidemics) and simplifying methods for acting rapidly on such information, when more than one country was affected.

The scheme for the Permanent Health Organisation, constituted according to this decision, provided for an Advisory Health Council (the Permanent Committee of the Office international d'Hygiène publique), a Standing Health Committee and the Health Section of the Secretariat of the League. The scheme was approved by the Council in July 1923 and by the Assembly in September of that year. The Assembly, defining the duties of the Organisation, recommended that it should in future, as in the past, act as an advisory organ to the Council ; carry out any instructions given to it by the Council or the Assembly, and act as an organ of mediation and interpretation in regard to agreements. The duties of the Standing Committee are to report briefly to the Council on all questions included in the mandate of the Health Organisation and to give technical directions to the Health Section. It has power to appoint special technical sub-committees and to add to them such experts as may seem suitable.

#### THE SERVICE OF EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

This service collects information from national health administrations, collates and transmits it by means of wireless broadcasting, cables, telegrams, daily reports in cases of emergency, and regular weekly, monthly and annual reports, both from Geneva and through the Organisation's Eastern Bureau at Singapore.

The authority for these activities will be found in resolutions adopted by the Assembly in 1920, 1921 and 1922, decisions taken by the European Health Conference held at Warsaw in 1922 and an arrangement made with the Office international d'Hygiène publique.

The Council, on September 2nd, 1922, authorised the Secretary-General to sign an agreement with the Rockefeller Foundation, under which funds were placed at the disposal of the Health Committee for the purpose of developing the Epidemiological Intelligence Service of the League and of instituting an interchange of public health officials between various countries.

The Eastern Bureau was established at Singapore in 1925, under a decision of the Council, taken in June 1924, on the basis of a recommendation made by a special conference at which the Far-Eastern countries were represented. The Eastern Bureau is financed by a contribution from the Health Organisation and by contributions from the following Governments : Netherlands East Indies, French Indo-China, Japan, Philippine Islands, the Straits Settlements and the Federated Malay States.

#### LIAISON WITH NATIONAL HEALTH ADMINISTRATIONS.

Since 1922, a system known as the " Interchange of Health Officers " has been in operation, under a resolution adopted by the Council and approved by the Assembly in that year. The system has been partially financed by a grant from the Rockefeller Foundation as from January 1923, and the arrangement will continue until January 1935. The League undertook, under an agreement concluded with the Foundation, to organise meetings of public health officials from various countries and to make it possible for them to remain for a certain time attached to the health services of other countries, and to make grants towards the expenses of sending a small number of public health officials from time to time to study on the spot the public health organisations in other countries.

Under this system, six hundred and fifty medical officers from sixty countries have participated in interchanges, and thirty-five countries have been visited. The system is at present being used chiefly for those countries which request the collaboration of the League in the development of their health services, as well as for more advanced States when the study of a particular question raised by them can only be made on the basis of international comparison.

#### OPIUM QUESTIONS.

The Health Committee is entrusted with certain duties under the International Opium Convention of Geneva of 1925 and the Convention for the Limitation of the Manufacture of Narcotic Drugs of 1931. Further, as a result of the Bangkok Conference of 1931, it has been requested to undertake a study of the most modern method of treating drug addicts.

#### MALARIA.

The constitution of a Special Commission on Malaria was approved by the Council in 1923. Collective studies of the disease have been made in Bulgaria, Greece, Italy, Roumania, Spain, the Union of Soviet Socialist Republics and Yugoslavia. Delegations of the Commission have

made similar studies in Syria, Palestine, India and the United States of America. Specific advice has been given or investigations made at the request of the Governments of Albania, Bolivia, China, France, Greece, Persia, Turkey and Yugoslavia, as well as for the Bulgarian Refugee Settlement Commission.

Annual courses for malariologists in the service of their Governments have been organised by the Commission in Hamburg, London, Paris and Rome, followed by field studies in Italy, Spain and Yugoslavia.

The principles governing the prevention of malaria have been enunciated by the Commission on the basis of the collective experience thus acquired, and were confirmed by an International Experts Conference in 1928.

The Commission is meeting with success in its present endeavour to increase and cheapen the world supply of quinine and other alkaloids of cinchona bark as the chief remedy against malaria. It is hoped that, as a result of preparatory studies and enquiries, it may be possible to hold, in 1933, a Governmental Conference on the World Requirements of Quinine.

#### INTERNATIONAL STANDARDISATION OF SERA, VACCINES, OTHER BIOLOGICAL PREPARATIONS AND SEROLOGICAL REACTIONS.

The Assembly in 1922 approved the co-operation effected by the Health Organisation in experimental research concerning the standardisation of sera and serological tests, and in 1923 expressed a desire that this work might be further developed.

The Health Committee, in accordance with these decisions, has, at a series of international conferences and with the collaboration of central laboratories in Copenhagen, London, Paris and Washington, been gradually securing the international adoption of standards for a whole series of preparations; with this object, it has consulted experts and co-ordinated research undertaken by State institutes in Europe, America and Japan. It is also endeavouring to secure international agreement upon the recognition of different tests for syphilis and an international system for the recognition of blood-groups for scientific and medical purposes.

#### RURAL HYGIENE.

The European Conference on Rural Hygiene, which met in June-July 1931, under the auspices of the Health Organisation, adopted a series of recommendations on the provision of suitable medical assistance in rural districts, on the organisation of rural health services and on the sanitation of rural districts. It also recommended that the Health Organisation of the League should undertake a further international study of specific problems of rural hygiene. The Council in September 1931 approved that recommendation.

#### COLLABORATION IN THE REORGANISATION OF THE HEALTH SERVICES OF GREECE, CHINA AND BOLIVIA.

The Health Committee, at the request of the Greek Government in 1928 and with the approval of the Council, framed a scheme of health reconstruction in Greece which provided for systematic co-operation with the League in health matters. The scheme has been carried into effect with the approval of the Council and Assembly.

The Council, at the request of the Chinese Government, in September 1929 authorised the despatch of technical missions to China in the winter of 1929 and the spring of 1930. In June 1930, it approved a scheme under which the Health Committee is collaborating systematically in the reorganisation of the quarantine services in China, the organisation of a central field health station, the reform of medical education, the organisation of the hospital service and measures to combat smallpox and cholera in the Shanghai area. The Medical Director and two members of the Health Section were further instructed, at the time of the floods in the Yangtze Valley, to assist in the anti-epidemic work.

The Health Committee, with the approval of the Council and the Assembly, at the request of the Bolivian Government, made a preliminary survey of the epidemic and sanitary situation of Bolivia by means of a special mission sent to the spot. It submitted a preliminary scheme of reform, in the application of which further assistance has been requested by the Bolivian Government and approved by the Council.

#### WORK OF THE REPORTING COMMITTEES.

The Health Committee, with the approval of the Council and the Assembly, has set up a number of expert committees which at present are dealing with the following subjects: maternal and infant welfare, pre-school and school hygiene, venereal diseases, tuberculosis, medical education, physical education and nutrition.

The Assembly in 1930 described the work of the Health Organisation as falling into three categories: (1) general studies in order to ascertain and define the problems which might be susceptible of solution by the new international health agency; (2) the formation of general conclusions; and (3) action in response to the application of particular Governments for advice or assistance in their peculiar problems. The work of the reporting committees corresponds to the second category in the above programme.

#### THE INTERNATIONAL LEPROSY CENTRE IN BRAZIL.

The Assembly, by a resolution dated September 20th, 1927, asked the Council to consider what practical action should be taken with a view to co-operation with the Latin-American countries in the field of health. The Health Committee, to whom the matter was referred by the Council, asked the latter to consider the conclusion with the Governments concerned of an arrangement whereby schools and centres of study established in the Argentine and Brazil might be placed under the auspices of the League.

The Brazilian Government, in a letter dated April 15th, 1931, offered to place at the disposal of the League, at Rio de Janeiro, an international centre for leprosy research. That offer was accepted by the Council on September 4th, 1931.

#### THE INTERNATIONAL CENTRE FOR ADVANCED HEALTH STUDIES AT PARIS.

The Council, on September 24th, 1930, accepted a proposal of the French Government to establish an international centre for advanced health studies at Paris, to be placed at the disposal of the Health Organisation. The object of the centre is to supplement the work of individual missions, collective study tours and international health congresses organised by the Health Committee with a view to promoting permanent liaison between the various Health Administrations.

#### WORK OF THE HEALTH SECTION.

The members of the Health Section form the technical secretariat of the Health Committee and its sub-committees, and of the technical conferences and groups of experts, preparing the work for these bodies and ensuring its continuity in the intervals of sessions. This work is of an essentially technical character requiring specialised knowledge in such fields as biology, bacteriology and serology (standardisation), physiology and pharmacology (opium and biological standardisation), epidemiology (epidemiological intelligence, immunisation against diphtheria and scarlet fever, malaria, etc.), public health administration (rural hygiene, infant and maternal welfare, venereal diseases, tuberculosis, and co-operation with various Governments in the reform of their public health services).

The Health Section conducts the Service of Epidemiological Intelligence and Public Health Statistics, with branches at Singapore and Geneva. This requires specialised knowledge of epidemiology, biometrics (statistics) and of the state of development of medicine and public health in the various countries.

The Section prepares and edits publications on epidemiological intelligence (incidence and mortality of infectious diseases in the various countries, analysed and published weekly, monthly and yearly), progress of medical and health work in the principal countries (surveys of public health and *Health Year-Book*), as well as reports and abstracts concerning the work of the Health Committee and its technical sub-committees and conferences (the *Quarterly Bulletin of the Health Organisation*).

Members of the Health Section are entrusted with technical missions in connection with requests from Governments and Health Administrations for co-operation with the Health Organisation of the League of Nations in special fields (sanitary reorganisation, malaria, leprosy, etc.).

#### Appendix.

##### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 1,823,783 Swiss francs. <sup>1</sup>  
Staff : 48 \* (including 19 Members of Section).

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#### 13.

#### SUPERVISION OF OPIUM TRAFFIC.

##### CONSTITUTION AND FUNCTIONS.

Article 23(c) of the Covenant entrusts the League with the general supervision over the execution of agreements with regard to the traffic in opium and other dangerous drugs, subject to and in accordance with the provisions of existing or future international Conventions.

<sup>1</sup> Including the contribution of 750,414 Swiss francs paid by the International Health Division of the Rockefeller Foundation.

\* Including the special technical staff—viz., 16 officials, 9 being remunerated on the scale of Member of Section (salaries chargeable to the Rockefeller contribution).

The following is a list of the international Conventions relating to the traffic in opium and other dangerous drugs :

- The Hague International Opium Convention, 1912 ;
- The Geneva Opium Convention, February 19th, 1925 ;
- The Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, signed at Geneva July 13th, 1931 (not yet in force) ;
- ✓ The Geneva Opium Agreement, February 11th, 1925, in regard to prepared opium ; and
- The Bangkok Opium Agreement, November 27th, 1931, in regard to prepared opium (not yet in force).

With a view to enabling the League to exercise its general supervision over the execution of agreements with regard to the opium traffic, the Assembly, in a resolution of December 15th, 1920, entrusted the Secretariat of the League with the duty of collecting information as to the arrangements made in the various countries for carrying out the Opium Convention of 1912, the production, distribution and consumption of the drugs and other necessary data. The Opium Traffic Section of the Secretariat was set up at the beginning of 1921, and was later combined with the Social Questions Section into one Section. From April 1931, however, opium questions were officially separated from social questions and two Sections established — viz., an Opium Traffic Section and a Social Questions Section. These two Sections are, however, under the authority of one Director.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs was set up by the Assembly resolution of December 15th, 1920, to secure the fullest possible co-operation between the various countries in regard to the traffic in opium and other dangerous drugs and to assist and advise the Council in dealing with any questions that might arise. It consists at present of representatives appointed by the Governments of twenty-one countries.

#### PRINCIPAL WORK OF THE ADVISORY COMMITTEE AND OF THE OPIUM TRAFFIC SECTION.

The Advisory Committee, which hitherto has met once a year, has decided, with the approval of the Council, to hold two regular annual sessions as from 1933 onwards. It deals with the general supervision of the legislative and administrative application of the Opium Conventions and Agreements and the co-ordination of the efforts made by the Governments to carry them into effect.

The Opium Traffic Section acts as secretariat to the Advisory Committee. It deals with the information received regularly by the League regarding the operation of the Opium Conventions and Agreements, material which includes the laws and regulations in force in the various States, the annual reports of Governments on the application in their territories of the Conventions and Agreements and reports on illicit transactions and seizures.<sup>1</sup>

The Section has recently had to prepare two international conferences — namely, the Conference for the Limitation of the Manufacture of Narcotics, held in May to July 1931, and the Conference on the Suppression of Opium-smoking (November 1931). Both these conferences resulted in the adoption of new international instruments for the suppression of the opium traffic. The Limitation Convention of 1931 provides for the appointment of a supervisory body with important duties, to which the Opium Traffic Section will act as secretariat.

The Advisory Committee has from time to time, with the approval of the Council, asked the Opium Traffic Section to undertake special studies. Some of these have been completed, but others, of considerable importance, still remain to be done, among them the following : study of the import and export certificate system ; compilation of a black-list of drug traffickers ; digest of laws enacted in application of the International Opium Conventions ; preparation of a model code for the application of the Convention for the Limitation of the Manufacture of Narcotics.

Further, the Opium Traffic Section has been entrusted with two important duties under resolutions of the Council and the Assembly : (1) preparations for a conference on the Limitation of raw materials ; (2) preparation of a commentary on the Convention for the Limitation of the Manufacture of Narcotic Drugs (undertaken as a result of the Limitation Convention).

#### SUB-COMMITTEES OF THE ADVISORY COMMITTEE.

The Advisory Committee has established the following sub-committees, some of which are permanent bodies, while others have not yet completed their work : Sub-Committee of Experts to establish and keep up to date a list of drugs falling under the Hague and Geneva Conventions ; Sub-Committee on Seizures (this Sub-Committee meets every year before the Advisory Committee to prepare a report on the illicit traffic for the full Committee) ; Sub-Committee for International Co-operation for the Suppression of Illicit Traffic ; Sub-Committee to prepare a Model Code for the Limitation Convention ; Sub-Committee to prepare a form of annual reports from the opium-smoking countries.

<sup>1</sup> Under the Geneva Opium Convention and the Limitation Convention, certain specific duties are assigned to the Permanent Central Opium Board created under the former Convention. Under the terms of the Geneva Convention, these duties are in part carried out independently of the League and in part through the Council and the Secretary-General. The secretariat work involved in any action through the Council and the Secretary-General is carried out by the Opium Section of the Secretariat, in accordance with the decision of the Council in constituting the Board (at Madrid, June 12th, 1929) to the effect that the Board " is not an organ of the Council ".

DOCUMENTS PREPARED BY THE SECTION.

The Opium Traffic Section is entrusted with the periodical preparation and printing of the following among other documents — viz. : *Summary of Annual Reports on the Working of the Conventions* (these reports are received under a resolution adopted by the Advisory Committee in May 1921 and approved by the Assembly on September 30th, 1921); a *Quarterly Summary of Illicit Transactions and Seizures* (under a decision adopted by the Advisory Committee during its fourteenth session and approved by the Council on May 19th, 1931).

The Opium Section is also responsible for the regular preparation and circulation of the following documents in roneo :

1. *General Documentation: O.C. Series.* — This series includes an annual progress report, the results of studies and research on problems with which the Advisory Committee is concerned, and documents sent into the Secretariat by Governments or by members of the Advisory Committee.
2. *Reports sent in by Governments on Important Cases of Illicit Traffic and Seizures: O.C.S. Series.*
3. *Annual Reports from Governments on the Traffic in Opium and Other Dangerous Drugs: O.C. 23 Series.* — These documents include, every year, annual reports received from practically all States in the world, from certain colonies, protectorates, possessions and mandated territories.

Appendix.

BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 264,253 Swiss francs.  
Staff : 11 (including 5 Members of Section).

14.

SOCIAL QUESTIONS.

ORIGIN OF THE SECTION'S WORK.

*Traffic in Women and Children.*

Article 23 (c) of the League Covenant provides that :

“ The Members of the League . . .

“ Will entrust the League with the general supervision over the execution of agreements with regard to the traffic in women and children.”

On May 15th, 1920, the League Council approved the appointment of an official attached to the Secretariat, whose special duty would be to keep in touch with all matters affecting the traffic in women and children.

On December 15th, 1920, the Assembly requested the Secretary-General to invite the Members of the League to put into force the 1904 Agreement and the 1910 Convention regarding the traffic in women and children, and to prepare for the summoning of an international conference to study the best means of abolishing the traffic.

The International Conference on the Traffic in Women and Children was held at Geneva from June 30th to July 5th, 1921. The Final Act of the Conference contains provisions for enforcing and supplementing the 1904 Agreement and the 1910 Convention, and recommends that a Committee should be set up “ as an advisory body to the League of Nations, in order to advise the Council as to the general supervision over the execution of agreements with regard to the traffic in women and children, and also as to all international questions relative to this matter which may be submitted to the Committee for its consideration ”.

On January 14th, 1922, the Council appointed the Advisory Committee on the Traffic in Women and Children, which — under that name and, since 1925, under the title of the Traffic in Women and Children Committee — has so far held eleven sessions.

The third Assembly (1922) decided that the League should deal with certain aspects of the problem of *Obscene Publications*.

An International Conference, which led to the conclusion of the Convention for the Suppression of the Circulation of and Traffic in Obscene Publications, was held at Geneva from August 31st to September 12th, 1923. In accordance with a resolution adopted by the Council in June 1926, the States parties to this Convention were requested henceforward to furnish each year a report on the trade in these publications ; this report is submitted to the Traffic in Women and Children Committee.

### *Child Welfare.*

In March 1924, as the outcome of an agreement between the British and Belgian Governments, the Council entrusted to the League the work hitherto carried out by the International Association for the Protection of Children at Brussels, established in 1921 by the second International Congress for the Protection of Children.

The Assembly, in September 1924, endorsed that decision and asked the Council to reorganise the Advisory Committee on the Traffic in Women and Children, with a view to its taking over these new duties.

When the Committee deals with these questions, it bears the name of "Child Welfare Committee"; this Committee has so far held eight sessions.

### *Assistance to Foreigners.*

In virtue of a decision taken by the Council at its session in May 1931 and ratified by the Assembly at its twelfth session, a special temporary Committee of Experts was set up to study the problem of assistance to foreigners and the recognition and enforcement abroad of maintenance orders, as these problems do not lie within the province of the Child Welfare Committee.

### *Penal Administration.*

The Assembly, at its eleventh and twelfth sessions (1930 and 1931), decided that Governments of States Members and non-members of the League, and also certain official or private organisations specially concerned in the improvement of penal administration, should be consulted on this matter.

## ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

The Advisory Commission for the Protection and Welfare of Children and Young People in its present form is the result of the reorganisation of the Advisory Committee on the Traffic in Women and Children effected by a decision of the 1924 Assembly. It consists of two Committees, the Traffic in Women and Children Committee and the Child Welfare Committee. These two Committees meet once a year, one meeting immediately following the other. The Committees are at present composed of the delegates of twelve Governments, and each has its own assessors and also liaison officers from other League organisations (International Labour Office, Health Organisation, International Institute of Intellectual Co-operation).

The assessors of the Traffic in Women and Children Committee represent six large international organisations, and those of the Child Welfare Committee represent eight. On the invitation of the Council, two assessors also sit on this latter Committee in their personal capacity.

## PRESENT WORK.

### *Traffic in Women and Children.*

The Traffic in Women and Children Committee discusses each year a summary of the Governments' reports on the cases of traffic discovered in their territories.

It is at present considering the possibility of extending the scope of the provisions of the International Conventions of 1910 and 1921 by eliminating from the Conventions the age-limit of twenty-one, above which the traffic in women and children is no longer punishable if the victims have given their consent. It has also drawn up an additional draft Protocol to these Conventions providing for the punishment of *souteneurs*.

The Committee has asked the Secretariat to keep in direct touch with the central authorities established under Article 1 of the 1904 Agreement and with organisations such as the International Criminal Police Commission.

The Committee is at present studying the development of women police, the advisability of providing for the compulsory repatriation of prostitutes and the employment of young women artistes abroad.

### *Child Welfare.*

The Child Welfare Committee is in close touch with the Health Organisation of the League and is at present studying the social aspect of the work of visiting nurses and welfare workers for the preservation of the health of mothers and children; the Committee is also working in conjunction with the International Labour Office on the questions of family allowances and social insurance, and with the International Educational Cinematographic Institute in order to supplement the information already collected regarding the age of admission of children to cinematograph performances.

The Committee is pursuing a systematic study of the various organs of the special juvenile courts which have been established for minors in many countries. After publishing very complete information on the auxiliary services of juvenile courts and the organisation and working of those courts, it is now preparing a report on institutions for erring and delinquent minors.

*Assistance to Foreigners.* — The Child Welfare Committee has given close attention to the problem of assistance to foreign minors. A preliminary draft Convention was submitted to all Governments after approval by the Council.

Various Governments were of opinion that it was not possible to settle satisfactorily the question of assistance to minors without also dealing with the problem of assistance to the adults on whom those minors were dependent. The Council decided to set up a special temporary Committee of Experts to study the question and draw up a draft Convention.

The Child Welfare Committee was also of opinion that the question of the enforcement abroad of maintenance orders exceeded its terms of reference, and that it would be preferable for the special Committee of Experts to deal with this question when it had solved that of assistance to foreigners.

#### *Penal Administration.*

In January 1930 the Council requested the Assembly to place on its agenda the question of the improvement of penal administration.

The Assembly, at its eleventh and twelfth sessions, decided to submit the Standard Minimum Rules for the Treatment of Prisoners, prepared by the International Prison Commission, to the Governments of States Members and non-members of the League, to certain organs of the League and to private international organisations specially concerned with questions of penal law. It also requested the Secretary-General of the League to ask the Governments of States Members whether they considered that the League could best assist, in connection with the treatment of prisoners, by co-operation with the International Prison Commission, or by setting up a special committee of the League to study this problem.

The Secretary-General will submit a report on this question to the thirteenth session of the Assembly.

#### SOCIAL QUESTIONS SECTION.

The Social Questions Section acts as the Secretariat of the Advisory Commission for the Protection and Welfare of Children and Young People. It draws up the preparatory material for the sessions and publishes the results of the studies and enquiries carried out by the Secretariat or undertaken with the assistance of the commissioners or investigators appointed by the Council. It carries out the resolutions or recommendations of the Advisory Commission which have been approved by the Council.

The Social Section is responsible for carrying out the enquiries regarding the improvement of penal administration, and the special temporary Committee of Experts for questions of assistance is also attached to the Section, which will act as its secretariat.

#### Appendix.

##### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 117,759 Swiss francs.  
Staff : 6 (including 3 Members of Section).

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#### 15.

##### PERMANENT CENTRAL OPIUM BOARD.

The Central Board was instituted under Chapter VI of the Opium Convention signed at Geneva on February 19th, 1925.

##### PRESENT POWERS AND DUTIES.

Under Article 24 of the Convention :

“ 1. The Central Board shall continuously watch the course of the international trade. If the information at its disposal leads the Board to conclude that excessive quantities of any substance covered by the present Convention are accumulating in any country, or that there is a danger of that country becoming a centre of the illicit traffic, the Board shall have the right to ask, through the Secretary-General of the League, for explanations from the country in question.

“ 2. If no explanation is given within a reasonable time or the explanation is unsatisfactory, the Central Board shall have the right to call the attention of the Governments of all the contracting parties and of the Council of the League of Nations to the matter, and to recommend that no further exports of the substances covered by the present Convention or any of them shall be made to the country concerned until the Board reports that it is

satisfied as to the situation in that country in regard to the said substances. The Board shall at the same time notify the Government of the country concerned of the recommendation made by it."

These remarks do not apply only to the parties who subscribed to the Convention, for it is laid down in Article 26 that :

" In the case of a country which is not a party to the present Convention, the Central Board may take the same measures as are specified in Article 24, if the information at the disposal of the Board leads it to conclude that there is a danger of the country becoming a centre of the illicit traffic ; in that case the Board shall take the action indicated in the said article as regards notification to the country concerned."

It is the duty of the Central Board, under Article 27, to present an annual report on its work to the Council of the League, which report is to be published and communicated to all the contracting parties.

In order to enable the Central Board to carry out the duties mentioned above, the Convention specifies a number of statistical particulars of be supplied to it by the Governments, in some cases quarterly and in others annually. The Board collects from the answers to five statistical questionnaires various data concerning seventeen narcotic substances or groups of substances. The compilation of these statistical returns assumes on the part of the competent authorities of the Governments concerned a degree of control over the drug trade and a technical competence which, in actual fact, are far from existing in the case of several Governments. Lengthy correspondence on the part of the secretariat of the Central Board is consequently required in order to clear up discrepancies between data furnished by exporting countries and corresponding data furnished by importing countries, and to obtain explanations regarding errors in classification and possible misunderstandings regarding the statistical methods employed, and also regarding any stocks, consumption, etc., which may appear to the Central Board to be excessive.

These remarks apply not only to the contracting parties, but also to certain other Governments which have shown themselves willing to co-operate in this humanitarian work. There are 53 Central Governments and 106 colonial administrations, making a total, up to date, of 159 Government departments, with which the secretariat of the Central Board is in constant touch.

The annual report of the Central Board usually contains about a dozen pages, with some hundred pages of annexes containing statistical tables, graphs, etc., which give an exact idea of the world narcotics situation.

#### ADDITIONAL WORK IN PROSPECT.

It is to be anticipated that the Convention for the Limitation of the Manufacture of Narcotic Drugs, signed on July 13th, 1931, will come into effect during 1933. The object of this Convention is to confine manufacture to strictly legitimate requirements. Its basis is a system of estimates subdivided under different headings as follows : (a) quantities necessary for medical and scientific requirements at home, or for export ; (b) quantities required for conversion, both for consumption and for export ; (c) quantities required for the establishment and maintenance of Government stocks, etc.

All these estimates will be collected by the Central Board, and will be prepared according to the statistical methods which the Board prescribes. Each Government will have the right to supply the Board with supplementary estimates. After examination of these estimates by a supervisory body, one member of which will be appointed by the Central Board, the estimates will be returned to the Board in order that it may satisfy itself that the quantities available declared under the Geneva Convention are within the limits of these estimates.

The Central Opium Board will prepare each year a statement, showing for each country and territory, for the preceding year, the estimates of each drug, and also (a) the amount of each drug consumed ; (b) the amount of each drug manufactured ; (c) the amount of each drug converted ; (d) the amount of each drug imported ; (e) the amount of each drug exported ; (f) the amount of each drug used for the compounding of preparations for whose export authorisations are not required.

If such statement indicates that any High Contracting Party has, or may have, failed to carry out its obligations under the present Convention, the Board will have the right to ask for explanations, through the Secretary-General of the League of Nations.

In addition to this statement, the Committee will publish statistical and other information received under the Limitation Convention, and any observations which it may desire to make regarding the explanations, or requests for such explanations.

The entry into force of the Limitation Convention will at once increase the importance and the work of the Central Board to an extent which is difficult to estimate in advance, by reason both of the number of narcotic substances coming under control and of the complexity of the machinery which the Convention will bring into operation. The necessity for co-ordinating estimates and statistics, and the continual comparison between data which will be involved, will greatly increase the responsibilities of the Central Board.

Furthermore, whereas the statistics supplied under the Geneva Convention refer only to seventeen substances, the Limitation Convention covers a much larger number. It must also be borne in mind that, while the Geneva Convention deals only with narcotics properly so called — that is to say, drugs harmful in themselves — the Limitation Convention covers a series of



substances which, though not dangerous in themselves, have nevertheless been placed to a certain extent under control, as being capable of conversion into harmful substances or of indirect employment for illicit purposes.

It is not possible at the present time to estimate the number of substances now on the international pharmaceutical market to which the Limitation Convention will apply. It may, however, be stated that the number of substances covered by the new Convention will be beyond comparison higher than that dealt with by the Geneva Convention.

For all these reasons, the Central Board took care to state, through its Chairman, at the time of the Conference which led to the Limitation Convention, that the additional work which it was proposed to place upon the Board would inevitably involve additional expense, as it would necessitate a reorganisation of the secretariat and an increased staff.

#### Appendix.

##### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 140,534 Swiss francs.  
Staff : 5 (including one Member of Section).

#### 16.

##### REDUCTION OF ARMAMENTS.

###### DUTIES OF THE SECTION.

The duties of the Disarmament Section derive from the provisions of the Covenant. They include matters relating to the reduction and limitation of armaments (Article 8, paragraphs 1 to 4) ; the private manufacture of munitions and implements of war (Article 8, paragraph 5) ; the interchange of information on the scale of armaments and military, naval and air programmes (Article 8, paragraph 6) ; the work of the Permanent Advisory Commission for Military, Naval and Air Questions (Article 9) ; the general supervision of the trade in arms and ammunition (Article 23(d)) ; and the acceptance, by States admitted to membership of the League, of such regulations as may be prescribed in regard to their military, naval and air forces and armaments (Article 1, paragraph 2).

The Disarmament Section was established as the result of a resolution adopted by the first Assembly. Its constitution was the subject of resolutions adopted by the Council on May 19th, 1920, and by the Assembly on December 14th, 1920.

On October 1st, 1921, the Assembly adopted a resolution by the terms of which the Secretary-General was requested to complete the organisation of the Section of the Secretariat dealing with the question of the reduction of armaments and which recommended that :

“ This Section should have a directorship of its own or other equivalent official organisation, quite separate from, and, if necessary in addition to, those already proposed by the Fourth Committee of the Assembly.”

###### PRESENT WORK OF THE SECTION.

The Section provides the secretariat for the Permanent Advisory Commission for Military, Naval and Air Questions established by the Council on May 19th, 1920, and is responsible for work in connection with the right of investigation conferred upon the Council by Articles 213 of the Treaty of Versailles, 159 of the Treaty of St. Germain, 143 of the Treaty of Trianon and 104 of the Treaty of Neuilly.

Its present duties in connection with the reduction and limitation of armaments are performed directly under the provisions of Article 8 of the Covenant and are at the moment mainly concerned with the proceedings of the Conference for the Reduction and Limitation of Armaments. Its personnel, which is inadequate for this purpose, has been supplemented by staff temporarily lent by other Sections of the Secretariat.

The present work of the Secretariat in connection with the supervision of the trade in arms and ammunition and implements of war was undertaken under Article 23(d) of the Covenant and is being continued. In 1925 a Convention on this subject was concluded, but is not yet in force.

The work of the Section in connection with the supervision of the private manufacture of munitions and implements of war was undertaken under Article 8, paragraph 5, of the Covenant and includes duties in connection with publicity in respect of such manufacture. A Special Commission has been instructed to frame a draft Convention on this subject.

The Disarmament Section edits and publishes two statistical year-books. One, entitled the *Armaments Year-Book*, deals with the armaments in time of peace of almost all the countries of the world, and the other with the traffic in arms, munitions and implements of war. These year-books are published under resolutions adopted by the Assembly on September 19th, 1923, and September 27th, 1924, with a view to enabling the provisions of Article 8, paragraph 6, of the Covenant concerning the interchange of information between the nations to be carried into effect.

After the Conference, the Section will have various duties to perform — including the administrative work for the liquidation of the Conference. It is probable that permanent duties will be assigned to it as the result of resolutions taken by the Conference. Moreover, paragraph 3 of Article 8 of the Covenant provides that plans for the reduction of armaments shall be subject to reconsideration and revision at least every ten years.

#### Appendix.

##### BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 1,137,075 Swiss francs.  
Staff<sup>1</sup> : 15 (including 6 Members of Section).

#### 17.

##### INTERNATIONAL BUREAUX AND INTELLECTUAL CO-OPERATION.

The Section has a twofold mandate.

Its work in connection with International Bureaux is based on the terms of Article 24 of the Covenant.

Its second task, that of Intellectual Co-operation, was decided upon by the League Assembly in a resolution of September 21st, 1921 :

“ The Assembly approves the draft resolution put forward by M. Léon Bourgeois in the name of the Council — namely, the nomination by the Council of a Committee to examine international questions regarding intellectual co-operation, this Committee to consist of not more than twelve members and to contain both men and women.”

On May 15th, 1922, the Council, acting on this resolution, set up the International Committee on Intellectual Co-operation, which held its first session on August 1st, 1922, and following days.

##### INTERNATIONAL BUREAUX.

The Covenant mentions only international bureaux established by general treaties. Six bureaux of this kind are at present “ placed under the direction of the League ” and the Section collects and keeps up to date information on their work. Further, the Council decided “ that the League should exercise its good offices in the interest of all international undertakings that might contribute to the advancement of good will and mutual understanding between the nations ”. The Council noted that its efforts to “ encourage the activities of private international organisations were entirely approved by the Assembly ” (Minutes of the twelfth session of the Council, page 150).

For purposes of documentation, a survey of existing organisations had been prepared as early as 1919. This type of information, meeting an evident and generally felt need, has been continued in two forms — namely, the *Handbook of International Organisations* and the *Quarterly Bulletin of Information on the Work of International Organisations* (in 1932 the latter became, for budgetary reasons, a half-yearly publication).

##### INTELLECTUAL CO-OPERATION.

The first mandate given by the Council to the International Committee on Intellectual Co-operation was temporary. It was found, however, that to comply adequately with the Council's request involved considerable study and required the establishment of a permanent organisation. In conformity with the resolutions adopted in September 1922 by the Council and by the Assembly, the Committee continued its work according to an approved programme.

The subsequent development of the Committee's work has been to a considerable extent due to the special facilities afforded by its executive organ, the International Institute of Intellectual Co-operation of Paris, placed at the League's disposal by the French Government (Assembly resolution of 1924).

<sup>1</sup> Not including personnel seconded from other Sections of the Secretariat for the duration of the Conference for the Reduction of Armaments.

### *Organisation of Intellectual Co-operation.*

Since 1922, the Assembly has twice adopted resolutions on the constitution of the Organisation of Intellectual Co-operation — namely, in 1926 and 1931. According to the resolution of 1931:

“ The Assembly . . .

“ Recognises the existence of the Intellectual Co-operation Organisation, comprising the International Committee on Intellectual Co-operation, which is the advisory body of the League of Nations ; the commissions and committees dependent on it ; the International Institute of Intellectual Co-operation, its executive organ, and the International Educational Cinematographic Institute, these two institutes having been placed at the League's disposal under the conditions laid down in their respective statutes ; and the National Committees on Intellectual Co-operation, whose representatives may be called upon to meet occasionally in conference on the proposal of the International Committee on Intellectual Co-operation.”

The Committee on Intellectual Co-operation, at its annual session in July, examines the results of the past year's work and draws up the general programme for the following year. It has set up several permanent committees to which it has assigned specific tasks.

The *Executive Committee*, which is an offshoot of the plenary Committee, meets several times a year. It follows and directs the work of intellectual co-operation carried out by the Paris Institute in the intervals between the sessions of the International Committee on Intellectual Co-operation.

The *Permanent Committee of Arts and Letters*, constituted under the Council resolution of September 9th, 1930, meets once a year.

The *Sub-Committee of Experts for the Instruction of Youth in the Aims of the League* was set up by an Assembly resolution of 1925, inviting the International Committee on Intellectual Co-operation to propose suitable means for promoting the instruction of the young in the aims of the League ; this measure was approved by the Council and the details arranged on March 15th, 1926.

The *Educational Information Centre* was formed, at the request of the Sub-Committee of Experts for the Instruction of Youth, to keep in touch with educational events of international interest. There is an educational information centre both at the League Secretariat at Geneva and at the Paris Institute. The distribution of work between them was defined by the Executive Committee and by the Committee on Intellectual Co-operation in April and July 1931.

### WORK OF THE SECTION.

The various items of the Section's budget do not give an adequate idea of the work devolving on the staff. Owing to the existence of two international institutes working under the direction of the Intellectual Co-operation Organisation (that of Paris, already mentioned, and the International Educational Cinematographic Institute of Rome, set up by the Italian Government and placed, on that Government's proposal, under the authority of the League in 1927), the liaison work involved is particularly heavy. Only a small proportion of the meetings of the expert committees through which the Committee on Intellectual Co-operation does most of its work figure on the Geneva budget of Intellectual Co-operation, the majority being organised and paid for by the Paris Institute and a few by the Rome Institute.

Members of the Section are obliged to follow the work of the expert committees closely, attend their meetings and prepare part of their documentary material. For instance, from October 1931 to July 1932 the Paris Institute organised the following meetings : Athens Conference for the study of the problems concerning the protection and preservation of artistic and historical monuments ; Committee of International Students' Organisations (two meetings) ; Publication Committee of the Ibero-American Collection (two meetings) ; Directors' Committee of the Institute (two meetings) ; Executive Committee of the Institute (two meetings) ; Committee of Experts for the International Bibliography of Translations ; Committee of Expert Archivists ; Committee of Experts for Recorded Music ; Committee of Experts for the Establishment of Liaison between Institutes of Art and Archæology ; Executive Committee of the Conference of Institutes for the Scientific Study of International Relations ; Committee of Experts for the Establishment of Liaison between Educational Museums ; Committee of Experts for the Revision of School Text-books ; meeting of Directors of Higher Education ; Committee of Experts for the Unification of Scientific Terminology ; Bureau of the International Committee on Popular Arts ; Advisory Committee of Experts and Directors' Committee of the International Museums Office ; meeting of the Educational Mission in China ; Committee of Experts for the Preparation of the Scenario of a Teaching Film dealing with the League of Nations ; Conference of Institutes for the Scientific Study of International Relations at Milan ; meeting of the representatives of the five institutions which have made a special study of intellectual rights ; Committee of Library Experts ; Committee of Experts for the Establishment of Liaison between Scientific Museums.

In addition to the two publications mentioned above — *Handbook of International Organisations* and *Bulletin of Information on the Work of International Organisations* — the Section prepares certain publications definitely authorised by the Assembly. *The Aims and Organisation of the League of Nations* (resolution of the 1929 Assembly) is a reference-book for teachers, prepared as the result of a recommendation adopted in 1927 by the Sub-Committee of Experts for the Instruction of Youth. It has been translated into twenty-five languages. *The Educational Survey*

(resolutions of the 1928 and 1929 Assemblies) is a half-yearly publication dealing with education in international problems.

The Section is also responsible for the preparatory work for the Conference of National Committees on Intellectual Co-operation, which it is proposed to hold in 1934.

Appendix.

BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary Estimates : 250,853 Swiss francs.  
Staff : 8 (including 4 Members of Section).

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18.

LIAISON WITH LATIN AMERICA.

The Service of Liaison with Latin America was set up in January 1923, following a resolution of the third Assembly. The Service keeps in touch with the Latin-American Governments and the Latin-American permanent delegates and other representatives to the various Assemblies and Conferences convened by the League of Nations ; and also seeks to help and interest in every way Latin-American officials and others who periodically come to Geneva.

This year the Service has devoted particular attention to the Disarmament Conference, whilst continuing to help the ordinary work of the Secretariat in connection with the various Latin-American republics.

Appendix.

BUDGETARY ESTIMATES AND STAFF (1933).

Budgetary estimates : 262,763 Swiss francs.  
Staff : 3 (including 1 Member of Section).

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NOTE.

It will be observed that certain expenditures budgeted for under Chapter III (Special Organisations of the League) are not included in the foregoing report : viz., *European Union* (137,125 francs), *Liaison with China* (450,000 francs) and the *League Wireless Station* (212,000 francs). The work in connection with these questions is performed by the staff of existing Sections.

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Geneva, September 10th, 1932.

**LEAGUE OF NATIONS**

**CO-OPERATION OF THE PRESS IN THE ORGANISATION  
OF PEACE ●**



*Note by the Secretary-General.*

To give effect to the resolution adopted by the Assembly on September 24th, 1931, regarding the co-operation of the Press in the organisation of peace, the Council, at its meeting on September 29th, requested the Secretary-General to consult the Press organisations previously approached when preparations were being made for the 1927 Press Conference, and such Press organisations as might regard themselves as interested.

The object of this consultation was to collect material emanating from the Press itself on the delicate question of the "spread of false information which may threaten to disturb the peace or the good understanding between nations".

A circular letter was accordingly sent to sixty-four countries,<sup>1</sup> and directly reached more than 130 Press organisations. During the summer, replies were received by the Secretariat from important international Press organisations and from national organisations in sixteen countries.

The present document contains the replies received by the Secretariat down to August 25th, from:

*International Organisations:*

International Association of Journalists accredited to the League of Nations;  
International Federation of Journalists.

*Other Organisations:*

Australia	Honduras	Poland
Austria	Hungary	Roumania
United Kingdom	Italy	Sweden
Denmark	Netherlands	Switzerland
France	New Zealand	Turkey
Greece		

**I. INTERNATIONAL ASSOCIATION OF JOURNALISTS ACCREDITED TO THE LEAGUE  
OF NATIONS.**

Geneva, July 26th, 1932.

Error is the chosen enemy of the journalist. The Press since it began—*fiat lux* were the first words ever printed—has unrelentingly fought false news. Always we journalists have had to fight for accuracy against heavy odds. Our own human proneness to err has been only one of the obstacles confronting us. We have against us too the speed with which the news must be gathered, written, transmitted, edited, put in type, printed and distributed. Every item we write must, before it reaches the reader, go through many machines and the hands and mentalities of many men unknown to each other, often speaking different languages.

Frequently, we have against us our human sources of news. Many of these fall into two classes of interchanging membership: those desiring to keep us from knowing or publishing news whose publication they consider to be against their interests, and those desiring to get us to publish something partly or entirely false whose publication would help them.

<sup>1</sup> Abyssinia, Afghanistan, Albania, Argentine, Australia, Austria, Belgium, Bolivia, Brazil, the United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hejaz, Honduras, Hungary, India, Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Persia, Peru, Poland, Portugal, Roumania, Salvador, Siam, South Africa, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, United States of America, Uruguay, Venezuela, Yugoslavia.

At the other end, we have against us a large group of readers, its membership depending on the item, who are so tender-minded that they cannot see the truth on certain things and still buy the purveyor of it. Moreover, the hasty way in which most readers read the news exposes us especially to the danger all writers run of some or all of their readers getting from their words a false meaning or conclusion quite unintended.

In between the sources and the readers, we, the gatherers and the writers of news, are exposed to the risk of what we report being more or less distorted or falsified by being cut down after it reaches the home office through the exigencies of space, time, editorial or publishing policy, outside influence, etc.

Through all this, we are beset always by a tremendous difficulty that handicaps no other profession or business. It is this. The news, although it is an extremely costly thing to gather and distribute—and the more accurate, the more costly—is the one necessity for which no one anywhere is willing to pay anywhere near what it costs to produce. There is not one newspaper that can live on what its readers are willing to pay for it. To exist, all newspapers are forced to supplement their income from circulation by selling advertising or by receiving avowable or non-avowable subsidies, or by all combined. Only in the newspaper do people anywhere still believe that they can get something for nothing—and that something is the most precious of things, the truth, and the truth almost instantaneously.

Always against great odds, we of the Press have had to fight for accuracy, and always alone, in the sense that we have never had any other organised group upon whom we could always count as an ally. We have found allies, but always with a fluctuating coalition composed mostly of those who had deserted yesterday and those who will desert to-morrow, we have had to manoeuvre against our powerful enemy. If A wants to know the truth about item X, there is B who wants to suppress it and know the truth about item Y which A is seeking to distort. The only man whom one can count on always not only to want to know items X, Y and Z, but to tell all he knows about them to A, B, C and as many others as he can interest, is the journalist.

It should be evident now that our Association welcomes any ally and anything that may honourably and effectively aid the journalist in his fight against the false.

We are very gratified to see the Council interesting itself in one phase of this question, and it is with thanks for the privilege that we answer its kind invitation to express our views on "the delicate problem of the dissemination of false news liable to trouble the maintenance of peace and understanding among peoples". We shall go into what we are convinced are the roots of that problem and we shall suggest how we think it can be solved. First, however, we must clear the ground.

To begin with, we would point out that false news may be disseminated by means other than the Press. Of these we shall mention only two. One is news spread from ear to mouth, the talk of the town, gossip, public rumour. What the Press has done in counteracting such false news is well known. The other might be called, or grouped under the name of, "secret official intelligence reports". Their anonymous authors have little but their imaginations to restrain them. Spies can vent their spite against any public man or journalist safe in the knowledge that they are beyond reach of libel laws and that their victim will never know just what or who is poisoning him. We journalists who are accustomed to doing our work in the open find this other system abominable, and those of us who have had occasion to see how these secret dossiers are produced, or have seen some of their contents, find the credence given them a tribute to the power of glamour and a measure of gullibility. We trust the Council in its investigation will not overlook so mischievous a means of spreading and perpetuating false news as the spy service.

Above all, we must make it clear at the outset that we cannot limit the question of false news in the way the Council has done. We are concerned with false news not because of the effect it may have, but because it is false. We have no objection to confining ourselves, in the small degree to which it is possible, to one phase of the vast problem of false news, but, for us, that phase must be the problem of false news concerning or affecting international relations—not false news liable to have either a bad or a good effect on those relations.

It is true that, in practice, the individual journalist may be influenced to some extent by considerations of the possible good or bad effect of the publication of a given item of news. The point is that we oppose any attempt to set up any general ethical rule for all to follow for ever.

We would point out, incidentally, that false news may be helpful as well as harmful to peace, and that, in international as in personal relations, the truth may harm as well as help good understanding. In our experience nothing, indeed, is so disturbing or trouble-making as the truth. The victim of false news can at least enjoy the satisfaction of self-pity, outraged innocence and all the other pleasures of honest martyrdom. But when the truth hurts, it hurts doubly, for then one can deny it only by lying himself, and there is no inner consolation in that.

On the other hand, it would seem that only the theory that false news will do less harm to peace than the truth could justify the secrecy in which the Council and the Assembly's Committee of Nineteen have often dealt with the Sino-Japanese conflict, for to prevent journalists from themselves hearing meetings upon which they must report is certainly to help disseminate inaccurate news.

The publicity policy which the League has followed in this conflict has been such, indeed, as to bring out clearly the profound difference between those who are concerned with the effect of news and ourselves, who are concerned with its accuracy. On one day, the Council would be doing all it could to keep the truth about its deliberations from being published, on the ground that this was serving the cause of peace; the next day, it would meet in public in an effort to gain the same peaceful end by bringing public pressure on one or both the parties.

This attitude considers the Press not as a medium of information for everyone, but as a weapon or, at best, a sort of searchlight to turn on or off, and this way and that way, as suits policy. It is all too common an attitude. Nearly every powerful body wants to control the Press in this way. However noble the motive and high-minded its executor, nothing, we believe, is more dangerous to the general interest. Had those who believed that the way to the same ideal of peace lay in openly preparing for war (instead of in meeting secretly) completely controlled the Press, none of the facts that have led the world now to believe that the way to war is to prepare for war would ever have been printed.

The individual interest may be injured by publication of certain facts, but that is nothing to the injury it would suffer if all the news that injured somebody's interests were suppressed. The facts that each is interested in getting in his newspaper are infinitely greater than those he is interested in preventing others from getting there. The general interest demands that the facts on everything be at the disposition of everyone. It demands that nobody shall be empowered to sit over the Press and say: This fact shall be published because we believe it would do good, and this fact shall be suppressed because we believe it would do harm. The general interest demands that the newspaper shall be free to print the news, without fear or favour, and let the chips fall where they may. We ask nothing better. When Gutenberg began to print, he began by printing without adjective or adverb: *Fiat lux*. This Association stands to-day where the Press has ever stood, for everlasting daylight on everything and for everyone.

*The Nature of the Problem.* — Before the solution of the problem of false news is considered, the nature of the problem we are dealing with needs to be made clearer. To avoid confusion on one side, it must be kept in mind that the newspaper has two functions—first, to report the news and, secondly, to give its opinion thereon. We are concerned here, naturally, only with its primary informative function. The problem is one of false news, and not the far more delicate one of whether the journalist's comment on the news is sound or unsound, good or bad. The best way to improve the soundness of the comment is, of course, to improve the accuracy of the news; for, although unsound conclusions may be drawn from facts, it is far less likely that sound conclusions will be drawn from unsound premises. We are directly concerned now, however, only with the quality of the premises the newspaper gives the world, not of the conclusions it draws from them itself.

Secondly, false news may be of various kinds. Some would classify it as to whether it was intentional or unintentional and deal with it accordingly. We doubt the wisdom of approaching the problem in this way, for this road is sown with pitfalls, especially if one starts with the Council's purpose of considering false news from the standpoint of its effect on international relations. An unintentional error may do far more harm than an intentional one; the latter may be judged excusable or even praiseworthy, and the former inexcusable or a criminal blunder. It depends entirely upon the case and the judge. What impresses us far more, however, is, first, the difficulty, not to say impossibility, of devising any means of determining justly whether error was intentional or unintentional, excusable or inexcusable, or what not, in the specific cases where such knowledge would be most important, and, secondly, the dangers involved in any attempt to establish machinery for thus sifting all cases.

This is not merely because few laymen seem to realise how manifold are the possibilities of honest error in the news. There is another factor which especially complicates the very phase of the problem—news on international relations—with which the Council is most concerned. The journalist may get the truth on many things, particularly in this field, only if his source is confident that the journalist, come what may, will not reveal the name of his source. It has therefore become the unwritten rule among reputable journalists never to tell who gave them their news, if by so doing they may injure their source.

This code of professional secrecy obviously tends to transfer from the source to the journalist the responsibility, as far as the public is concerned, for the news published through it. It exposes the journalist, moreover, to having his good faith imposed on by the source, and, unfortunately, this all too frequently occurs. The practice always necessarily involves risk for the journalist, since it is only when it is more or less dangerous to tell the truth or when it is desired to spread with impunity false news that a source does not want to be known.

The journalist is not without his own means of protection against imposition. His memory of those who have taken advantage of his faith in them is long, and his *esprit de corps* such that the news source who imposes on one journalist thereby quickly attains among other journalists the reputation of being untrustworthy or worse, while the good name of those whose honesty and soundness have been proved by experience spreads as rapidly in our profession.

Naturally, the journalist much prefers for his sources to take themselves the responsibility for what they give him, and we take this occasion to urge statesmen in particular to allow themselves to be quoted more often.

But where it is necessary in order to report the news, the journalist will always remain willing to run the risks his code of secrecy involves for him and to decide himself in each case how far it is safe for him to trust in the good faith of his informant and how much of what he thus learns he will take the responsibility of reporting. Much of the important news on international relations reaches the public and, as things now stand, can reach it only through this system, which, it is obvious, makes it extremely difficult for any outside agency to deal justly or profitably with false news by specific cases.

For all these reasons and more, we see no way of safely drawing for practice with specific cases any line classifying or appraising the kinds of false news. We know, indeed, no way of safely drawing a general line between true and false news. In practice, the distinction often appears clear, yet one of the few things that remain true is that what is true for one man is often false for his brother, and what is false for the father is just as often true for the son. At best, the proportion of border-line cases to the whole is enormous, and it is in this debatable zone that falls most of the news affecting international relations.

It is sometimes argued, however, that one obviously false item published at the right moment might conceivably start a war. That would be hard to prove, and even so not worth the proving, for, if proved, it would merely amount to

another way of saying that a match will light a bonfire. If the bonfire were not there waiting, the match would be harmless. It is the collection of inflammable materials that is dangerous, and it is with border-line cases—wood untipped with the sulphur of the demonstrably false—that such fires are prepared.

We believe, therefore, that the only wise way of dealing with the problem of false news is to deal with it as a whole and to seek solutions calculated to strike both at unintentional and intentional error. Our fight is to keep the false from entering the news, no matter how nor why nor when nor where, and the way to win it simultaneously on all these fronts is to free and strengthen the Press and raise its standards as a whole. That is our aim.

We propose to divide the measures for the solution of the problem of false news into two classes:

- (1) Preventive;
- (2) Remedial.

We attach by far the most importance to preventive measures and believe there is much that can be done in this regard. Indeed, if the preventive measures we shall suggest are followed, we feel there will be little if anything requiring special remedy. In any event, we are entirely opposed to adding any new punitive measures or laws restricting the Press to those already existing, because such remedies would be worse than the disease.

*Prevention of False News.* — In our struggle against false news we have learned that the essential for preventing it is freedom—and freedom in a much larger sense than is usually meant by the phrase, "the Freedom of the Press". The necessity of freedom in that usual sense goes without saying. The aspects of it that need explanation are two in number. They are Financial Freedom or Independence, and Freedom of Direct Access to News in the Making. Of these the first is much the more essential. If the Press can obtain it, we have no fear of its failing then to obtain the other.

*Financial Freedom.* — By financial freedom we mean a condition in which the individual newspaper is self-supporting in the sense that it can live decently on its income from circulation, supplemented with that from the kind of advertising it can sell without selling itself to any advertiser or to advertisers in general. The newspaper that is financially free is the newspaper that is beholden to no non-journalistic interest for its existence, that can stand on its own feet, that constitutes an independent, autonomous unit.

We are confident that such a newspaper will do of its own accord the best that can be done to keep falseness out of the news. It will because in such a newspaper those who are journalists at heart will be in control.

We hold it to be self-evident that the general interest demands that the best possible results be obtained from each particular field of human endeavour, and that this can be assured only by leaving each field to those with the most inborn aptitude for tilling it. We all profit the most when we have our Darwins directing our laboratories, not our orchestras, and our Beethovens wielding the baton of the conductor, not of the field-marshal. So, too, with journalism. Whatever facilitates the free practice of journalism by those who are journalists at heart will improve the standards of the Press; whatever interferes with this is bad and should be done away with in the general interest. The surest way to encourage the dissemination of false news is to increase the power over the Press of those non-journalists who are interested most in the effect of the news; the only way to discourage the spread of false news is to increase the power over the Press of those who are interested in news for the sake of the news—and they are the journalists. The problem of false news, in so far as it is in the reach of man, is the direct product of outside control of the Press. There is the root evil. The cure lies in removing, not in augmenting, this outside control. The solution of the problem of false news can only be found in the freedom of the Press, in freeing the journalists to publish the truth as each of them sees it.

It is not strange that the complaints of false news come most from those who propose new restrictions on the Press. Nor is it strange that the newspapers most renowned for the standards of accuracy and fairness they have reached have invariably arisen in the countries where the Press has achieved the most freedom.

If we start with the principle that the thing to do is to have the Press in the hands of the journalists, we can immediately isolate the germ of the disease of false news. It is this: *The newspaper cannot live on what people will pay directly for the news.*

The ideal of every journalist is a condition in which the newspaper can live on its circulation revenue alone, on what its readers pay for its service. His natural desire to report the truth as he sees it would then not only be freed, but he would be encouraged in it, since, the truth being to the general interest, this would tend to increase the number of his readers and thereby his means of getting at the truth.

The existing system is designed to handicap the journalist, and to facilitate the control of the Press by non-journalists who are interested in it not as an end in itself—a medium of information—but as a means to their particular ends. That part of the cost of the newspaper which the reader does not pay someone else must pay, and those who pay it want something for their money, too. Through this door comes in, directly or indirectly, the sinister outside control of the Press about which there is so much complaint and from which no one is more eager to free the Press than the journalist. It is this that exposes the newspaper, and therefore the news, to more or less secret pressure from powerful industrial or financial or political or governmental interests.

The pernicious rôle played by this peculiar financial situation tends to grow more important all the time, because the deficit between what a newspaper receives from its readers and its cost of production is increasing, not decreasing. As the world grows smaller for the reader, his need of receiving each day accurate news from all parts of the world on all kinds of things grows greater, and with it the cost to the newspaper of supplying this worldwide news service goes up, while the price of the newspaper to the reader remains the same.

This results in a constant trend toward newspaper amalgamations and chains, toward fewer newspapers and, what is more dangerous, toward still fewer newspapers that are independent units. This means that the paradoxical situation has been reached where the world's growing need for accurate news is operating to increase the number of subjects reported on in the newspaper while decreasing the number of independent eye-witness reports. This is due to two main reasons. For one thing, it is a healthy corrective for any witness to know that the testimony of a number of other independent



eye-witnesses to the same event will be given at the same time. Secondly, the human equation is bound to play a large part in such testimony, and especially in newspapers where the witness must cramp his testimony into what is relatively a very small space. The journalist frequently does not have 500 words in which to report a complicated international debate in which 50,000 words were spoken. The journalist, and particularly the one dealing with the voluminous and complicated controversies affecting international relations, must limit himself very closely to what he considers the most important elements, which is to say that his work is to a high degree one of selection based on personal judgment.

Not only may one journalist for this reason leave out or minimise what another one will report, and even maximise, but he will be bound to give a different version, because the truth is a diamond of many facets all of which no one witness can possibly see. The only way of getting an idea of the whole truth is to read the reports of a number of independent witnesses, particularly as regards news affecting international relations. In other words, the way to truth in the news lies in fostering the existence in each country of the largest practicable number of individually independent and prosperous newspapers so that each important thing may be seen and reported from a wide range of viewpoints.

Everyone knows that nothing is more valuable than the truth, but few seem to realise that nothing is more costly. To get the truth, the newspaper must not only try to get the report of the eye-witness, but the eye-witness who is trained to observe and express clearly, concisely and fairly what he has seen or heard. It must keep these trained observers not only scattered about the city and the country in which it is published, but stationed at all the strategic news centres in the world. That is expensive. Then the news must be flashed from the ends of the earth, checked for error, put in type, printed and swiftly distributed to hundreds of thousands—all in each day. Speed is always costly. The higher the news standards of a newspaper, the more the news cost it, and the more money it must waste in the process of gathering and distributing the news:

That is only one side of the picture. The truth is not merely hard to get at and get out, it is often very disturbing once it is out. Pressure of all kinds is brought against its reporter and publisher, not only after but before it is printed, by those who resent or feel injured by its publication. Few if any newspapers have ever been killed by the publication of a news item that was false, even if the fault was deliberate. Many have been ruined because they told the truth. It is a costly business to withstand all those who do not want the truth on certain things reported.

Just as the cost increases as one increases the purity of any product, so the higher the standard of truth in a newspaper, the more it costs to produce. Yet time and again and everywhere it has been proved that the newspaper with the most costly standards must, in order to live, sell its product not only at a ridiculous fraction of what it costs, but at the same prices as the adulterated article, or only a trifle more.

The layman may conclude that the solution lies in putting the entire cost of the newspaper, like most other things, on the shoulders of the consumer by raising the price. This cannot be done. If a newspaper with a circulation of 100,000 at 2 cents a copy found, by dividing its cost with its circulation, that 2 cents represented only one-seventh of the income it needed per copy, it would not be enough for it to charge 14 cents. If it did, it would be lucky to keep 10,000 readers. Then it would have to raise the price to \$1.40 a copy. If it kept 100 readers then it would be still luckier — and it would have to raise the price for them to \$140 a copy. Grant it kept this last hundred, still it would have missed the goal of the newspaper—that of disseminating accurate news swiftly to the masses. Moreover, any general increase in the price of newspapers will tend to reduce the number of independent newspapers, and, for reasons already given, this is dangerous.

Raising the price affords, therefore, no solution. On the contrary, the public interest demands that the price should remain about what it is, and that the newspaper with the highest standards and the widest and swiftest world news service should be easily within the reach of everyone. The news is a necessity to the people, and, as with bread, water, education, the only way each person can be safe is by keeping the purest product at the disposal of all. As a matter of public policy, it is essential that the price of the newspaper remains far below the cost of production.

Moreover, the general interest is better served if one can buy for 10 cents not one newspaper but five.

The problem, therefore, is to sell the newspaper for a fraction of its cost and yet make a legitimate profit enabling the newspaper to be financially independent. It seems impossible, but it can be and, indeed, has been done. It has been done through advertising. Although to be independent it is essential that the newspaper be in a position to be free from influence from its advertisers, this does not mean that advertising is necessarily always dangerous to it. On the one hand, income from certain advertising is safe enough for any newspaper. On the other hand, it has been proved possible for a newspaper to attain financial independence by reaching through its advertising income such financial strength and through its high news standards such power and prestige that the point is attained where advertisers, to do their business, are forced to buy its space whether they like it or not. Instead of the newspapers being dependent on the advertisers, the advertisers become dependent on the newspaper. Experience, however, shows that it is very hard to reach and keep financial independence in this way, even in those few countries where advertising has developed enough to make it possible at all. There is certainly no safe or worldwide solution on the basis of advertising alone. The best one can say is that, generally, the smaller the proportion of its income a newspaper needs to derive from advertising the safer it will be for it to get income from that source.

The problem can therefore be narrowed down to one of meeting the normal deficit between the cost of producing a newspaper and the revenue obtained from circulation and from what we shall call here safe advertising, without raising the rates for either.

The way to the solution lies, we believe, in firmly grasping the idea that the same public interest that demands that the paper be sold below cost demands just as strongly that the paper be financially free. The newspaper is, in short, a

public servant. That being true, the burden that the reader does not assume in buying his paper should fall back on him as taxpayer, just as does the cost of the public school which his children enter "free".

If the root principle should be the same for the school and the newspaper, the application of it must differ greatly. To pass the burden on to the Public Treasury as a matter of public interest does not mean that the Government should meet the burden directly, as with the schools, or through subsidy. *We are altogether opposed to anything of this kind tending to give Governments control over the Press. It would be far better to remain where we are than to establish any system which would or might allow a Government to bring any more pressure than it already can on a newspaper.* The dangers of giving Government any financial control over the Press are too obvious to need going into. To give such control would be to defeat, indeed, the basic public interest we are seeking to further—namely, to check the dissemination of false news by helping the newspapers to be financially free and independent, and that means independent of the Government as much as anything else.

Other public services demand central control; the Press is unique in that the degree of its service to the public depends directly upon the degree to which it is divided into independent units. Where the problem with other services is to centralise, the problem with the Press is to assure the independence of each newspaper.

The problem thus boils down to helping free the newspapers financially by making the people pay in taxes what they do not pay in buying the newspaper, while avoiding all danger of governmental control of the Press. This is a matter of reducing the cost of production to the newspaper instead of increasing the cost per copy to the reader. Experience indicates that there are several ways in which part of the burden can thus be safely passed to the Public Treasury. A few of them are already being timidly followed. Thus everywhere newspapers are allowed to telegraph news at at least one-half the standard rate. Again, most countries allow newspapers to be distributed through the mails at a specially cheap rate. These services are given the Press by Governments at less than cost, which means that they fall on the Public Treasury. Yet neither has been accompanied by dangerous control of the Press, thanks to the fact that the Press rate is enjoyed by all newspapers indiscriminately. The only trouble is that the aid is not enough. The reasons that make the telegraphic Press rate sound policy suggest that the application of this principle be greatly extended, horizontally and vertically, and, of course, always to all the Press with a deliberate view to giving through it enough aid to allow any well-managed newspaper to live on its circulation and safe advertising. The principle would be extended horizontally by establishing a similar reduction on other items that enter into the cost of newspaper production, and vertically by making the reduction much greater if the Press rate were, say, one-tenth instead of one-half the standard rate, every paper would remain just as free from governmental control and would be more free from the dangers of outside financial control.

As examples of some of the things which might be studied with a view to extending in or to them the principle of the Press rate, we would cite:

1. All electrical means of transmitting news, particularly the telephone and telegraph, cable and wireless rates for long distances;
2. Transportation rates, national and international, on newspapers, particularly the air mail;
3. Transportation of journalists by every conveyance, land, sea or air, now requiring a ticket;
4. Passport, visa, identity-card, etc., fees for journalists;
5. Transportation rates on newsprint paper, ink and newspaper printing machinery;
6. Customs duties on newsprint paper, ink and machinery;
7. Electric power and light for newspaper offices and plants;
8. Direct taxes.

We do not mean, of course, that action need necessarily be taken on all these lines. The object would be to transfer safely a substantial part of the cost of newspaper production to the Public Treasury, and it might be found that this could be better achieved practically by making a greater reduction on a smaller number of items, instead of a smaller reduction spread over a large number.

Certain items, however, recommend themselves for reduction in any case, because they most directly facilitate improving the accuracy of the Press, particularly with regard to international relations.

Take item 1. While the world has been becoming smaller and the nations more interdependent, the need of knowing the news accurately and fully from distant lands has grown apace, yet the cost of long-distance transmission has remained so high that only a very few independent channels for the reporting of such news exist in even the richest countries, and often these are very small. The European agencies and newspapers that maintain any electrical news service whatever with the New World do not number even twenty, and there are not half a dozen of them that can afford what might be called a regular and fairly comprehensive news service from the Americas. Similarly, though there are several thousand daily newspapers in the New World, there are not more than a dozen agencies and newspapers that maintain regular electrical contact with Europe, and, with some notable exceptions in Argentine and Canada, they are all in the United States. The situation is far worse as regards the news relations between the Far East and both the New World and Europe. This is highly significant, because it shows the direct relation between transmission cost and news service, for it costs more than twice as much to transmit news between the Far East and either Europe or the Americas than to transmit it between Europe and America. Existing difficulties between the New and the Old Worlds, and between the Far East and the West, indicate how much it costs everyone nowadays to be badly or insufficiently informed about distant peoples.

Similarly, to reduce the cost of the swift transportation of newspapers is to combat false news, especially in the international field, for the transportation of the newspaper is but another form of transmitting news. To be able to read foreign as well as national newspapers on any international question is to have a very useful corrective at hand. The more foreign newspapers of the same day as the national ones can be obtained, the more valuable the corrective. This becomes a question of reducing the aeroplane rate on newspapers and, as regards distant countries with whom air transport is not yet practicable, of reducing the ordinary rates which are now so high as to discourage even citizens when travelling from buying their home paper abroad—when they can find it. Aviation has greatly developed owing to the willingness of Governments to spend money on it for war purposes. This stimulus could be given just as well for peace purposes if much more of the burden of air transport of newspapers, periodicals and books were taken over by Governments through a sharp reduction in the air postal rate on these products of the press. Such development of a widespread regular air-mail service would have an additional advantage. It would allow more news that now must be sent electrically to reach the newspaper by air mail, thus further lowering the expense of news transmission.

Again, sharp reduction in item 3 is in the general interest, for to make it cheaper for the journalist to travel is to encourage the newspaper, which has to pay his expenses, to send a trained eye-witness to the spot—particularly if this is combined with a reduction in the expense of his then reporting the news electrically to his paper. This is evident since only the newspaper that seeks to improve the accuracy of its news by the eye-witness method can profit by these economies. The same considerations argue in favour of the abolition of all the fees mentioned in item 4.

All these items, moreover, lend themselves particularly to multilateral action through the League of Nations, as does also item 6, where a convention, useful in many ways, might be made establishing free trade in newsprint paper, ink and machinery. There is room in these items, however, for independent national, bilateral or regional action to precede, accompany or follow universal action. Thus, a country that wished to improve the quality and quantity of its news from a certain nation might arrange to accord a specially low transmission rate on news despatches sent direct to it from that nation. One can conceive also of two countries of similar language specially facilitating the exchange of newspapers between them. Likewise, one can imagine a pan-European, or a pan-American, or a pan-Asiatic system of reductions being worked out.

The League wireless station provides another opportunity. Geneva is a centre of information on all kinds of international subjects. It is unique as a clearing house for comparative current data on the world situation as regards trade, finance, industry, labour, health, social questions, armaments, etc. More and more, all the major international controversies are being debated in Geneva. To report this data intelligently and these controversies fairly requires more words than most newspapers, particularly those in distant countries, can now afford. It would be a very useful means of combating false news on international matters if the Governments Members of the League should agree to allow Press despatches dealing with League news to be transmitted everywhere by the League wireless station at an exceptionally low rate. The question of control is not insurmountable. When the Council met in Madrid in 1929, our Association insisted that despatches of its members dealing exclusively with League news should not be subject to the censorship then applied by Spain to Spanish news, and the Spanish Government agreed to this on condition that our members promised not to mix Spanish and League news. The arrangement worked so well that no complaint on either side was made.

These remarks indicate that to approach the problem of false news in this way is to enter a field of many fertile possibilities that require exploration. The wisdom of the extensions of the Press rate in items 1, 2, 3 and 4 that we have just discussed seems to us so evident, however, that we believe that action on them should not be delayed by the amount of study our proposals as a whole may require. On the most simple of these suggestions fairly quick action should be practicable. In this connection we would urge the Council particularly to arrange a substantial reduction in the rate on Press despatches dealing with League news transmitted by the League wireless, and to recommend to the Governments of States Members of the League who are represented at the Madrid Telegraphic Conference to consider favourably a substantial reduction in the international Press rate.

Valuable as such reduction would be, the proportion of the burden of newspaper cost transferred in this manner would, we fear, at best be small, because these items do not form the major elements of expense with most newspapers. The solution may require broader and more drastic action. We urge that, in any event, the exploration of the field as a whole be started meanwhile with a view to a general solution or programme of action. We therefore suggest:

I. The acceptance, as a working hypothesis, of the basic principle that the way to foster a financially free and independent Press is to extend the principle of the Press rate *in a manner that continues to keep out governmental control of the Press* while allowing more of the cost of the public service the newspaper performs to be transferred to the Public Treasury;

II. The establishment of an impartial fact-finding body, composed of independent, non-official experts, to investigate and report on the best way or ways of applying this principle.

Its investigation could include the following subjects:

1. What are the main items of expense in producing a newspaper, and what proportion of the total expense does each, roughly, represent in each country?

2. To which of these items can the principle of the Press rate be best extended? Which lend themselves best to international, and which to national action? How could the transfer be best effected in those items and countries where the public utility involved is not owned by the Government?

3. What proportion of the total expense of newspaper production is met, roughly, by circulation income in each country ?
4. Estimates of about how much reduction of existing rates would be needed in the extension or extensions of the principle of the Press rate recommended in paragraph (2) in order to meet, roughly, (a) the whole of the remaining burden of expense, or (b) recommended fractions of it such as one-half or one-third.
5. What data is available on the part advertising plays in financing the newspapers in each country? (This data would not need to be of a precision impossible to obtain to be useful in improving the basis for deciding how much the Press rate reductions should be.)
6. What safeguards, if any, would appear necessary to avoid any danger of governmental control of the Press and to assure that the recommended extension of the Press rate would achieve its aims—above all, that of fostering free and independent newspapers ?
7. What would be the best plan or plans of procedure for achieving the adoption, in stages or otherwise, of any recommended programme or programmes for the extension of the Press rate ?
8. Any other question which the experts found to be relevant.

It would be impossible, of course, to obtain precise data, and happily precision is not necessary. There is no thought of attempting to transfer every penny of the difference between what the newspaper costs per copy and what the reader pays. The ultimate aim would be to transfer enough to allow an honest newspaper with reasonably good management to live on its circulation income supplemented by whatever amount of revenue from advertising it seems possible, from the existing situation in its territory, for it to obtain without great danger of its influencing its news. This is one of those aims that can never be achieved precisely, but only in a broad way and to a certain extent by experimental methods, by increasing or reducing the dose according to the results achieved.

There would be no harm in beginning the transfer in the dark on a small scale—especially in the ways we have recommended—but it would be hoped that the kind of data the experts could supply would allow more substantial steps to be taken prudently. For these purposes it would be very helpful if the experts could answer such questions as No. 3 on the proportion of expense covered by circulation in each country, even in such terms as "about one-sixth to one-tenth" or "ranging from one-fourth to one-fifteenth, with the average for big newspapers about one-seventh and for small dailies about one-fifth". Such data should be obtainable.<sup>1</sup>

The report of the experts would, of course, bind no one; its value would lie in its data allowing intelligent action to be taken where desired both in the international and the national fields. Once the broad facts concerning its newspaper production were thus placed in perspective with those existing in the rest of the world, each nation would be in a much better position to work out its own problem.

If, as is probable, the various countries adopted different solutions for the national side of the problem, that would do no harm and much good. It would amount to the same basic problem being simultaneously tackled experimentally in several different ways, and the comparisons allowed would throw light on what was the best solution.

A country where "safe" advertising was relatively highly developed might find it unnecessary to extend the Press rate as far as another. Again, budgetary reasons might cause one country to begin by transferring one-fifth of the burden where another transferred a-third or a-half. One nation might try to accomplish the transfer through heavy reduction in one or two items, another might spread it more lightly over half a dozen items. None need wait on the others; each could go as far as his desire to enjoy a free, accurate and independent Press impelled it.

The layman may fear that this plan would make the newspaper business too easy and profitable. There is no real danger of this. Any tendency of this plan to make newspapers too rich would be offset in these three important ways:

1. In no business is there a stronger natural tendency to put profits back into improving the plant. There is no business which compares to that of the newspaper in importance in which so few fortunes have ever been made anywhere—and some of the so-called "newspaper millionaires" made their fortunes elsewhere and were even richer before they went in for newspapers. Similarly, there is no profession, except that of teaching, which is so distinguished as journalism by its ability to draw men to it and get devoted service from them without the incentive of great financial rewards. Many men have made fortunes in the professions of the law, medicine, engineering; few have ever entered the wealthy class from the profits of the profession of journalism.

As for the few men who made their fortunes in the newspaper business, all of them have been distinguished by the proportion of the profits they have used to improve the standards of their newspaper as regards quality and quantity of news. No journalist would object to this tendency being encouraged and any danger of newspapers becoming too rich curbed by the taxation of net profits above, say, six or eight per cent. This would certainly cause profits to be used in improving working conditions, raising salaries, training experts to handle various kinds of news such as scientific,

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<sup>1</sup> An example may make this paragraph clear. Suppose the experts estimate that in country "A" it would be reasonable to expect circulation to cover one-sixth the cost and "safe" advertising three-sixths. That would leave a deficit of two-sixths. Suppose they also found that the tariff on newsprint paper accounted for about one-twelfth the newspaper's total cost of production, and that a two-thirds reduction in transmission rates would cut another twelfth from its expense. Then one could estimate that by abolishing the rates on paper and reducing transmission charges by two-thirds, one-half of the "deficit" could be transferred to the Public Treasury.

diplomatic, etc., extending the news service, developing the means of detecting and correcting errors—which is to say that the profits would be used in helping in various ways to eliminate false news.

The allusion to salaries deserves further remark. Many journalists are now paid much too little, largely because there is so little money in the newspaper business under the present system. The danger in this is great, because of the importance of the rôle the individual journalist plays in the newspaper. The danger, however, is not so much from venality, as many think. It comes more from the fact that the journalist, when miserably paid, has little chance to do the good and careful job that the general interest requires from him.

It is, for instance, an extremely difficult thing to sum up an international debate of 25,000 words accurately, fairly to all viewpoints, and in a manner interesting and intelligent to distant readers, all in 500 words. It requires not only technical training and experience, but it presupposes leisure for the study needed to have the background necessary for an understanding of the subject-matter. One ought to be able to get enough from one such job a day to live on. Many journalists, instead, get so little from it that, to live, they have to dash off two or three reports on it for newspapers in different places, and then write reports on several other different things, and they have to grind away like this every day. This clearly is no way to encourage accurate news on delicate matters; but it is not the fault of the underpaid journalist. He has no chance to do work of the standard he would like to do. The more one knows of the handicaps under which journalists now have to work, the more one is likely to marvel, not at the errors, but at the accuracy of the Press.

To make the newspaper business more profitable is to help end the evils of underpaid journalism. Our item 8 (direct taxes) suggests a more direct means of improving the standards of the Press by tackling these evils in the countries where this is deemed most necessary. In such countries the income-tax is likely to start at a very low level. By exempting from this tax all journalists with an income of, say, less than twice the standard minimum for exemption, and/or by reducing their tax by, say, fifty per cent in the lowest categories, a country could effect an increase in the real income of the worst underpaid journalists without increasing the cost of newspaper production. This, indeed, would be one way of transferring the burden to the Public Treasury.

2. Any danger of the newspapers becoming too rich would also be offset by their tendency to improve their advertising standards as their dependency on individual advertisers decreases; if one looks around him, he will find that, generally speaking, the character of the advertisements a newspaper accepts is a good indication of its financial strength. In other words, as newspapers grow strong financially, they tend to reject voluntarily dubious or objectionable advertisements that one finds in weaker papers. To cite but one instance, a certain newspaper which is renowned for the great financial strength it has achieved through purely journalistic means has indeed voluntarily gone so far as to give special rewards to those of its employees who prevent a dubious or fraudulent advertisement from appearing in it.

Moreover, the ideal of every true newspaperman is to be in a position safely to tell advertisers to go to the devil with their advertisements if they don't like the policy of the paper or want to make their advertising in it contingent directly or indirectly on the publication or suppression of certain news. Frequently, they thus reject advertisements when they are in no position to do so safely. Certainly, the smaller the percentage of advertising income any paper would need, the more it could and would approach this ideal; and the more advertising it would reject or lose, the less would be the danger of falsity entering either its news or advertising columns, or the likelihood of its becoming too rich.

3. Finally, if, even so, newspaper profits should tend to become too high or easy under this plan, this would simply result in encouraging the establishment of more newspapers in each city. That would be a great advantage, for, as we have pointed out, to increase the number of independent newspapers is to increase their diversity and to give the truth a better chance of coming out and being recognised. The importance of our proposals from this viewpoint cannot be stressed too much, nor can the danger that we see in the present trend toward fewer and fewer newspapers in each city—a trend that is due directly to the excessively high cost of producing a newspaper under the present system. There is no danger of causing too many newspapers to be founded, if only for the following reason. The more profitable the newspaper business became under such a plan, the more newspapers would be established, and this competition would tend to reduce the circulation and advertising revenues of those making big profits while increasing their expense, and thus discourage the founding of more newspapers, so that the equilibrium would soon be restored with the city endowed with more newspapers than it had before. Similarly, any danger of newspapers becoming too huge in size or individually too powerful would be checked by the way this plan encourages the establishment of many and small papers.

*In connection with the general question of safeguards, we cannot stress too strongly than an indispensable element in the principle of the Press rate, as we conceive it, is that it is granted to all newspapers without distinction as to their character or policy. Only this element allows the transfer to be made without danger of governmental control of the Press.*

To assure further the achievement of the aim of fostering a free and independent Press, it might be necessary in some cases to accompany with further safeguards a thorough-going plan of transfer, effecting a substantial reduction in the cost of newspaper production. To make our thought clearer by a general example, we would add that such a safeguard might be a stipulation to this effect:

The reduction shall be granted to all newspapers, without distinction, which agree to publish annually in their columns a statement containing the following information, certified to by a recognised public accountant:

- (1) The number of copies sold, the price, and the revenue therefrom;
- (2) The amount of advertising sold, the rates, and the revenue therefrom;
- (3) The amount of capital, and the total expenditure, divided to show clearly the amount spent on the news service, printing and publishing, distribution, administration, etc.;
- (4) If the expenditure exceeds the revenue from circulation and advertising, a full explanation of how this deficit has been met;
- (5) The name of the publisher of the newspaper, the names of those holding more than one per cent of its bonds, the names of the officers of the publishing company and of the members of the board of directors if there is one, the name of the editor chiefly responsible for the whole newspaper, the name of the editor responsible for editorial policy and the name of the editor responsible for the news service. Any changes in any of these names during the year is to be noted.

Two possible objections to our proposal may be touched briefly in concluding this subject. It may be argued that certain newspapers that appear to be financially independent do not have as high standards as some that are weaker financially. It is true that there is no way of guaranteeing that a big extension of the Press rate will improve the standards of all newspapers equally, or end all false news. Nothing can. The best anyone can hope to do is to achieve improvement in a broad way, by and large, to make a net advance. We are confident our plan will do this. The only sound way to look for proof of this is to compare, not the standards of individual papers here and there, but the standards of the Press as a whole in the countries where it is least free, financially or otherwise, with its standards in the countries where it has achieved the most independence. Such comparisons should leave no doubt that the best way to increase falseness in the news is to diminish the freedom and independence of the Press, and the surest way to diminish falseness is to increase the number of self-supporting papers. If there is still doubt, then let one consult those very papers which, though weak financially, have high news standards. It will then be learned how much higher they believe they could raise those standards if financially they were stronger.

Finally, it may be objected that a substantial transfer would cost too much. Such objections are quite unfounded. They are due simply to a lack of imagination. Let no one delude himself longer that all he now pays for his newspaper is the penny he puts on the counter, which covers only a small fraction of the cost of one copy. There is no way of getting something for nothing, even in newspapers—there is only the illusion of it. What the reader does not pay directly for his paper, he pays indirectly many times over and in many ways—in the price of other goods he buys, in bad and wasteful and corrupt government, in the preparation for and waging of war of all kinds, financial, economic and murderous. It is far cheaper to pay the rest openly in taxes, if it is done openly in a way that fosters an independent Press. This is not merely because only a small part of what the world now spends on war would be needed to free the Press. It is because it can never be an economy, even for the poorest man, to let the burglar feed the watchdog.

*Free Access to News in the Making.* — To provide free access to news in the making is clearly to make for accuracy and against falseness. It facilitates obtaining, not merely the report of the eye-witness, but of a trained eye-witness. It eliminates the necessity of the journalist having to rely on sources which must be kept secret and the danger of such sources deceiving the reporter who confides in them. It also reduces to a minimum the influence of the shyster journalist who would deliberately and maliciously spread false news, for his report is then subject to the control of the mass of honest reports. It is so clearly in the general interest that the journalist should have free access to the news that it would seem to go without saying. Yet nothing perhaps shows better than the record in this matter that the only ones whom the world can rely on to fight always against false news are the journalists themselves.

At great expense and frequently at great hardship or danger to the journalist, the Press has throughout its history sought, in and often beyond the measure of its financial and political power, to disseminate the eye-witness report of every event, and, if possible, the report of the trained eye-witness. Thus the Press, once dependent on hearsay or travellers' tales for its foreign news, has, out of its own inherent desire to tell the truth, developed a vast network of trained witnesses all over the globe who can be relied on to make every effort to see if possible for themselves the event—whether fire, flood, riot, battle, plague, conference or investigation—and, if this is not possible, to collect, compare and sift the reports of as many of those who have been eye-witnesses as they can, or, where this is not possible, to get the next best thing, and collect, compare and sift with still greater care the reports of those who have talked with actors or eye-witnesses. One need only look about him to see that the stronger any newspaper anywhere becomes financially, the more it always spends to have its own staff correspondents scattered around the world.

In so far as governmental affairs have been opened to the public, it has been due most of all to the insistent desire of the journalist to see and hear for himself, and achieved most often against the strong opposition of the governmental organ concerned and the apathy of the general public. Nearly everyone now agrees that the freedom of the Press is in the interest of everyone. Yet how many men who are not journalists or writers have been imprisoned, mutilated, burned to give mankind this boon? How many men to-day who are not journalists or writers can be depended upon to guard vigilantly the maintenance of this boon?

So it has been too with publicity of governmental affairs. No one would think now of allowing a Parliament to sit in secret, yet that practice was insisted on by the members of the Mother of Parliaments, condoned by the public and broken down after an arduous struggle only because the Press attacked it. All the reasons advanced for treating national affairs in secret, and more, were later advanced by Governments to show that it would be fatal to treat international affairs in public.

Despite all the discredit into which secret diplomacy had fallen in the holocaust into which it led a blindfolded world, despite all the fervour for open covenants openly arrived at, the Governments, when they drew up, in secret, the Covenant of the League of Nations, made no provision in it that any of its meetings should be public. When this League began, only twelve years ago, all its meetings were secret. What publicity there is now has been achieved because the Press was always there, insisting on seeing and hearing for itself what it reported. We recall with pride that one of the very first acts of our Association was to send its first President and Secretary-General to the Council to insist that the meetings of the League be opened to the Press. It has been, is, and always will be (because it is bred in the bone of the journalist of every country) the standing policy of the International Association of Journalists accredited to the League

of Nations to do all it can to enable journalists, whether its members or not, to see and hear for themselves what transpires in every League meeting they need report.

Everyone prefers to hear news from the eye-witness; everyone demands (for a cents) the truth on everything everywhere to-day from his newspaper to-day, and still the Press has always had to fight at one time or another every member of its vast constituency—officials, business men, financiers, etc.—merely to be able to witness for itself what was really going on in each domain. It is the noble record of the Press that no one has ever invited it to eye-witness an important event—whether from the air at the North Pole or on foot in darkest Africa, whether among flying bullets or sterile words—and it has failed to answer "Present!" Often the Press has been barred out, never has it refused to enter.

Since the phase of the problem of false news which we are now dealing with is that concerning international relations, we cannot too strongly remind the Council of the standing policy of this Association. We are glad to acknowledge that the League has attained a position as regards publicity that is not only far ahead of anything in the past but of any of the international meetings that have taken place since its foundation outside its walls.

There is, however, still room for improvement in the League in this respect. There are still far too many meetings held in secret. Several times this year our Association has had to protest, formally or informally, against this. We are happy to record that, as one result, the Disarmament Conference has set a new standard by deciding that all its committees, except small ones such as drafting committees or committees of jurists, shall meet in public. We do not, however, believe that even these exceptions should remain secret in principle. We see no reason why jurists, men trained to speak in public, should not discuss a point of public law in public. As for drafting committees, we have often noted that public disagreements on questions of substance are transferred to their secrecy to be "settled" in an ambiguous formula that means all things to its authors and nothing to us. If the committee is dealing with matters of substance, we want to be able to be there; and, if it is really only drafting, our experience suggests no reason why anyone should seek to keep us out. Still less do we see why the Bureau of the Assembly or of an important conference should meet in secret, especially when it is to discuss controversial matters of great interest.

We hold that the only sound public policy is for the League to throw open to the Press all meetings, without exception, so that each journalist is in a position to decide for himself whether a given meeting is of interest to his public or not. This is the principle that we would urge on the Council as an excellent means of preventing the dissemination of false news; certainly the Press has no responsibility if it reports inaccurately things it has been forbidden to witness, though, even so, it will do its best to get at the truth.

We would especially urge the following points:

1. That the meetings of the Financial and of the Economic Committees and of their subsidiaries be opened to the Press. Just as the war discredited secret diplomacy, so the depression has discredited the secrecy which still persists for business and finance. All agree that at least one root of the trouble lies in the lack of public confidence in business and financial leaders, and we must respectfully point out that no journalist desirous of keeping the confidence of his readers can keep what confidence he had in the reports given him of the secret meetings of economic or financial men. We fail to see why questions of financial or economic policy should be treated in secret when the far more delicate thing of armament, the instrument of all policy in the end, can be and is discussed in public.

2. That the Mandates Commission should meet in public and that its Minutes and its reports should be published as soon as possible. The present practice of waiting with them until the Council meets gives the public no opportunity to consider them in time to influence the action of its governmental organs.

3. That all reports to the Council or Assembly should be released to the Press when they are sent to the Members of these bodies, not held back until they are received by these Members. The present practice often results in parts of the reports leaking out and reaching the public first in a way or in a form that for one reason or another is unfortunate. The risk of the first public impression of such a report being based on inaccurate news would seem too high a price to pay for the extension to such public documents of the courtesies that apply to private letters.

4. That the verbatim texts be immediately supplied the Press, not only of Assembly and plenary Conference sessions, but also of meetings of the Council, and of bodies of the character of the Assembly's special Committee of Nineteen, and the Disarmament Conference's General Commission.

*Remedial Measures.* — By remedial measures we mean those which seek to cure the evils of false news by providing new means of dealing with specific cases that arise. The most prominent of the methods proposed by those who approach the problem in its international phase from this angle are plans involving a Journalists' Court of Honour, and schemes for assuring a right of reply to false news. These proposals seem, at first glance, to have very attractive qualities, but our experience has been that these qualities are more than offset by others discovered on further study and which give us pause.

We may mention, in this connection, that, in 1929, the Committee of this Association, in a letter to the International Federation of Journalists, made the suggestion that the idea of constituting a *Conseil de l'Ordre des Journalistes* be studied. That Federation (of which we are not a member) has since worked with praiseworthy zeal on this idea, but individually, without our collaboration. Last year it established at The Hague an International Court of Honour for Journalists, an institution differing appreciably from the one our Committee had in mind. Meanwhile our separate consideration of the fundamental problem has led us to the views expressed in this whole statement.

We have come to doubt seriously the wisdom of attempting to provide remedial measures, in the sense defined above, certainly at the present stage of newspaper and international development. We are convinced that attention should be concentrated now on preventive measures. We believe that, if preventive measures along the lines that we have

recommended in this statement are adopted, there will be little if any need for special remedies. If there is, there will be plenty of time then to deal with them according to the needs of the situation; to begin with them now is to put the cart before the horse. We fear that at best these remedial measures will do more harm than good; and we fear this especially if they precede instead of follow eradication, or at least treatment of the root evils.

The fact that no other profession—the law, medicine, engineering or even those such as diplomacy which were concerned with international affairs before there was a Press—has yet developed an International Court of Honour is certainly in itself no reason why journalism should not take the lead in this regard. It does, however, strongly suggest the wisdom of going slowly and prudently, especially since some of the other professions have gone further than journalism in establishing means of dealing with their ethical questions within national or, more often, city limits. Whatever the merits or demerits of courts of honour, it would seem reasonable to establish their authority on a national basis before entering the even more delicate international field.

An international professional court of honour, moreover, presupposes a code of honour or ethics that is internationally recognised. Though we believe that journalism has gone further than some other professions toward at least an unwritten international code of this kind, still we fear it would be an exaggeration to say that journalism had already made enough progress in this regard for international court action to be wise.

Before nations turned even as much as they have to an International Court, they first not only established within their own territory the custom and authority of courts, but they gained some practice in settling international difficulties by mediation, conciliation and arbitration. It would seem prudent to follow their example in the delicate field of journalism, and at least begin at the same beginning on the international side by confining efforts at this stage of its world development to "political" as distinguished from "legal" procedure. We feel, indeed, that the specific cases which the supporters of the remedial measures we are discussing have most in mind—complaints that certain items in a newspaper have endangered peace or good international relations—are by their nature to be assimilated always with "political" instead of "legal" disputes, and to be treated therefore with the supple methods of conciliation rather than the rigid formalism that attaches to court or legal procedure of any kind.

If the plaintiff will begin by assuming that the item of which he complains is not necessarily due to the ill-will or stupidity of the journalist; if he will keep firmly in mind that there can be at least as much honest error and misunderstanding in work that must be done at high speed as in that which is done leisurely; if he will make sure that his own house is not of glass, and if he will then address himself courteously to the foreign journalist or newspaper in question and limit himself to reasonable requests; if the plaintiff will begin by seeking satisfaction in this manner, we believe there will be very few cases in which he will not get all the satisfaction he deserves. If, however, this leaves the plaintiff still wanting satisfaction, we believe the best way for him to get it is to ask the competent Press association to use its friendly offices in straightening out the matter. We doubt that this conciliatory method would fail to settle any legitimate and reasonable complaint.

We are the more inclined to think that the attempts to remedy specific complaints of false news by new legal machinery are premature, because we find they are based on far too little fact-finding. Essential elements are still obscure. If the above conciliatory method were loyally tried and the complaints that it failed to settle registered—with the text of the item involved, the names of the plaintiff and the journalist or newspaper, the correction desired, the efforts made to get it, the reasons given for refusing, etc.—then after a few years we would at least have some facts to go on. Then one might know if there were any real need for new machinery, and where, and one could fit the machinery to suit the actual need. The only sound way to proceed in these matters, we are convinced, is to begin with fact-finding.

Finally, the principle at the bottom of this whole method of attempting to remedy false news by dealing after the event with specific cases raises our doubts. Many are attracted by what seems to them the justice in schemes for forcing newspapers to give an international right of reply and for bringing a complaint about a journalist before an international court of honour. But analysis shows that these methods, in so far as they seek to solve the problem with which we are concerned—that of false news—really depend almost completely on fear as a deterrent. We would not easily grant that fear serves truth more than falsity; but, granting that fear of punishment or of being forced to give space for a correction or reply may deter false news in some respects, this is offset by the way these methods encourage falsity in other respects. We suspect that about the only kind of cases that would reach an international court of honour in the present state of the world would be the very kind involving and encouraging bitter controversy—for otherwise they could and would have been settled without it. We suspect that these cases might at least occasionally include attempts to find a scapegoat or otherwise satisfy public passion—and one dramatic affair of this kind would be enough to do harm for a long time. As for forcing, however indirectly, the insertion of a "reply" in a newspaper, this also is to invite its ill-will and encourage controversy, especially if done internationally. If fear deters the false, certainly ill-will and passionate controversy and bitterness do not promote the truth—to say nothing of peace and goodwill among nations in behalf of which these methods also are urged.

One way to test such theories is to look back to the international incidents that started them and ask two questions:

If the proposed machinery had then been functioning, would it have assuredly done more good than harm merely in these cases? Would it have discouraged or encouraged passionate international controversy?

Has the fact that these cases escaped such remedy, through lack of machinery, actually resulted in lowering or even affecting the standards of the Press, or in doing any real harm to peace?



As long as it is uncertain, not only whether the remedy will kill or cure, but whether there is any need, commensurate with the dangers involved, of running the risk at all, it would seem wise to trust in nature rather than in medicine even when scientifically prepared.

We welcome the same test being applied to the preventive measures we recommend.

Was or was not the period which has the most evil name for false news precisely the period of the world war, when Governments enjoyed the greatest control of the Press, and journalists were the least free ?

Is or is not the general standard of the Press, and especially its accuracy and its tone in dealing with international affairs, the highest where it is the most free and financially self-supporting, where it is most in the hands of professional journalists ?

Have or have not these standards risen where freedom of access to the news has increased ?

For us, there can be no hesitation. There is, to say the least, no assurance that the problem of false news can be solved by negative attempts to punish those who, in nine cases out of ten, are themselves the victims of an unsound system. There is every assurance that it lies in positively freeing the fertile elements and basic forces that make for truth. The problem of false news is a problem not of restricting but of liberating the Press.

For the Committee:

(Signed) Clarence STREET,  
President.

Correspondent of the New York Times in Geneva.

## 2. INTERNATIONAL FEDERATION OF JOURNALISTS.

[Translation.]

Paris, June 8th, 1932.

The International Federation of Journalists has taken note of the documents regarding the publication of Press information which were communicated to its constituent associations and to its own Secretariat by the League of Nations.

At its meeting at Rouen on May 19th and 20th, 1932, its Executive Committee heard reports on this subject submitted by the delegates of various national organisations. On the basis of these reports and of the subsequent debates, the Federation has drawn up the following proposals and suggestions for submission to the Assembly of the League of Nations:

(1) The responsibility of journalists cannot be regarded as complete so long as the freedom of the Press is, in actual fact, limited by considerations of every kind, particularly those of an economic nature, to which the papers they contribute to are subject.

(2) Journalists reject unanimously any idea of a super-censorship, whatever arguments there may be for an international supervision of news.

(3) It is desirable to define the terms used by the authors of the various motions submitted to the League of Nations, and to distinguish between the facts to which they refer.

(a) *Incorrect News.* — These words appear to refer to news which the journalist honestly believes to be in accordance with fact, but which has been communicated to him incorrectly. In such cases the journalist is free from all responsibility. His only obligation is to correct his statement.

(b) *Tendentious News and Campaigns.* — This can only refer to the utilisation of news for the support of a special point of view. In the opinion of journalists, the honest expression of any opinion, whatever its nature, is legitimate, and any censorship, however correct in its intentions, is in practice invariably unsatisfactory and cannot be admitted by journalists.

(c) *False Information.* — This refers to the deliberate distortion of news, or any other dishonest practice, such as the forging or fabrication of documents. This is the most serious professional fault of which a journalist can be guilty, but professional journalists are alone in a position to come to a sound and equitable decision regarding the commission of the fault or its gravity. In such cases they reject the intervention of any disciplinary authority whatsoever, apart from that set up by themselves for dealing with such cases, namely the International Journalists' Court of Honour.

(4) It is beyond question that incorrect or false information comes into existence and obtains circulation chiefly, and, indeed, almost entirely, in places where the information available is inadequate and incomplete. Correct news is the antidote for false news. Everything possible should therefore be done to facilitate the professional work of the journalist, to furnish him with an abundant supply of carefully verified and accurate news, and to give him access to those circles in which he can carry out his own enquiries and come into direct touch with the facts.

In this connection the suggestion may perhaps be made to the League of Nations that its own methods might with advantage be revised. Those methods, in spite of appearances to the contrary, are still marked by certain leanings towards secrecy. Experience has shown that nothing but good can come from the publicity of debates, and it is to be hoped that this practice will be adopted by certain commissions which deliberate in secret, and concerning which such information as leaks out is not invariably true. Secondly, properly accredited journalists should be granted ready access to the offices in which are to be found the original sources of information, and they should be sure of obtaining from them that authentic news which it is their chief interest to secure. Finally, they would regard it as quite unexceptionable that, in the event of incorrect or false news being published, the League of Nations should immediately issue a correction, not in the form of a vague, anonymous and more or less furtive communiqué, but as an official statement. Every newspaper would undoubtedly regard itself as under an obligation to publish such statements.

It might even be possible for the League to appoint in the various capitals professional journalists for the purpose in the capacity of information agents, who would also ensure the publication of these statements. It is, however, essential that the Press services of both the League of Nations and the various Governments should not invade the professional province of journalists, and should not go beyond an appeal to their undoubted goodwill or, should circumstances so require, to that of the professional organisations.

A method by which publicity could be secured for such rectifications would be to broadcast them in the different languages of the countries concerned.

Similarly, it might be possible to grant to any country which regarded itself as injured by the publication of news in which facts were distorted or misrepresented to its prejudice a right of reply similar to that granted to private individuals, a right which might well be introduced into certain countries where it is not yet recognised. The freedom of the Press is limited, as well as guaranteed, by law; it would otherwise lead to intolerable abuses. The proposed procedure would extend to international relations the provisions originally introduced for the protection of individuals.

It would be for the League and for the representatives of each nation to enquire into the methods of applying this right of rectification which, without limiting the freedom of journalists to give news or to express opinions, would bring a note of sincerity and truth into international relations. The professional associations of journalists are ready to give their assistance in this enquiry.

(5) Furthermore, it is not possible in this connection to pass over in silence certain occasions, which there is no need to specify, on which tendentious, incorrect or even false news has, for political ends, been put about, hinted or supplied by authorities ostensibly beyond suspicion. The journalist who, in good faith, collects and disseminates such information is the victim of machinations which are beyond his control. It is cases such as these which would call for the immediate and definite intervention of the League, and which would, in consequence, justify investigation by the Court of Honour.

(6) No one realises better than journalists themselves the importance of getting rid of journalists of dubious character. The possession of the "international card" originated by the International Federation of Journalists should in every case be insisted upon as proof of professional status, a requirement very justly recognised by the Copenhagen Conference. Cards or letters of introduction supplied by the newspapers do not in themselves provide an adequate guarantee, as experience has shown that they are too frequently granted out of mere friendliness, and do not provide any reliable evidence of the character or qualifications of their holders.

(7) Finally, stress should be laid upon the importance of establishing good relations between journalists and Government Press bureaux and between these Press bureaux themselves. In this direction, the Copenhagen Conference indicated an extremely important advance which should be carried further.

Such are the observations which the International Federation of Journalists desires to put forward in response to the considerations expressed by the League of Nations. The adoption of the practical suggestions contained therein would do more than any measures of compulsion to ensure the sincerity and reliability of news, at least so far as this depends upon the work of professional journalists.

For the Bureau of the International Federation of Journalists

and by order:

(Signed) Stephen VALOT,  
General Secretary.

In transmitting this note, the General Secretary of the International Federation of Journalists added that it was submitted in the name of the journalists belonging to the following organisations, which were present or represented at the Executive Committee of Rouen (May 19th to 20th, 1932):

Reichsverband der Deutschen Presse, Berlin;  
Australian Journalists' Association, Melbourne;  
Reichsorganisation der Oesterreichischen Journalisten, Vienna;  
Union professionnelle de la Presse Belge, Brussels;  
Association of Sofia Journalists, Sofia;  
Federacion de la Prensa Catalano-Balear, Barcelona;  
Associação Brasileira de Imprensa, Rio de Janeiro;  
Association of Danish Journalists, Copenhagen;  
Union of Estonian Journalists, Tallinn;  
Suomen Sanomalehtimiesten Liitto, Helsinki;  
Syndicat National des Journalistes, Paris;  
National Union of Journalists, London;  
Union of Athens Newspaper Editors, Athens;  
Nederlandsche Journalisten-Kring, The Hague;  
Magyar Ujsagirok Egyesulete, Budapest;  
Latvja Rakstnieku un Zurnalistu Arodbiedriba, Riga;  
National Association of Polish Journalists, Warsaw;  
General Association of the Roumanian Press, Bucharest;  
Association générale de la Presse Suisse, Berne;  
Union of Czechoslovak Journalists, Prague;  
Reichsgewerkschaft der Deutschen Presse, Prague;  
Association of Yugoslav Journalists, Belgrade;  
Organisation of Lithuanian Journalists, Kaunas;  
Verein der Auslaendischen Presse zu Berlin, Berlin;  
Association Syndicale de la Presse étrangère en France;  
Syndicat de la Presse étrangère en France;  
Foreign Press Association of the Netherlands;  
Foreign Press Association of Tchechoslovakia;  
General Association of Russian Authors and Journalists.

### 3. AUSTRALIA.

#### AUSTRALIAN JOURNALISTS' ASSOCIATION.

Melbourne, March 16th, 1932.

The Federal Executive of the Australian Journalists' Association recognises the great danger that may lie in an untruthful or sensational presentation of international news, and the responsibility that rests upon the Press in this matter.

As to the possible steps to be taken to avoid this danger, we are of opinion that the most effective lies in the education of journalists and proprietors of newspapers to a fuller recognition of this responsibility. As possible means to this end we would suggest:

- (a) Close historical investigation of the effect of Press utterances upon national feeling in past crises, and of their apparent influence on the development of those crises. Publication of an historical work embodying the results of this investigation. This would, we believe, be gladly undertaken by some university, if not by the League itself;
- (b) Representations to universities and schools of journalists for the dissemination of this knowledge through the usual educational channels;
- (c) Circularisation of newspaper proprietaries and of journalists associations setting forth the views of the League of Nations.

This Federal Executive recognises that it is impossible to ensure that all journalists and all proprietors shall be reached, or, if reached, shall be influenced, by such means as are here suggested. With the inestimable advantage of a free Press there goes, almost inevitably, the disadvantage that some journalists or some proprietors will seek popularity or profit from the publication of exaggerated or untrue statements, even when these may dangerously inflame public opinion. If, however, even a single daily newspaper in each country steadily resists this temptation, and ensures for its nation the opportunity of ascertaining the truth, something is gained; and we believe that the measures here suggested might result in such an attitude becoming more general.

Secondly, in view of the impossibility of entirely preventing the danger in question, this Executive would urge that steps might be taken to disseminate unbiased news. By this we do not mean the mere contradiction of falsehoods that have already been published. When an untruth or an exaggeration has been widespread, it is always difficult to overtake it, and the act of contradiction might involve the League in undesirable consequences. A far more effective means would be

- (1) An international journal to which the world could look with increasing confidence for a candid and truthful presentation of international news;
- (2) Similar dissemination of news daily by wireless;
- (3) Dissemination of news in existing newspapers through an international agency. At the least, we would suggest the establishment of a simple organisation for the exchange among nations of any mutually friendly comment appearing in each other's Press and literature. This step was originally suggested by Mr. J. W. Hamilton of S. Paul, U.S.A., who truly points out that, whereas criticism or abuse of one country in the Press of another is likely to be immediately reported in the Press of the country criticised, this is seldom done where the comment is appreciative.

(Signed) H. J. CURWEN,  
General President.

(Signed) Sydney E. PRATT,  
General Secretary.

#### AUSTRALIAN NEWSPAPER CONFERENCE.

Melbourne, March 15th, 1932.

Resolution unanimously adopted by the Conference:

" Recognising the supreme importance, in the maintenance of world peace based upon international goodwill, of the accuracy and the understanding nature of all information published of an international character, the respective Australian capital city daily newspapers will cordially support any action taken that will ensure this, and will, through their news-gathering organisations, co-operate in any practical measures that may be feasible in this direction without impairment of the necessary freedom of the Press. "

(Signed) A. C. C. HOLTZ,  
Chairman.

NEW SOUTH WALES INSTITUTE OF JOURNALISTS.

Sydney, March 8th, 1932.

The Council of the Institute of Journalists of New South Wales recognises the difficulty of exercising control over the publication of news that may either be false or, even if true, be harmful if released at a time of national crisis; and also recognises the possible danger of such publication. It has every sympathy with the League in its endeavour to find some solution of the problem.

The Council cannot support any suggestion that would tend to place any further restrictions than are now extant upon the Press generally, or that would subject it to the absolute control of any outside authority; and is of opinion that, even in times of crisis, such restrictions or control would, in the final result, prove harmful rather than beneficial to the public of the countries concerned.

The Council suggests that, as there are at the present time societies affiliated to, and working in the interests of, the League of Nations in nearly every large centre throughout the civilised world, the aims of the League in the particular direction under consideration might well be furthered by seeking the assistance of these societies in an endeavour both to check the publication of false or harmful news and to mitigate the effect of such news after issue by the publication of the necessary contradiction or explanation.

(Signed) J. E. DAVENPORT,  
Honorary Secretary.

4. AUSTRIA.

" VEREINIGUNG DER BERICHTERSTATTER DER REICHSDEUTSCHEN PRESSE IN WIEN " (ASSOCIATION OF GERMAN PRESS CORRESPONDENTS IN VIENNA).

[Translation.]

Vienna, April 29th, 1932.

1. If the League of Nations is to be entrusted with the task of exercising control over false news of a nature to disturb peace and, when necessary, of correcting and denouncing such news, and if, further, as would appear from the speech delivered on September 10th, 1931, by M. Lerroux, Spanish Minister for Foreign Affairs, and from the draft resolution adopted by the Council of the League on October 2nd, 1931, it is proposed, with this object in view, to invite the co-operation of Governments, it is essential that the Committee of the European Nationalities Congresses, which is the competent representative of almost all the minorities of Europe, should be allowed to take part in the same way in this co-operation, and that information supplied and enquiries carried out by this Committee should be granted the same publicity as that given to other bodies co-operating in the work of maintaining peace. This claim is of particular importance in connection with the maintenance of peace in Eastern and South-Eastern Europe, in that the situation there as regards nationalities provides abundant possibilities of conflict.

2. In the interests of world peace, no armaments industry and no business connected therewith should be permitted to be the owner of a newspaper or of a telegraphic agency, or to subsidise directly or indirectly newspapers or telegraphic agencies.

5. BRITISH EMPIRE.

EMPIRE PRESS UNION.

London, April 26th, 1932.

My Council are, of course, most willing to assist the League in any way within their power. They feel, however, that the problem referred to is not one which assumes, or seems likely to assume, formidable dimensions in either Great Britain or in the British Empire overseas, with which alone they are concerned. Indeed, no serious and deliberate instance within the British Empire of the kind referred to occurs to my Council's recollection. Any abuse of the freedom of the Press which exists within that Empire, be it by calculated or by reckless dissemination of "false news", would be condemned severely by public opinion, and, if it were repeated, would, under the conditions of competition which generally prevail there, gravely prejudice the offending journal or news agency. (These observations do not include minor questions, such as irresponsible attacks upon internal order.)

My Council, therefore, scarcely consider themselves justified in canvassing potential methods of prevention within the British Empire, which, in the absence of widely acknowledged reasons for them, would be difficult to reconcile with British conceptions of the rights of free publication of news and free comment. They would, however, always be glad most sympathetically to consider any concrete proposals which might emanate from the League.

My Council, I may also add, believe that, in matters of the kind under consideration, the most practical safeguard lies in further education of the public in regard to international affairs.

(Signed) H. E. TURNER,  
Secretary.

## NATIONAL UNION OF JOURNALISTS.

London, May 2nd, 1932.

In my opinion, were the Press of the world resolutely and unanimously determined not in any circumstances to support a war policy or any policy provocative of war, then peace would be assured.

That, however, is too much to expect at the present time. But there are more practical methods of achieving something less than the ideal. One is to be found in the Court of Honour for Journalists, which was established by the International Federation of Journalists at The Hague in October 1931. The purpose of this is to punish pressmen who knowingly and maliciously give publication to falsified, forged or garbled news relating to foreign affairs. Such journalists may be expelled from their organisations and denounced as unfit to be journalists. The effect of this should be salutary, since wars are due in some measure to national antagonisms created and fostered by unscrupulous journalists.

What more can be done is a difficult question. I suggest, however, that the League of Nations itself might consider the propriety and practicability of establishing a news agency with headquarters in Geneva. This agency would have incorruptible representatives in each capital city. They would send to Geneva all information relating to matters with an international aspect. This would be distributed to the Press of the world. If newspapers would agree to publish news emanating from the League with the same prominence as is given to news relating to the same events from other agents, or from their own correspondents, such publication would act as a check upon the publication of tendentious news, and would therefore be beneficial. It would, of course, be necessary to appoint expert journalists of known international sympathies to such posts. The cost should not be excessive. Naturally, I have not gone into the question of expense or organisation. It does seem to me that a project of this kind is worth serious consideration.

(Signed) H. M. RICHARDSON,

General Secretary.

## NEWSPAPER SOCIETY.

London, April 9th, 1932.

In the opinion of the Society, the best method of endeavouring to prevent the dissemination of false news is for the fullest possible facilities for news gathering and investigation to be placed at the disposal of responsible journalists accredited by recognised news agencies and responsible newspapers.

(Signed) Edward W. DAVIS,

General Secretary.

## 6. DENMARK.

"DANSKE PRESSES FÆLLESRAAD" (CENTRAL COMMITTEE OF THE DANISH PRESS).

[Translation.]

Odense, March 16th, 1932.

The "Danske Presses Fællesraad" associates itself with the point of view adopted by the Press organisations at the Press Conference which was held at Copenhagen in January 1932. It is of the opinion that the problem of incorrect news is primarily a problem of the supply of information, and the best way of preventing such incorrect news is to see that the Press and journalists are in every case able to obtain complete, early and exact information. The Copenhagen Conference showed that it fully understood this delicate problem by including in its resolutions all the recommendations and all the points of view put forward by the representatives of the Press organisations and of the great telegraphic agencies.

(Signed) S. P. QUIST,

President, Editor of the Fyns Tidende.

## 7. FRANCE.

"FÉDÉRATION NATIONALE DES JOURNAUX FRANÇAIS" (NATIONAL FEDERATION OF FRENCH NEWSPAPERS).

Paris, May 26th, 1932.

The Executive Committee of the National Federation of French Newspapers has enquired into the problem of the spreading of incorrect news of a kind likely to disturb the maintenance of peace and good understanding between nations.

As you point out yourself, this problem is one of a very complicated and delicate nature, inasmuch as it concerns the freedom of the Press.

It is clear that the professional training of journalists is a primary element in the solution of this important question. It would appear that the efforts of responsible persons in all countries should be directed towards this point.

Furthermore, the Executive Committee notes that French penal legislation provides penalties for the publication of false news when such publication disturbs the public peace.

Such a provision undoubtedly supplies certain safeguards as regards the problem with which we are dealing. The French Press would be glad to see such legislation in force in all countries.

(Signed) H. SIMOND,

*President.*

## 8. GREECE.

### " ENOSSIS SYNTAKTON " (ATHENS UNION OF NEWSPAPER EDITORS).

[Translation.]

Athens, April 30th, 1932.

The Athens Agency and the Union of Editors approve the statement made at the Copenhagen Conference by M. Kimon Diamantopoulos, Resident Minister and Director of the Press Bureau at the Ministry for Foreign Affairs at Athens.

You are no doubt acquainted with the proposals submitted to the Conference by M. Kimon Diamantopoulos, which appear in the official records. We would make precisely the same proposals.

(Signed) V. VEKIARELLIS,

*General Secretary of the Union of Editors  
and Director of the Athens Agency.*

The following is the text of the proposals submitted by M. Diamantopoulos at the Copenhagen Conference:

" The Conference,

" Taking note of the goodwill which inspires all those concerned with the creation and maintenance of an atmosphere of peaceful co-operation and neighbourly feelings between the various countries;

" Recognising that, in this field, the Press can exercise a decisive influence;

" Considering that the dissemination of false news by the Press might seriously hinder the work of organising universal peace:

" Expresses the hope that the League of Nations will take such steps as it considers advisable to ensure:

" (1) Periodical meetings between all those, including directors of newspapers, who may be in a position to prevent the dissemination of false news;

" (2) Direct co-operation between official Press bureaux, such co-operation to be effected by the exchange of as complete information as possible on the state of public opinion in the various countries, more particularly in the sphere of foreign politics;

" (3) Close and constant co-operation between the telegraphic agencies already associated on an international basis; the aim of this co-operation would be to prevent the publication of news likely to disturb good relations between States, pending a request for confirmation or denial addressed to the telegraphic agency of the country concerned. Furthermore, if news of this nature, whatever its origin, is published in the Press, the agencies would be required to ask for explanations from the agency of the country concerned; in this matter the telegraphic agencies might also obtain the co-operation of the Legations of the country involved;

" (4) The strengthening of the moral authority exercised by the Court of Honour over the international Press, and in connection with any disciplinary measures which it may be called upon to take."

## 9. HONDURAS.

### " ASOCIACIÓN DE LA PRENSA HONDUREÑA " (PRESS ASSOCIATION OF HONDURAS).

[Translation.]

Tegucigalpa, May 20th 1932.

Our Association read with great interest the draft resolution adopted by the Committee comprising the proposal of M. Lerroux, delegate for Spain, and I am entirely in agreement with the conclusions of the above-mentioned draft resolution.

I consider that this same draft—with a few elaborations—might be incorporated in a kind of Universal Journalistic Code, which could be presented for discussion and adoption to a World Press Congress, which should take place under the auspices of the League of Nations. Once this code had been approved, the newspapers would be morally obliged to keep to the path they themselves had traced by means of the said code.

A special Press Office within the League could exist for the purpose of calling to attention any newspaper which might violate the principles or resolutions adopted in the aforementioned Congress.

This would not imply an interference with the liberty of the Press, since it would be the Press itself which would have set up the standard for its actions in the field of international political journalism. Its own code having been

approved, the newspapers would have to fulfil their undertaking to work for world peace and good harmony between the peoples of the earth. The mission of the special Press Office would be to see that the code was respected.

We have achieved something similar to this in Honduras with a certain amount of success. In 1930, I was responsible for the meeting in Tegucigalpa of a Congress of Journalists, in which all the papers of the Republic took part. Certain resolutions were approved and all the papers undertook to abide by them. Among these resolutions appears the following:

"The journalists of Honduras will be the watchful, faithful, constant and true and impartial factor with regard to events which may occur in the Republic, publishing and condemning such occurrences as, involving a transgression of the law, would tend to destroy the natural harmony which should exist between the citizens of this country, as a basis of peace."

Another of the resolutions says:

"The Honduras Press, when dealing with matters of an international character, should bear in mind its obligation to contribute to the *good understanding between the peoples*, the culture, peace and common well-being."

If at any time a paper has departed from these principles, it has been called to order and reminded of the solemn vow made before the Congress of Journalists presided over by the President of the Republic, and a fairly praiseworthy result has been achieved.

I understand very well that the situation of journalism in the large countries, and especially in Europe, is very different from what it is in a small country like Honduras. But if in a Press Congress under the auspices of the League an undertaking were freely signed by all to work for the better understanding between the peoples, I see no reason why such an undertaking could not be fulfilled in the majority of cases, if not in all. That would represent an important step along the right road.

As to the "diffusion of false news", this is precisely the origin of subsequent editorial comments which create friction between the nations. In the Congress of Journalists which would take place under the auspices of the League, this point should be discussed, and the agencies of world news should take part in the undertakings signed. The papers could undertake not to comment on any news likely to cause friction or bad feeling until such news had been confirmed; and, even in that case, any comments which were made should be in conformity with the resolutions adopted by the Press Congress.

The experiment made in Honduras has produced very good results. I will quote a concrete case. Commissions of Honduras and Guatemala are at present meeting in Washington in order to arrange by arbitration the old dispute of frontier lines between the two Republics. Previously, when there was a question of coming to an agreement, the Press of both countries published aggressive comments on the actions of the other party. Now the matter is only discussed in extremely courteous terms, and complete harmony reigns between the two countries. And yet this same Press, some three years ago, by means of passionate comments, was on the point of causing grave difficulties in the relations of these two sister States.

There is no doubt that all conscientious journalists in the world—no matter to what country they belong—are interested in maintaining good understanding between their own countries and the rest of the world. The day that there exists between them an agreement tending to avoid the stirring up of the people, that agreement will act as a restraint and will prevent the overflowing of passion which finds its expression in the columns of the newspapers. That day a great step will have been made along the path of universal cordiality.

(Signed) MARIO RIBAS.  
President.

## 10. HUNGARY.

### "BUDAPESTI NAPILAPOK TESTÜLETE" (ASSOCIATION OF BUDAPEST DAILY NEWSPAPERS).

[Translation.]

Budapest, May 28th, 1932.

There is no doubt as to the desirability of preventing the spread of false news likely to disturb the maintenance of peace and good relations between the nations, especially as the measures to be taken would in no way affect impartial journalists acting in good faith. No country has been more exposed to campaigns of false, tendentious and malicious news than Hungary. It is therefore to our interest that a stop should be put to these regrettable abuses or that steps should be taken to deal with the offenders. The Association of Budapest Daily Newspapers, however, thinks it would be wrong to generalise on this subject. A distinction should be made between: (1) newspaper articles (leaders, etc.) and (2) news or reports.

As regards the former category, we shall be violating the fundamental principles of the freedom of the Press if we admit that a journalist may be prevented through fear of the consequences from publishing information based on his own experience or impressions or obtained from official conversations. Moreover, it would be very difficult to find an authority competent to decide whether a political article published in a newspaper is correct or not. In addition, such articles are signed by the writer or are published on the authority of the newspaper, so that there can be no doubt as to where responsibility rests. This category also includes interviews, the responsibility for which rests with the person interviewed, since it is for the latter to take the necessary steps to ensure that his statements are correctly reproduced. The publication of such matter, like any other discussion of political events in the Press, cannot be brought before any international tribunal.

The Association of Budapest Daily Newspapers takes an entirely different view of the problem of false news. Reports reach the newspapers either from official, semi-official or private telegraph agencies or from the newspapers' own contributors or correspondents. If some of these reports are false or deliberately invented, or are even presented in a tendentious way, the problem of rectification necessarily arises, since totally incorrect news regarding events in

a given country may be disseminated throughout the entire world by ill-disposed neighbours or by enemies for the sole purpose of injuring the country. We regard this as a case for international action.

Unfortunately, the contradiction of an erroneous report is not a cure for the evil; there is no doubt that, for every hundred thousand persons who read the false news, only a thousand will read the denial. The Baltic States alone have endeavoured to guard against this evil; they have agreed not to publish news regarding one of their number unless it comes from the country concerned. This arrangement is far from perfect. On the one hand, it is not possible in the international Press service. On the other hand, it would destroy the impartiality of journalism; if the position in a country constituted a danger to its neighbours, and if foreign newspapers were debarred from describing the situation except in accordance with the news received from the country concerned, it would be impossible to protect the interests of the other countries. Such a country would have every reason to hide the true state of affairs and, by instituting a strict censorship, it might only release incomplete or untrue news.

Some other means must therefore be found. In the opinion of the Association of Budapest Daily Newspapers, publications which are obviously inspired by ill-will or the desire to harm or mislead or which spread rumours regarding imaginary events should be laid before a sort of international tribunal composed of absolutely impartial persons and set up for each particular case. The tribunal should examine the matter and, in case guilt was established, pronounce a moral condemnation. The judgment should be published by all the newspapers parties to an agreement for the purpose and should contain a short explanatory statement, so that the public might understand the facts and itself be in a position to pass judgment on the guilty parties.

The members of such a tribunal would not therefore be elected once for all, but for each case that arose. They should be appointed from among the journalists of States not concerned in the matter, so as to ensure the fullest possible impartiality.

The problem is, however, difficult and complicated, and should be approached with the greatest tact and all possible precautions. The Hungarian Press would never tolerate any interference with the firmly established principle of the freedom of the Press.

(Signed) IVAN DE PRAZNOVSZKY,  
President.

## II. ITALY.

### "SINDICATO NAZIONALE FASCISTA DEI GIORNALISTI" (FASCIST NATIONAL SYNDICATE OF JOURNALISTS).

[Translation.]

Rome, May 25th, 1932.

The problem of finding means for preventing the spread of false or tendentious news likely to disturb the maintenance of peace and good relations between nations would appear to be difficult, if not impossible, to solve, since the very delegation which raises the question states that "it will never agree to any restriction being imposed on the freedom of the Press, even if the only alternative is to endure the evils of freedom".

There are in practice only two ways of preventing the spread of false or tendentious news—either by a State monopoly of international information or by a preventive censorship. Both ways inevitably involve restrictions on the freedom of the Press. Obviously, therefore, the publication of news of any kind cannot be prevented if the freedom of the Press is to be preserved intact.

Moreover, the delegation which makes this proposal thinks that there should be no control or action of any kind before the news is actually published.

I venture to point out that, at the time when the news is published, all the evil intended has been produced. A denial (which in any case cannot be given immediately, unless it emanates from the Government of the State attacked, and will therefore not always be effective) invariably comes too late; if, as would appear to be the case, this denial is to be issued by an organ of the League of Nations, it will be impossible to prevent replies and counter-replies which will involve the organs of the League of Nations in serious difficulties.

I think the suggestion made by M. Lerroux, the Spanish Minister for Foreign Affairs, cannot be carried out. He said that "this vast field of international information, this task of clarifying and purifying the sources and the channels of the distribution of news, seem to belong naturally to the League of Nations". This can only mean an international journalistic monopoly at Geneva which, apart from political difficulties, would run counter to the interests of the journalistic world.

M. Urgoiti's proposal "to constitute an exclusively professional international body to which the national journalists' associations would be responsible" would not appear to be practicable. The associations cannot be responsible to anyone for the professional conduct of individual members; they can merely strike off their lists any members found to be at fault in carrying out their professional duties. More cannot be demanded.

The only way to obtain practical results is that adopted in Italy, where journalistic work is entrusted under suitable laws to persons of recognised honesty, education and sense of responsibility. Special lists (*albi*) are prepared, and, if any person fails in his difficult duty, his name is struck off the list and he may not continue to exercise a profession for which he has shown himself to be morally unfitted or without the necessary political sense and responsibility. In other words, the adventurer and the ignoramus must not be allowed to engage in the profession of journalism merely out of regard for the fetish of liberty.

In view of the above remarks, I think the Danish Government's proposal to convene the heads of the State Press bureaux is of some value; but such a meeting might give better results if the heads of the national journalistic organisations also took part.

(Signed) ERMANNO AMICUCCI,  
Secretary.



## 12. NEW ZEALAND.

### UNITED PRESS ASSOCIATION, LIMITED.

Wellington, March 24th, 1932.

While our association has every sympathy with the desire of the League of Nations to eliminate the spread of false or misleading news, it has, at present, no suggestion to offer, feeling that the present system, which has stood the test of many years, meets its requirements as far as reliability and authenticity are concerned.

(Signed) A. B. LANE,  
Manager.

## 13. NETHERLANDS.

### "KATHOLIEKE NEDERLANDSCHE DAGBLADPERS" (ASSOCIATION OF DIRECTORS OF ROMAN CATHOLIC NEWSPAPERS).

[Translation.]

The Hague, May 3rd, 1932.

We are deeply interested in the question of the "dissemination of such false information as may hinder the maintenance of peace and good understanding among the peoples".

We are gratified to note the very excellent work which the League of Nations is doing in this connection. The ideal of Catholic journalism, which our association sets before it, implies at the same time the ideal of peace.

In considering how the circulation of false news can be prevented, we feel that, in the first place, it is absolutely essential to obtain an accurate idea of the extent of the evil. The League of Nations could, we believe, set up a body to explore the little-known field of false news.

A body of this kind under the League's patronage, especially if it could be based on a federation of associations of newspaper directors and if all complaints of false news could be referred to it, would be able to make very definite proposals after some little time.

Finally, we take the liberty to point out that most civilised nations have found in the right of reply a means of combating the abuse of the freedom of the Press. We feel that if this right were recognised in international law it should prove an effective remedy against the evil, which must be dealt with at all costs.

Chairman.

(Signed) Alf. POTT.  
Secretary.

### NEDERLANDSCHE DAGBLADPERS" (ASSOCIATION OF NEWSPAPER EDITORS).

[Translation.]

Haarlem, April 14th, 1932.

We believe that in some cases where false information is disseminated the Press is entirely innocent. This is so when it is able to obtain its information only from official sources, as in war-time, and the official communiqués are influenced by considerations of the national interest.

We again observed this regrettable state of affairs during the recent dispute between China and Japan.

We agree, however, that, in peace-time, there are also numerous instances of the dissemination of false information which could be prevented. It is beyond question that many misunderstandings between the nations are due to the absence of relations between the newspapers of the different countries. We are convinced that such relations could be established on a solid basis by an international organisation consisting of the associations of newspaper directors.

It is true that there are international ties between the journalists' organisations. But this is not sufficient.

We are convinced the time has come to set up an international organisation of the newspapers themselves; this would be in conformity with the spirit of international understanding represented by the League.

The international newspaper organisation should have a permanent office which might deal, not only with technical professional questions, but also with editorial questions. This central office might organise an exchange of special articles and news calculated to improve international relations. It might also arrange that, if false news is published concerning any country, the newspapers of that country shall have an opportunity of expressing their views.

We are of opinion that such an international Press organisation would help to promote peace, and we have the honour to ask the League of Nations whether it could not take steps to convene an international conference of organisations of newspaper directors for this purpose.

(Signed) J. W. HENNY,  
Chairman.

(?)  
Secretary.

#### 14. POLAND.

### "POLSKI ZWIAZEK WYDAWCOW DZIENNIKOWICZASOPISM" (POLISH ASSOCIATION OF EDITORS OF NEWSPAPERS AND PERIODICALS).

Warsaw, April 9th, 1932.

1. The problem of preventing the circulation of false news can only be solved with the co-operation of all those who are in a position to influence, directly or indirectly, the activities of the Press.

2. It can only be dealt with on an international basis.

3. For its solution, a special body will be required. This body should consist of national elements organised on an international basis.

Following this line of argument, we feel bound to point out that newspaper editors, who are capable in this capacity of exercising a most important influence on the activities of the Press, have hitherto found no satisfactory form of international organisation.

In view of these facts, we think it desirable to make the following suggestions:

(1) A general international Conference of Press experts should deal with the problem. All the organisations and persons concerned should also take part: (a) The League of Nations, (b) Government Press Bureaux, (c) telegraphic agencies, (d) Press associations, (e) newspapers editors, (f) journalists.

(2) The object of the Conference should be clearly defined—namely, to prepare a plan of international Press co-operation, as stated in the draft resolution of the Polish delegation, which the Press Sub-Committee for Moral Disarmament adopted on June 29th, 1932.

If the Conference is to succeed, we think it essential that it should be preceded by a careful consultation of national and international Press groups, to examine directly the question of such a system of international Press co-operation.

(3) It would be most desirable, independent of any steps to convene a Press Conference under the League's auspices, to set up an international association or organisation of newspaper editors on a professional basis. Permanent contact between national organisations of newspaper editors within a corporate international association could contribute effectively to the solution of the problem of the "dissemination of such false information as may hinder the maintenance of peace and good understanding among the peoples".

In connection with this last point, we are in complete agreement with the proposal of the "Nederlandsche Dagbladders", which would appear to be of the greatest importance for the successful "co-operation of the Press in the organisation of peace."

(Signed) Stanislaw KAUZIK,  
Director.

#### 15. ROUMANIA.

### SINDICATUL ZIARISTILOR DIN BUCURESTI (UNION OF BUCAREST JOURNALISTS) AND ASSOCIATIUNEA GENERALA A PRESEI ROMANE (GENERAL ASSOCIATION OF THE ROUMANIAN PRESS).

[Translation.]

Bucarest, August 25th, 1932.

Being of opinion that it is the duty of the national Press organisations, besides seeing that the profession of journalism is exercised conscientiously and correctly within their country, to do their best to prevent in the international field the propagation of inaccurate news harmful to good relations between the peoples, the two principal Roumanian Press Associations are prepared to take part in a conference of the professional organisations of all countries, to be convened under the same conditions as the Conference of Press Experts held in 1927, with the object of discussing this problem.

While endorsing Resolution B in Chapter I of the Copenhagen Conference (and the General Association of the Roumanian Press, which accepted the Statute of the International Court of Honour, also endorses Resolution C in the same chapter), the two above-mentioned organisations desire to submit the following observations:

The means for preventing the propagation of inaccurate news may be divided into two categories—(1) preventive action; (2) repressive action.

#### I.

The preventive means to be recommended are the following:

1. Prompt, complete and honest information supplied to journalists by the Government Press Bureaux. The inconveniences found to exist at present might be largely removed if Governments were to enforce the resolutions of the Conference of Press Experts concerning the free transmission of news and the technical and Press rate facilities to be granted, and give effect to the proposals submitted at Copenhagen by the Committee of Press Representatives.

2. Closer co-operation between the Government Press Bureaux and between the telegraph agencies belonging to the international cartel might also help to prevent inaccurate news and its propagation, since these bodies represent the chief source of Press information in each country. The Press bureaux and semi-official agencies should warn one another of inaccurate rumours in circulation, which are generally the basis of false news, and should then apprise the accredited

representatives of the international Press. The chief condition for the success of such action is obviously the *bona fides* of each individual journalist.

3. Means should be found for utilising the services of the Information Section in the League of Nations Secretariat and the services of the great international organisations for the prevention of false news. This should not, we think, be impossible in view of the interest taken by the League and the organisations in this matter.

4. Having regard to the close connection between the problem of inaccurate news and that of moral disarmament, the regional Press understandings, which have, among other objects, that of furthering the cause of moral disarmament, provide a useful means of combating false news. The professional organisations of the Roumanian Press draw attention to the resolutions adopted on this subject by the Conference of the "Petite Entente de la Presse", which was held at Belgrade from May 13th to May 15th, 1932, and to that of the *entente* between the Polish and Roumanian Press held at Bucarest from June 13th to 15th, 1932. The resolutions read as follows:

(1) "The Conference of the 'Petite Entente de la Presse' calls the national committees' attention to the false news spread from time to time by interested parties concerning one or another of the countries belonging to the Little Entente; and considers that it is the national committees' duty to take steps to see that the Press in their respective countries exercises the greatest circumspection in dealing with such news and establishes its origin so far as possible, in order to prevent such news in future.

(2) "The Conference of the Polish and Roumanian Press draws the attention of the two national committees to the malicious campaigns launched and the inaccurate news circulated from time to time by interested parties concerning one or the other of the two countries, and considers that it is the duty of the national committees to recommend to the Press of their countries the greatest circumspection in dealing with such news, and, so far as possible, to establish its origin in order to prevent such news in future.

"The Conference considers it absolutely essential to continue the efforts initiated under the auspices of the League of Nations for combating the propagation of inaccurate news which might disturb the maintenance of peace and good understanding between the peoples. The solution of this problem, which is closely bound up with that of the disarmament of the Press, should be examined at an international conference of Press experts convened to work out a system of international Press co-operation which might be based on the idea of the Optional Clause relating to compulsory arbitration."

Similar regional understandings might be concluded between the professional organisations of other countries.

## II.

With regard to repressive action, the Roumanian Press organisations consider that the resolutions on false news adopted by the fifteenth Plenary Assembly of the International Federation of League of Nations Unions held at Budapest from May 24th to 28th, 1931, contain certain valuable suggestions which might be examined at a general conference of Press representatives with a view to framing suitable proposals for submission to the League Council.

The discussion should cover the following points:

(a) International professional jurisdiction. The results achieved so far by the foundation of the Court of Honour should be taken as the starting-point for such discussions.

(b) Professional penalties. The professional penalties applicable to journalists found guilty of an offence and the necessary safeguards for preventing abuses and injustices in the enforcement of such penalties should be determined.

(c) International right of reply. The discussion of this question was mentioned by the Conference of Press Experts held in 1927 as a matter for examination at a later Conference.

(d) Consideration of the possibility of unifying the national systems of law in regard to the problems of false news and moral disarmament.

In submitting these observations and suggestions, the above-mentioned Roumanian professional organisations, which have always regarded the defence of the freedom of the Press as one of their essential aims, desire to state that the need for safeguarding the freedom of the Press should at no moment be forgotten in the investigation of the problem under review. The prevention of abuses must not lead to any restriction, in however limited a measure, of freedom of judgment or of the obligation to supply the public with information, since these are the principal functions of modern journalism.

(Signed) MAVRODI,

Chairman of the Union  
of Bucarest Journalists.

(Signed) BRANISTEANU,

Chairman of the General Association  
of the Roumanian Press.

## 16. SWEDEN.

"SVENSKA TIDNINGSGIVAREFÖRENINGEN" (SWEDISH ASSOCIATION OF NEWSPAPER EDITORS).

Stockholm, May 3rd, 1932.

The International Press Conference held at Copenhagen in January 1932 declared that the most effective method of preventing the circulation of false information would be to see that, as far as possible, the Press was able rapidly

to obtain full and accurate news. At the same time, no measures adopted to prevent the dissemination of false information must ever restrict the freedom of the Press, which implies as a necessary consequence the responsibility of the journalist.

The Conference also pointed out that it was desirable to develop co-operation between the official Press agencies and to extend it by an exchange of information, and in other ways. It further supported the wishes expressed by the 1927 Geneva Conference with regard to Press telephonic and telegraphic messages.

The "Svenska Tidningsutgivareföreningen" desires herewith to state that it accepts these views.

(Signed) ROECK HANSEN.

## 17. SWITZERLAND.

### FOREIGN PRESS ASSOCIATION IN SWITZERLAND.

[Translation.]

Geneva, April 15th, 1932.

#### Observations.

(1) In the opinion of the Foreign Press Association in Switzerland, it is important to note at the outset that, with regard to the publication of false news, the journalist's personal responsibility is, in point of fact, very rarely involved. For reasons which we do not desire to set forth here, it only too often happens, when a journalist applies to a Government organ, an official Press bureau or a political personage, that the information he succeeds in obtaining with reference to any particular question is incomplete or tendentious or of an *ex parte* nature; this is due purely to considerations of political expediency. As a result of this state of affairs, the information thus received by the journalist, however high his moral standing, is in most cases distorted at its very source. This fact is implicitly recognised in paragraph 3 and 4 of Resolution A adopted by the Copenhagen Conference on the proposal of its Committee of Heads of Government Press Bureaux.

(2) The same is true of the comments or criticisms which a journalist may make in connection with news of a political character. Although this question comes within the sphere of moral disarmament rather than that of the propagation of false news, we think that the attention of the League of Nations should be drawn to the fact that, in such matters, the responsibility frequently lies much less with the journalist than with the management of his paper, which gives him only such general instructions as are dictated by the Board of Directors of the paper or by the proprietor himself.

(3) Observations (1) and (2) above lead us to think that it is useless to expect that the adoption of a journalists' Code of Honour and the setting up of an International Court of Honour for journalists will bring about any improvement in a state of things which may well be regretted, but for which the managers and proprietors of Press organs are sometimes responsible.

We would add an expression of our regret at the fact that the International Association of Journalists accredited to the League of Nations, which includes in its membership the chief journalists specialising in international politics in all countries Members of the League and which took the initiative in regard to the setting up of such a Court of Honour, was not even invited to participate in the constitution of the Court and was therefore unable to recognise its authority.

It is clear from what has been said above, not only that the authority of the Court of Honour is not recognised by a certain number of important journalists' associations, but also that its authority does not extend to persons who may be equally responsible for the inaccuracy of certain news—here we have in mind the Press bureaux and other official information services—or to persons who are directly responsible for the tendency and tone of articles appearing in certain organs of the Press—and here we have in mind the managers and boards of directors of such organs.

In conclusion, the Foreign Press Association in Switzerland is of opinion that the freedom of the Press should be preserved intact, and that abuses in the matter of the publication or supplying of news should be dealt with in accordance with local custom and by the national courts.

#### Proposals.

The Foreign Press Association in Switzerland considers that the question raised by the Spanish delegation, with the support of the Polish and Danish delegations, as to the possibility of finding a practical remedy for the publication and dissemination of false information which may threaten to disturb the peace or the good understanding between nations, calls for a solution, not only in capitals where there are Government Press bureaux, but also at the centre where all the great Assemblies, Conferences and Committees meet under the auspices of the League of Nations or of the International Labour Office.

With this object, and in the spirit of Resolution A adopted by the Copenhagen Press Conference, the Association proposes that Governments should take measures to ensure that journalists of all nationalities accredited to the two great international institutions at Geneva should be able to find at the headquarters of each delegation—as they should also find in the Press bureaux of the different Governments in their own capitals and in the information services of the League and the International Labour Office at Geneva—all the information, news or particulars of a non-confidential character which they may require in the discharge of their duties.

For this purpose, it would be desirable that, at the opening of each important meeting of the League or of the International Labour Office, journalists should be informed as to the person or persons in each delegation responsible for supplying the Press with information, and the time and place at which journalists may obtain such information each day.

It should be understood that, though a political personage is entitled, at his discretion, to grant or refuse an interview to any particular journalist, the latter should always be guaranteed the right of access to the headquarters of any delegation with the object of obtaining from the person appointed for the purpose any news or information he might require. It is clear that every delegation remains the sole judge of the expediency of supplying or withholding the news or information sought.

(Signed) R. GÉRARD.

President.

" SOCIÉTÉ SUISSE DES ÉDITEURS DE JOURNAUX " (" SCHWEIZERISCHE ZEITUNGSVERLEGERVEREIN ").

[Translation.]

Zurich, May 17th, 1932.

The Swiss Press has always recognised the fundamental importance of this problem and has therefore followed with steady interest the various steps taken by the League of Nations with a view to preventing, as far as possible, the propagation of tendentious news.

We shall not pause to consider whether it is preferable to adopt a direct method by making the propagation of false news difficult, if not impossible, or whether it is more expedient to resort to an indirect method by publishing, as quickly as possible, accurate news concerning any state of tension and thus combating tendentious news by means of authentic news. In either case, the loyal co-operation of journalists, telegraphic agencies and official Press bureaux is highly desirable.

It has seemed to us, however, that hitherto no attempt has been made to ensure the co-operation of factors which have a very great influence in the Press—viz., the managers, publishers and proprietors of newspapers. It is they who, in the last resort, decide the question of the admission or exclusion of news likely to affect relations between the different countries.

In reply to your letter, we venture to submit the following observations:

Since the war, there have been great changes in the methods by which news is supplied. Services for this purpose have been enormously extended and have, at the same time, become much more rapid. This very speeding up is doubtless the chief source of errors in the news supplied. On the other hand, the means for verifying news have, particularly since the beginning of the world crisis, decreased both in number and in effectiveness. Formerly, there were many telegraph agencies whose activity ranged beyond the national frontiers and, by subscribing to several of these services, newspapers secured a fairly effective check. In addition to these big agencies, there were large numbers of special correspondents and correspondence offices serving one or more papers. There are now, in effect, only two great agencies which are really international, while many newspapers have been compelled to reduce the number of their representatives abroad. At present there are enormous areas in the world the news from which is of a purely *ex parte* nature and cannot, therefore, be verified.

How can we obtain the check previously afforded by the large number of agencies in existence? In our opinion, this might be done by the technical organs of the League of Nations. News published in Geneva might, through its impartiality, to a great extent counteract the effects of inaccurate or tendentious news.

We realise that we are raising a big problem, for the interests of the League of Nations and of its Members would have to be reconciled with the requirements of the Press. We are, however, convinced that accurate news would constitute one of the best agencies for the maintenance of peace and good understanding between nations.

*For the Swiss Newspaper and Periodical Publishers' Association:*

(Signed) E. RIEMANN,

*Manager of the Neue Zürcher Zeitung,  
President of the Swiss  
Publishers' Association.*

(Signed) Ed. CHAPUISAT,

*Manager of the Journal de Genève,  
Member of the Central Committee  
of the Swiss Publishers' Association.*

18. TURKEY.

" TURK GAZETECILER BIRLIGI " (ASSOCIATION OF TURKISH JOURNALISTS).

[Translation.]

Ankara, April 28th, 1932.

1. The number of information offices regarded as reliable sources of international news is relatively very small. Most telegraphic agencies in search of sensational information have acquired the reprehensible habit of publishing unconfirmed news.

(2) Correspondents and editors of newspapers and telegraph agencies describe events that take place under their eyes according to the suggestions of the official circles with which they are in contact, or in conformity with the requirements of the particular interests that they represent. The influence that their articles may have upon peaceful international relations is often for them only a secondary consideration.

3. At the present time, when meetings between representatives of various countries have become so frequent, agencies and newspapers often serve as methods of propaganda for Governments desiring to secure at such meetings the accomplishment of their particular ambitions.

4. The excessive discretion which political and Government circles often think it necessary to observe in regard to the Press leads sometimes to the spread of news or suppositions that give an entirely false picture of the activities or intentions of such circles.

Without endeavouring to decide whether the intentions underlying the evils that we have here endeavoured to summarise are in themselves good or bad, we are merely anxious to give expression in all sincerity to our scepticism as regards a section of the Press which, thinking first of its own profits and of the accomplishment of certain aims—selfish rather than national—will still for a long time be unable to perform its true mission—to struggle for the maintenance of peace and cordial relations between States. This doubt, however, must not prevent us from taking effective measures to stop the spread of false news. These measures, of which we regard our list in no way as exhaustive, would be the following:

- (1) Organisation of an International Press Union attached to the League of Nations;
- (2) Press organisations, newspapers, telegraph agencies, editors and correspondents who wish to join the Union, should approve of its objects and methods of work;

(3) Any newspaper, agency, editor or correspondent found to have published matter contrary to the aims of the Union should be deprived of membership; the infliction of this penalty should be published in all countries, including that of the member expelled;

(4) Organisation within the League of Nations of an Information Section under the officers of the Union, and representation of this section in various countries by Press formations affiliated to the Union;

(5) Organisation by the Information Section referred to in No. (4) of a telegraph agency for the purpose of verifying news received from its representatives in various countries and of contradicting by telegram false news; this agency might act as a controlling centre of international information;

(6) Publication by the office of the Union of pamphlets founded on documents and written impartially in regard to all matters forming the subject of disputes between nations.

We are firmly convinced that these measures, which might usefully be supplemented and reinforced as need arose, would be of considerable value in the campaign against the spread of false news. Our Association will always be ready to help towards the success of the movement for the prevention of the spread of false news, so detrimental to good relations between peoples.

*Secretary-General.*

*President.*

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Geneva, October 6th, 1932.

**LEAGUE OF NATIONS**

**RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN  
AND TURKISH REFUGEES.**

**REPORT SUBMITTED BY THE SIXTH COMMITTEE  
OF THE ASSEMBLY.**

*Rapporteur:* The Right Honourable Viscount CECIL OF CHELWOOD (United Kingdom).

The Sixth Committee had under consideration the report of the Governing Body of the Nansen International Office for Refugees. This report dealt with many aspects of the refugee problem and gave information concerning the measures taken and contemplated by the Office from the commencement of its activities to June 30th, 1932. The Committee had the great benefit of a statement by Dr. Max Huber, the President of the Governing Body, in which he outlined the results achieved during this period, and the task which still lay before the Office. The Committee desires to express its gratitude to Dr. Huber for the valuable assistance which he gave it.

The Committee observed that the total sum provided for annual budgetary contributions from the League up to the end of 1938, by which time it was intended to liquidate the Office, stood in the liquidation plan approved by the twelfth Assembly at 1,710,987 Swiss francs. The grants payable each year to the Office were to range from 330,847 Swiss francs, in 1932 to a total sum of 234,153 Swiss francs for the years 1937 and 1938. On the recommendation of the Supervisory Commission, however, the contribution for 1933 had been reduced from 315,000 Swiss francs to 297,762 Swiss francs. Dr. Huber declared, and the Committee accepted his view, that this already reduced sum must be regarded as the minimum required, unless a large number of the unfortunate exiles who look to the Nansen Office for help were to be abandoned for lack of funds. The Office could achieve far more important results in the realm of settlement and relief if it were placed in possession of adequate funds. Less than one million and a half gold francs in all had been available for administration by the Office up to June 1932, including the Nansen Stamp Fund, the Nansen Memorial Fund, the Fund for the Settlement of Armenian Refugees in Syria and Dr. Nansen's private fund.

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The Committee observed that, while funds had decreased, the number of refugees requiring assistance had actually increased. This was largely due to the economic depression; foreign refugees were in many countries the first to be discharged from employment and, as a rule, did not receive unemployment relief. According to the latest available statistics, there were still over one million refugees not assimilated. Of these, some 43,000 were too old, too young or too ill to work, and a further 150,000 were known to be without means of earning their livelihood. The Committee heard with great regret of the practice to which certain Governments had resorted of expelling refugees on trivial charges from their territory before any neighbouring State had agreed to receive them. The demands upon the Office had therefore been more numerous during the last year.

It was gratifying to observe that 14,292 refugees had been settled with houses, land or employment by the Office, including some 4,000 Armenian refugees in Syria; over 6,000 Armenians transferred from Greece to Soviet Armenia; 772 Lutheran and Mennonite refugees from Russia transferred from Manchuria in the midst of the fighting to South America; and over 3,000 individuals or small groups of various nationalities. Not only had homes or employment been found for these unfortunate people, but 59,000 other refugees had been directly assisted by the Nansen Office in different ways between April 1st, 1931, and June 1932.

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With regard to future operations, the Committee desires, on the basis of the information laid before them, to draw the attention of the Assembly to certain major aspects of the problem, which have an important bearing upon the proposed liquidation of the Office.

In the first place, the progress made by the Office in carrying out the wishes of the twelfth Assembly concerning the movement of Armenians to Soviet Armenia is very satisfactory. Suitable land having been prepared in Erivan by the Government of Soviet Armenia, over 6,000 have, through the generous co-operation of the Greek Government, been transferred thither. But if, in accordance with what is understood to be their desires, a further 20,000 Armenians are to be moved into Erivan, chiefly from Greece and Bulgaria, according to plans now under examination by the Office, additional funds will certainly be required. It is therefore a matter of some urgency that the national committees nominated by Governments for the purpose of raising funds for the Erivan Settlement Scheme should resume their activities and that other such committees should be appointed. Further, it is to be hoped that, in spite of the prevailing financial difficulties, those Governments who promised Dr. Nansen assistance in money or in kind for that purpose will find it possible to place some of these resources at the disposal of the Office.

In the second place, the care of the large refugee population in Syria is a matter of great moment. The Committee was happy to learn that there are good prospects of establishing in agricultural or urban settlements the Armenians still remaining in the camps of Alexandretta, Aleppo and Beirut and of closing the camps by the end of 1933. It will, however, be necessary, not only to arrange the settlement of any refugee families that may remain after that date, but also to receive and administer the funds available for the assistance of Armenians in Syria, and the advances refunded by the settlers themselves over a period of years, as well as to issue the title deeds of the land thus acquired by them. The Committee noted that conversations on this subject were in progress between the Governing Body and the mandatory Power. They feel that it is very desirable that an agreement should, if possible, be reached whereby the mandatory Power would agree to assume responsibility for the future administration and welfare of the refugee population in Syria.

In the third place, it is not to be supposed that new and urgent demands upon the Office will not be made during the next seven years. The Committee observed, for instance, that there is a pressing request for the Office to help at least 20,000 destitute Russian refugees in China—a task which it can hardly refuse to examine.

\* \* \*

The Committee is therefore led to the conclusion that, if the Nansen Office is to be liquidated (as contemplated at the end of 1938), it is urgently necessary that Governments should actively and loyally co-operate in the work of making the conditions of the refugees in their territories less precarious, and providing them with homes and livelihood. The work of the Office would be greatly expedited if the Nansen Stamp System were universally applied. It is also most desirable that the efforts of all the unofficial organisations interested in refugee welfare should be co-ordinated. But the final solution of the problem can never be reached unless Governments are more willing than they have shown themselves to be in the recent past to adopt a policy of assimilation for the refugee population within their territories.

The Committee was glad to learn that the Nansen Office is engaged upon the preparation of the Convention, recommended by the twelfth Assembly, designed to ensure the protection of the refugees on the liquidation of the Office. It trusts that the Governing Body, after consultation with the Inter-Governmental Advisory Commission for Refugees, may be in a position in its next annual report to indicate the main lines of such a Convention.

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In view of these considerations, the Committee ventures to submit for the approval of the Assembly the following resolutions:

“ The Assembly,

“ Notes with satisfaction the interesting report of the Governing Body of the Nansen International Office for Refugees and the important work in favour of distressed refugees throughout the world effected during the past year by the Office in spite of the difficulties created by the economic depression; and

“ Expresses its gratitude to the organs of the Office, and particularly to its President, Dr. Max Huber, for their devoted efforts which have so much contributed to those results;

“ Hopes that a satisfactory arrangement may soon be made between the Governing Body and the mandatory Power for the future care of the refugee population in Syria;

“ Requests the Office to examine the possibility of effecting the transfer to the Armenian (Erivan) Republic of a further 20,000 Armenian refugees from other countries who may express the desire to be settled in Erivan;



“ Recalls the offers of financial and other assistance made by various Governments in connection with the Erivan Settlement Scheme initiated by Dr. Nansen;

“ Invites those Governments to consider the possibility of placing at the disposal of the Office the financial and other assistance formerly promised to Dr. Nansen;

“ Recommends the national committees nominated by the Governments for the purpose of obtaining funds for the Erivan Settlement Scheme to resume their efforts for obtaining funds, and invites the Governments which have not already done so to nominate such committees;

“ Requests the Office to endeavour to alleviate the unfortunate situation of the 20,000 Russian refugees in China rendered destitute by recent floods;

“ Expresses the hope that the various private organisations interested in refugee work may agree to co-operate with the Office as far as possible, and invites the Office to make a report on this subject to the Council at an early date;

“ In order to place more adequate funds at the disposal of the Office:

“ Once more strongly recommends the Governments to apply fully the Nansen Stamp System and to initiate the creation on their territories of national committees for the Nansen Memorial Fund;

“ Urges Governments not to proceed to the expulsion of a refugee unless he has obtained permission to enter an adjoining country;

“ Requests the Council to take the necessary action on this resolution. ”

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Geneva, October 10th, 1932.

LEAGUE OF NATIONS

**CO-OPERATION OF THE PRESS IN THE ORGANISATION  
OF PEACE**

**REPORT BY THE SIXTH COMMITTEE TO THE ASSEMBLY**

*Rapporteur* : Viscount CECIL OF CHELWOOD (United Kingdom).

The question of the collaboration of the Press in the organisation of peace, which was the subject of an Assembly resolution in 1931, comes before this Assembly as the result of a Council decision to have a report prepared on the subject of "the dissemination of false information which may threaten to disturb the peace or the good understanding between nations".

A valuable contribution to the subject was made by the Conference of Directors of Government Press Bureaux and Press Representatives summoned by the Danish Government at Copenhagen in January this year, and the problem has also been made the subject of consultation between the Secretary-General and various Press Organisations. A circular letter was sent to sixty-four countries and directly reached more than one hundred and thirty Press organisations; the replies received contained some valuable indications.

The problem is how to reduce or diminish false news which has the effect of exacerbating public opinion.

Certain broad results emerge from the replies received, particularly from the International Association of Journalists accredited to the League of Nations, the International Federation of Journalists, and other Press organisations in different countries. There is general agreement that the dissemination of false news does a great deal of harm. There is practically universal dislike on the part of responsible journalists of any Government control of the Press.

The best remedy for false and tendentious news is the fullest and freest supply of news.

An important point covered in the memorandum communicated by the International Association of Journalists is that of the difference between the price that the public is willing to pay for its news and the far greater cost of supplying that news. The ways in which this difference has to be made up tend sometimes to the colouring or distortion of news, though no doubt such instances are rare. True news drives out false news, and the problem is to facilitate the widest possible dissemination of true news.

It has not been possible to enter into all the suggestions contained in the documents before the Committee; some — like those connected with the independence of the Press and the reduction of tariff and other charges which bear upon the Press — need very careful study; and others — like that for the formation of an international association of newspaper proprietors — are rather matters for the Press itself. But there are nevertheless certain important points which the Assembly might well consider.

Would it not be possible, for example, for some arrangements to be made between the League and journalists whereby the new League wireless station might be used during Council and Assembly meetings at cheap rates? The Secretariat might be instructed to enquire into the matter, having due regard, of course, to all legitimate interests which might be affected.

Another question which might be considered is whether the chairmen of League committees might allow more complete and earlier distribution of documents to the Press.

The two broad objects to aim at are the greater independence of the Press from outside control and greater freedom of access to news.

The Sixth Committee's discussion gave rise to various suggestions: the Polish delegate, recalling that the problem of moral disarmament was being considered by a special committee of the Disarmament Conference, proposed that the report and the minutes of the discussion should be conveyed to the Conference with an intimation of the desirability of summoning an international Press conference. He also proposed that the text of the Assembly resolution and the minutes of the Committee should be circulated to all qualified Press organisations, and that a report should be submitted to the next Assembly if these steps gave rise to any further developments.

Certain delegates, including those of Italy, Roumania and Yugoslavia, expressed sympathy with the Polish proposal, and others, including the German delegate, were disposed to lay rather greater stress on the valuable statement of the Spanish delegate that she was prepared strongly to recommend to her Government the possibility of its convening another conference on the lines of the Copenhagen Conference summoned by the Danish Government.

Several delegates pointed out that it was for the Government to consider certain of the mechanical facilities suggested to meet difficulties such as those experienced by more distant countries in obtaining foreign news. This was a problem specially noted by the Roumanian delegate, and it bears close relation to the observations of the Italian and French delegates on the necessity for educating public opinion in international affairs.

The French delegate said he knew of no case in which a journalist had deliberately disseminated false news. News matter was very fluid and ephemeral; it was possible to have tendentious and distorted or inspired news, news given undue prominence by suggestive headlines, incorrect news issued by Governments or Press Bureaux, or news fabricated by semi-official representatives of Press Bureaux which might mislead the most honourable journalists. A problem which was more serious than the dissemination of false news was the suppression of the truth.

The Australian delegate suggested an historical examination of the problem of the effect of Press utterances on public opinion in times of crisis and their effect on the development of the crisis. During the course of the discussion, the German delegate and the delegate of Chile drew the attention of the Committee to what had already been done in the reduction of rates and in the improvement of facilities for Press communications. It was noted in this connection that several points raised by the International Press Conference of 1927 were under consideration by the Conference for the Revision of the Telegraphic and Telephonic Convention now meeting in Madrid. The German delegate expressed appreciation of the initiative taken by the Danish Government and his satisfaction at the possibility of a second conference of the same kind being summoned at Madrid.

The Norwegian delegate emphasised the importance of the independence of the Press in the fullest sense of the term and the public service performed by newspapers.

The Greek delegate informed the Committee that, in his country, there were laws providing penalties for statements defamatory to other countries and likely to disturb good relations.

During the course of the discussion, reference was made to the very interesting initiative of the International Federation of Journalists in establishing at The Hague a Court of Honour for journalists. This Court has not existed long enough for an expression of opinion to be given on the way in which it will work, but it is an experiment which should command the best wishes for its prosperity and success.

The following draft resolution is presented for the consideration of the Assembly:

“ The thirteenth Assembly :

“ 1. Expresses its gratitude to the international and national Press organisations for their views upon the problem of preventing ‘ the spread of false information which may threaten the peace of the world and the good understanding between nations ’ ;

“ 2. Expresses its thanks to the Danish Government for summoning a Conference of Governmental Press Bureaux and representatives of the Press at Copenhagen in January 1932 and notes with great interest the resolutions adopted by that Conference ;

“ 3. Trusts that, at a further conference organised on similar lines to the Copenhagen Conference, definite proposals may be made to give effect to some of the principal suggestions already made regarding in particular the necessity of a greater abundance of accurate information, of true freedom of the Press, and of co-operation between the Press organisations of various countries ;

- " 4. Advocates the fullest possible publicity for League meetings ;
- " 5. Commends to the sympathetic consideration of the chairmen of all committees of the League of Nations the earlier and more complete distribution of documents ;
- " 6. Desires that the Secretariat should continue to devote its attention to the development by all the means at its disposal of the swift supply to the Press of the fullest possible information concerning the work of the League of Nations ;
- " 7. Invites the Council to consider the possibilities of affording to journalists cheap facilities for communicating to their newspapers information through the League wireless station, due regard being paid to interests affected ;
- " 8. Requests the Secretary-General to communicate to the Press organisations consulted and to the Disarmament Conference this resolution, together with the Minutes of the Sixth Committee, and to report to the next Assembly on any further developments which may arise."
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Geneva, October 10th, 1932.

LEAGUE OF NATIONS

**PROTECTION OF MINORITIES**

**REPORT BY THE SIXTH COMMITTEE TO THE ASSEMBLY.**

*Rapporteur* : His Excellency Dr. A. GUANI (Uruguay).

In pursuance of the resolution adopted by the Assembly on the motion of the German delegation, the Sixth Committee devoted its meetings on October 6th to the examination of that part of the Secretary-General's report on the work of the League since the last session of the Assembly which concerns the protection of minorities.

In this discussion, the high tone, clearness, objectivity and courtesy of which I should like to emphasise, the delegates of Austria, the United Kingdom, Bulgaria, Czechoslovakia, Denmark, France, Germany, Hungary, the Netherlands, Norway, Poland and Yugoslavia took part.

There were again differences of opinion among the delegations as to the competence of the Assembly and the Sixth Committee to deal with minority questions. On behalf of the delegations of Greece, Poland, Roumania, Czechoslovakia and Yugoslavia, the Yugoslav delegate declared that under the minorities treaties placed under the guarantee of the League, the right to judge whether they were being properly applied was reserved for the competence of the Council alone. The procedure subsequently adopted and at present in force had been established, in the opinion of these delegations, by mutual agreement between the Council and the signatory States, who had freely accepted certain provisions exceeding their contractual obligations. The said delegations would therefore not be in a position to transfer to the Assembly or to its Sixth Committee rights which the treaties had reserved exclusively to the Council. Nevertheless, as H.E. M. Motta had pointed out in his report to the Assembly in 1930, it was not in dispute that the minorities question could be discussed by the Assembly in virtue of Article 3, paragraph 3 of the Covenant of the League.

Several speakers reverted to the idea, on which the Committee had been unanimously agreed in 1930, that the solution of the minorities problem was to be found in constant co-operation and mutual confidence between the majority and the minorities in each country. It was pointed out that while it was proper to speak of the rights of the minorities and the duties of States, mention should be made at the same time of the duties of minorities towards their respective States. Still with reference to general ideas, I should like to allude to the declaration of one delegation which pointed out that the action of the League as guarantor of the protection of Minorities when examining petitions partook more of the nature of a paternal than of an arbitral jurisdiction. In the opinion of the Polish delegation, the League's task in regard to the protection of minorities could never give complete satisfaction to the moral conscience of the world until two conditions had been fulfilled, namely, that the claims of minorities should never be inspired by reasons unconnected with their object and that all minorities should be protected. On the latter point, the German delegation observed that Germany was always ready to discuss this problem, on condition that the other States; not bound by minority undertakings, would declare their readiness to assume the same obligations. The opinion was also expressed by the Polish delegation that the Sixth Committee could with advantage give its opinion in the case of minorities not protected by special treaties.

The German delegation referred to the recent action of its Government in asking that a question which was under examination by a Minorities Committee should be placed on the Council's agenda. Supported by other delegations, the German delegation maintained that this method of procedure is in conformity with the provisions of the Minorities treaties. The same delegation expressed the fear that any restriction on the right and duty of Members of the Council to submit to the latter infractions or dangers of infractions of the

treaties, would have the effect of weakening the system of minorities protection and maintained that in the last analysis the responsibility of such an action should be left to each Member of the Council. Several delegations, however, for various reasons, expressed the view that it would be desirable that, save in really exceptional cases, Members of the Council should refrain from asking that questions which are under examination by Minorities Committees should be placed on the Council's agenda, so long as this examination had not been completed. Some delegations urged the necessity in this connection, of allowing the Committee system to be developed and modified so as to enable the maximum results to be yielded:

In the course of the discussion several speakers criticised the working of the present procedure. The German delegation, in particular, laid great stress on the need of establishing a procedure which would in practice more effectually ensure the protection of minorities. A detailed suggestion was made by the same delegation and discussed by the Committee for the creation of a body consisting of persons independent of the States which have signed undertakings in regard to minorities, to advise the Minorities Committees or the Council, when desired. Certain delegations expressed themselves, in general, in favour of this principle. Other delegations declared that they could not consider this idea unless the system of minorities protection were applied universally to all States Members of the League.

Emphasis was laid by several delegations on the great importance of publicity in regard to the protection of minorities. In the German delegation's opinion, the number of decisions of Committees rendered public has constituted only a very small fraction of the total of decisions taken; these related almost exclusively to questions of slight importance or to matters in which the opinion formulated was favourable to the Government concerned. The Norwegian delegation suggested that the Secretariat should be asked for statistics on the subject. According to the particulars given me by the Secretariat, the position for the year 1931-32 is the following: in twenty-four cases, the Governments concerned have agreed to the publication of the closing letters; in ten cases, publication has been refused; in three cases, the Committees have not thought fit to propose publication; and in three cases the question is still pending. The Yugoslav delegation further explained that the Governments concerned were sometimes obliged to refuse publication because the petitions in question contained, in their opinion, elements of propaganda. Observations were also made to the effect that the provision in the Madrid resolution relating to the constitution of Minorities Committees of five members should be interpreted in as broad a sense as possible, and that — as is also contemplated in the Madrid resolution — the Committees should hold meetings between Council sessions more often than has hitherto been the case. Finally, certain delegations emphasised how important it was for Minorities Committees to make use of any information they considered appropriate, and to bear in mind that it was in their power to hear petitioners and to consult experts.

The Norwegian delegation suggested that members of a Minorities Committee who asked for a question to be placed on the Council's agenda should, within the limits of the existing rules, at the same time furnish the Council with a statement of the grounds on which they based their action. The same delegation proposed that it would be desirable for the Minorities Section of the Secretariat, as it had itself suggested, to endeavour to collect the fullest possible documentary material and information, so as to avoid any needless delay in the examination of questions by the Committees, and to lessen the burden laid on the Governments concerned by repeated requests for further information. These proposals were supported by several other delegations during the discussion.

I propose that the Committee forward this report to the Assembly in order that the latter may take note of it.

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Geneva, June 15th, 1932.

**LEAGUE OF NATIONS**

**INTRODUCTION**

to the

**Report on the Work of the League since the  
Twelfth Session of the Assembly.**

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## INTRODUCTION.

The work of the League since the last Assembly, apart from the action taken in connection with the Sino-Japanese dispute by the Council and by the Extraordinary Session of the Assembly convened on March 3rd, 1932, has been inevitably directed mainly to questions connected with the Disarmament Conference and the present economic and financial crisis.

Among other matters of special interest, however, must be included the Conference on the Suppression of Opium-smoking, which met at Bangkok from November 9th to November 27th, 1931, and the measures adopted by the Council with a view to the termination of the mandate for Iraq.

## LEGAL QUESTIONS.

### AMENDMENT OF THE COVENANT OF THE LEAGUE.

Texts for the amendment of the Covenant of the League to bring it into harmony with the Pact of Paris were in 1930 considered and revised by the First Committee of the Assembly. The Secretary-General was asked to submit the revised texts to the Governments for their observations, and the 1931 Assembly decided that a final draft should be prepared by a Committee composed of representatives of all the Members of the League. The Council, in January 1932, authorised the Secretary-General to convene the Committee at a date to be fixed in agreement with the President of the Disarmament Conference, the President of the Council and its Rapporteur.

### APPOINTMENT OF A SPECIAL COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTION TO THE COUNCIL.

The Assembly, in 1931, asked that a special Committee should be appointed to study the existing system of elections to the Council. The Committee was duly constituted by the Council in January 1932 to consist of members appointed by the Governments of the Argentine, Belgium, the United Kingdom, Bulgaria, Canada, Colombia, Czechoslovakia, France, Germany, Italy, Japan, Poland, Portugal, Spain and Sweden. It will depend on the progress of the work of the Committee whether its report will be submitted to the Assembly in the present year.

### NATIONALITY OF WOMEN.

The Assembly, in 1931, noted a series of proposals drawn up by a Committee of representatives of the more important women's international organisations, which desired that steps should be taken to reconsider the provisions of the Hague Nationality Convention of 1930, bearing in mind the principle of equality as between men and women. The Governments have been requested to submit their observations on the subject, and the Committee of Representatives of Women's Organisations has been invited to formulate such further observations as it may wish to submit for the consideration of the next Assembly.

### WORK OF THE INTERNATIONAL INSTITUTE AT ROME FOR THE UNIFICATION OF PRIVATE LAW.

The International Institute for the Unification of Private Law is actively pursuing its enquiries into the unification of private law for the sale of goods and is continuing its preparatory work for the unification of private law in the matter of arbitration agreements. It is devoting considerable attention to the question of intellectual rights, and in this field it is giving all possible assistance to the International Institute of Intellectual Co-operation and the International Labour Office.

It has started an investigation into the Italian stock-exchanges and, with a view to a general investigation of the insurance problem, has undertaken to collect the texts of laws on insurance of a group of States concerning which the *Association internationale juridique pour le droit des assurances* has not yet been able to obtain exact information.

### FINANCES OF THE LEAGUE.

During the year 1931, 85.62 per cent of the amount of the contributions due for the year was received from the States Members, as against 86.62 per cent in 1930. The total amount received on account of arrears during 1931 was 1,565,521.80 gold francs, as compared with 1,038,218.21 gold francs during 1930.

The Secretariat of the League, on December 31st, 1931, showed a cash surplus of 82,033.89 gold francs and the Permanent Court of International Justice a cash surplus of 31,108.39 gold francs. On the same date, the International Labour Organisation showed a cash deficit of 545,318.45 gold francs.

The budget for 1933, as submitted to the Assembly, shows a reduction of 2,506,339 francs as compared with the budget for 1932, which included a considerable appropriation for the Disarmament Conference, and a reduction of 90,008 francs as compared with the budget for 1931.

The representative of the United Kingdom submitted to the Council, in May 1932, a proposal that the whole question of the expenditure of the League should be carefully reviewed as soon as possible, so that the Assembly might this year, in determining the budget for 1933, have full information on the situation and thus be able to decide whether it was practicable and desirable to effect further reductions. The Council decided, on May 21st, to request the Supervisory Commission to examine the expenditure of the League, in the light of the British proposal and of the observations of its various members, and to consider, in particular, a possible reduction of staff and salaries and a stricter control of expenditure. The Commission may for this purpose enlist the assistance of experts.

The Council considered that the attention of the Assembly should be drawn to the importance of a general review of League policy, since policy must ultimately determine expenditure and the limits within which economies may be effected.

#### CONSTRUCTION OF THE LEAGUE BUILDINGS.

The architects responsible for the new buildings presented in September 1931 a revised estimate, exceeding by approximately  $2\frac{3}{4}$  million francs the credit voted by the Assembly in 1930. The Assembly, confronted with this situation, instructed the Supervisory Commission to examine the financial position with regard to the new buildings and to submit to the Council for approval, as soon as possible, a programme complying with the decision of the Assembly to keep, in principle, within the limits of the previous figure. The position was considered to be all the more serious as the Building Committee had reported to the Secretary-General that even the increased estimate submitted by the architects might be inadequate and that there was reason to fear that the credit voted in 1930 would be exceeded by 7 or 8 million Swiss francs.

The Supervisory Commission, after interviewing the architects and the Building Committee, reported to the Council, in January 1932, that there was real danger of a considerable excess expenditure unless reductions were effected in the plans and unless a more effective control was exercised over their execution. It urged, in particular, that unity of direction was a question of the highest importance, deploring in this connection the errors and delays caused by the existing division of responsibility among five architects. It proposed, as an arrangement suggested by the architects themselves, that their Chairman should henceforth have executive powers as the responsible director of the work and that it should be his duty to take all necessary decisions within the customary time-limits.

As the result of a technical enquiry and of further calculations by the Supervisory Commission, a final revised estimate of 25,577,150 francs was established as compared with the estimate of 23,633,150 francs voted by the Assembly in 1930, the architects giving an undertaking that, apart from unforeseen circumstances, they would keep within that limit.

The Supervisory Commission, in face of these figures, was unable to agree upon a unanimous report. Three members were in favour of adjourning the construction of the Assembly Hall and the Committee Rooms until the general financial situation of the world should improve, while two members felt that such a suspension would involve so much unavoidable waste as to make it a thoroughly uneconomic solution of the difficulty. The Council, called upon to decide between the majority and the minority view, itself decided by a majority vote against the interruption of the work.

Building operations have since been actively continued according to the revised estimates. It is hoped that the buildings will be ready for occupation in 1934.

#### REDUCTION OF ARMAMENTS.

##### ARMAMENTS TRUCE.

On January 24th, 1931, the Council decided to convene the General Conference for the Reduction and Limitation of Armaments to meet on February 2nd, 1932. In September 1931, the Assembly, desiring to contribute to the success of the Conference by creating the right atmosphere, adopted suggestions put forward by certain delegations to the effect that Governments should be urged to abstain, pending the outcome of the Conference, from any steps towards the increase of the level of their armaments. The President of the Assembly invited the States which had been asked to take part in the Conference, but which were not

members of the League, to be represented on the relevant Committee of the Assembly during the discussions of the proposal. The invitation of the President was accepted by Costa Rica, Egypt, Turkey, the United States of America and Brazil.

The Assembly, as a result of the discussions which took place in committee, invited the Governments convened to the Disarmament Conference to become parties to an armaments truce and requested the Council to ask the Governments to state before November 1st, 1931, whether they were prepared, for one year from that date, to accept the truce.

Fifty-five Governments responded to the appeal, and all declared their willingness to accept the truce, though some made their acceptance conditional upon reciprocity or attached to their adherence interpretations and observations. The President of the Council, noting that reciprocity had in fact been achieved and that the interpretations and observations which accompanied the acceptances of certain Governments appeared to be in keeping with the spirit and letter of the resolution of the Assembly, decided to assume that, unless Governments should intimate any objection, the Armaments Truce should be regarded as accepted by the States invited to the Disarmament Conference for one year as from November 1st, 1931.

#### POSITION OF ARMAMENTS IN THE VARIOUS COUNTRIES.

Of the sixty-three Governments invited to participate in the Disarmament Conference, twenty-five had by September 1931 communicated information on the position of their armaments. The Assembly requested the Council to invite the Governments which had not yet forwarded information to do so as soon as possible and in any case before November 1st, 1931. Fifty-four States have, up to the present, furnished the information required.

#### " ARMAMENTS YEAR-BOOK. "

The Secretariat published in 1932 a special edition of the *Armaments Year-book* for distribution to the delegations at the opening of the Conference for the Reduction and Limitation of Armaments. The edition contains monographs on sixty-two countries prepared on the basis of official publications and on information supplied by the Governments themselves.

#### CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The Conference for the Reduction and Limitation of Armaments was opened at Geneva on February 2nd, 1932, by Mr. Arthur Henderson. Fifty-nine States, including eight States not members of the League, were represented by delegations and one State by an observer.

The Conference, after appointing its committees to report on the credentials of delegates and to draw up its Rules of Procedure, appointed a Committee for the Examination of Petitions. Rules for the hearing of petitions were drafted and, on February 6th, the Conference, at a public and plenary meeting, heard petitions presented by women's, students' and labour organisations, religious groups, and League of Nations Unions.

The Conference, on February 4th, adopted its Rules of Procedure and decided to set up a General Commission consisting of the heads of the delegations of all the States represented. The General Commission held its first meeting on February 9th to elect its officers. Meanwhile, the Conference went into plenary session from February 8th to February 24th.

There followed a period of general discussion during which the representatives of some fifty delegations submitted verbal or written proposals or made general declarations of policy with a view to providing the Conference with a definite and practical basis for its future work.

The Conference on February 24th entered upon a further stage of its proceedings by communicating to the General Commission the draft Disarmament Convention established by the Preparatory Disarmament Commission, together with the draft texts and proposals submitted by the various delegations. At the same time, it authorised the General Commission to set up such other commissions as it might consider desirable.

The General Commission thereupon constituted five special commissions : Political, Land, Naval, Air, and National Defence Expenditure. The Political Commission, set up on the proposal of the French delegation, was appointed to examine, in particular, various proposals which had been put forward during the general discussion dealing either with the organisation of peace or with the supervisory bodies to be created with a view to ensuring the application of the Disarmament Convention.

The General Commission resolved to carry on its discussions within the framework of the draft Convention for the Reduction and Limitation of Armaments on the understanding that full liberty was reserved to all delegations to develop their own proposals in subsequent debate and to move their amendments in the form of modifications, additions or omissions at the appropriate point. It was decided that, in giving effect to this resolution, the General Commission should itself deal with questions of principle, technical questions being referred,

if and when necessary, to the special Commissions, which should report to the General Commission. Questions not requiring any preliminary discussion from the point of view of principle were to be referred by the General Commission immediately to the special Commissions, while the special Commissions might at any time submit to the General Commission any question of principle on which they required a preliminary decision.

The five special Commissions held their first meetings on February 27th. They noted that very few technical questions could be studied until the General Commission had laid down certain guiding principles, and when, on March 16th, the General Commission suspended its work, in view of the Easter vacation and in order to enable the delegations to keep in touch with their Governments, the special Commissions also adjourned their proceedings.

The General Commission, on resuming its work on April 11th, discussed certain questions of principle, arising out of Article 1 of the draft Convention, affecting the substance of the problem of the reduction and limitation of armaments and, in the course of the following two weeks, adopted resolutions to the following effect :

1. That the reduction of armaments, as provided in Article 8 of the Covenant, should, after the Conference had taken the first decisive step of general reduction to the lowest possible level, be progressively achieved by means of successive revisions at appropriate intervals ;

2. That, in determining criteria for the limitation and reduction of armaments, the provisions of Article 8 of the Covenant should be applied, and that armaments should therefore be reduced to the lowest point consistent with national safety and the enforcement by common action of international obligations, account being taken of the geographical situation and special circumstances of each State ;

3. That the principle of qualitative disarmament should be accepted — namely, the selection of certain classes or descriptions of weapons, the possession or use of which should be absolutely prohibited to all States or internationalised by means of a general convention ;

4. That, with a view to applying the principle of qualitative disarmament, the range of land, sea and air armaments should be examined by the competent special commissions with a view to selecting those weapons whose character was the most specifically offensive or those most efficacious against national defence or most threatening to civilians.

The Land, Naval and Air Commissions resumed their work on April 26th, entering upon a detailed consideration of the armaments to which the principle of qualitative disarmament should apply in accordance with the terms of the resolution adopted by the General Commission, and the General Commission suspended any further study of the questions on its agenda pending their reports. The discussions in the special Commissions under the resolution adopted by the General Commission were concluded in the first week of June and their reports were duly forwarded to the General Commission.

Three other commissions have dealt with special questions : a Committee on Chemical and Bacteriological Weapons, a committee on Moral Disarmament and a Committee on Effectives.

#### ARBITRATION AND SECURITY : GENERAL CONVENTION TO IMPROVE THE MEANS OF PREVENTING WAR.

The Assembly, in 1931, approved the text of a General Convention to Improve the Means of Preventing War and decided to open it for signature by the Members of the League and by non-member States. Article 4 of the Convention provides that the Council shall, if it thinks fit, appoint commissioners to verify on the spot the execution of any conservatory measures of a military character which may be recommended by the Council and stipulates that the rules to be followed for the composition and working of commissions of inspection shall be embodied in executive regulations to be prepared by the competent organs of the League. The Assembly requested the Council to make the necessary arrangements, and the Council accordingly requested the Permanent Advisory Commission for Military, Naval and Air Questions to draw up the draft regulations in question.

The Permanent Advisory Commission, which met on April 20th and 22nd and May 3rd, 1932, framed a body of regulations dealing fully with the constitution and work of the commissions of inspection, the facilities to be accorded them by parties to a dispute and the conditions under which their Presidents would keep the Council informed of their activities. The regulations were adopted by the Council on May 18th, 1932.

On that date, the General Convention had been ratified by one Member of the League and signed by nineteen other Members.

## COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The Assembly, in September 1931, requested the Commission of Enquiry for European Union to continue its work in conformity with the principles laid down in 1930. It approved, in principle, the proposal of the Commission to set up special committees to study (1) a pact of economic non-aggression and (2) the extension of a preferential system to agricultural products other than cereals, recommending, however, that the findings of the second committee should be submitted for examination to the Economic Committee of the League before being sent to the Commission of Enquiry.

The Committee to Study the Extension of Preference to Agricultural Products other than Cereals met in October 1931 and considered proposals put forward with a view to extending preference or special facilities to tobacco, raisins, figs, oranges, livestock and derivative products, timber, mohair, cotton, grapes and plums. It came to the conclusion that the measures to be taken in each case would be best determined by bilateral negotiations. It considered, however, that the attention of Governments might usefully be drawn to the critical position of the European tobacco producers, and that the Economic Committee might be asked to consider any proposals submitted to it by the countries concerned with regard to the other products under review.

The Economic Committee, noting these recommendations in January 1932, declared that it had no special observations to make.

The Committee appointed to examine the draft Pact of Economic Non-Aggression, on which non-European States were represented, met in November 1931. It discussed a draft protocol, submitted by the Government of the Union of Soviet Socialist Republics, whereby the contracting parties were invited solemnly to affirm the principle of the peaceful co-existence of countries irrespective of their social, political or economic systems and to undertake in their mutual relations to forgo any discrimination whatever.

The Committee endorsed the general idea underlying the draft Protocol, but noted that its terms were variously interpreted and that it would be difficult to define aggression or discrimination within its framework. It found that the draft under consideration was unlikely to secure unanimous acceptance, or even acceptance by a majority of its members. It therefore decided that a further consideration of the question would be necessary, account being taken of any amendments or observations which the Governments might submit.

## POLITICAL QUESTIONS.

### 1. APPEAL BY THE CHINESE GOVERNMENT.

The action taken by the League of Nations in dealing with the Sino-Japanese dispute, between the date of the first appeal of the Chinese Government under Article 11 of the Covenant on September 21st, 1931, and the date on which the Council referred the matter to the Assembly under Article 15, paragraph 9, of the Covenant, is described in the report submitted by the Secretary-General to the Extraordinary Session of the Assembly, which came together on March 3rd, 1932 (document A. Extr. 4.1932.VII).

The subsequent action taken by the Assembly and by the Council is described in the General Report for 1932 on the Work of the League since the last session of the Assembly (document A.6.1932).

### 2. MEMEL TERRITORY.

The German Government, on February 8th, 1932, drew attention to the situation which had arisen in the Territory of Memel. The President of the Directorate had been dismissed by the Lithuanian Governor and provisionally replaced. In the view of the German Government, these facts, aggravated by the arrest of the President, constituted a violation of the Memel Statute. It asked that the question should be placed urgently on the agenda of the Council under Article 17 of the Memel Convention of May 8th, 1924.

The Lithuanian Government, on February 9th, contended that its action was not contrary to the Memel Convention or the Memel Statute, representing that the Lithuanian Governor had the right to dismiss the President, who had engaged in negotiations with the German Government without the knowledge of the responsible central authorities. It added that the Governor had got into touch with the President of the Diet at Memel for the purpose of constituting a new Directorate.

The Council, on February 20th, noting an assurance of the Lithuanian Government that it intended to respect its international obligations and to establish a Directorate under the conditions laid down in the Memel Statute, observed, however, that it was important to deal with the abnormal situation which had arisen and which called for urgent steps to prevent its aggravation. It pointed out that, even though the Governor might possess the right which he had exercised, it would still be necessary to consider whether the circumstances were such as to warrant him in exercising it.

The representatives of France, the United Kingdom, Italy and Japan undertook to forward to their Governments for examination a request of the German representative that the matter

should be laid before the Permanent Court of International Justice with a view to obtaining a decision both regarding points of law and questions of fact and, on April 11th, 1932, the Registrar of the Permanent Court of International Justice informed the Secretariat that on that date France, the United Kingdom, Italy and Japan had filed an application introducing a plea against Lithuania with regard to certain disputes concerning the interpretation of the Memel Statute.

### 3. CLAIM MADE BY THE FINNISH GOVERNMENT AGAINST THE GOVERNMENT OF THE UNITED KINGDOM WITH REGARD TO FINNISH SHIPS USED DURING THE WAR BY THE GOVERNMENT OF THE UNITED KINGDOM.

The Permanent Finnish delegate accredited to the League of Nations, in a letter dated July 30th, 1931, requested that a dispute between the Finnish Government and the Government of the United Kingdom with regard to the use of certain Finnish merchant vessels during the war should, in virtue of the Covenant, be submitted to the Council for examination. The dispute relates to thirteen ships, registered at Finnish ports and belonging to Finnish nationals, which were used by His Britannic Majesty's Government in 1916 and 1917. The Finnish Government, on October 5th, 1920, requested the Government of the United Kingdom, on behalf of its nationals, for a settlement of the question. It subsequently asked that, should the Government of the United Kingdom not admit its liability, the question under dispute should be submitted to an international tribunal for arbitration. The Government of the United Kingdom refused to agree to arbitration and the Finnish Government thereupon referred the matter to the Council.

The owners of the ships in question, in August 1924, submitted claims to a special British tribunal known as the Admiralty Transport Arbitration Board, which dismissed the application. The Government of the United Kingdom, communicating its observations to the Council on August 28th, 1931, after dealing with various points of law and fact connected with its use of the vessels, finally pointed out that the shipowners, having submitted their claim to the Admiralty Transport Arbitration Board, had a right of appeal from that decision to the Court of Appeal and ultimately to the House of Lords. The shipowners had not availed themselves of that right and, the local remedies not having been exhausted, the Finnish Government had no title to make a diplomatic claim in the matter; still less could it claim as of right that the matter should be referred to arbitration.

The Finnish representative, at a meeting of the Council on September 14th, 1931, urged that the dispute was plainly of an international character and that the settlement of the claim came within the categories enumerated in Article 13 of the Covenant and Article 36, paragraph 2, of the Statute of the Permanent Court of International Justice. The British representative contested these declarations and insisted that the matter before the Council was a private question between the Government of the United Kingdom and foreign nationals.

The Council, on September 19th, 1931, appointed a Committee to consider whether it was desirable that it should deal with questions such as that submitted to it by the Finnish Government. The Committee, after considering various memoranda submitted by the parties and hearing their statements and explanations, reported to the Council in January 1932. It considered that the Council was competent to deal with the question under Article 11, paragraph 2, of the Covenant, but expressed the view that it would be expedient to examine first the two following questions:

(a) Have the Finnish shipowners or have they not exhausted the means of recourse placed at their disposal by British law?

(b) Would the fact that the shipowners had not exhausted the means of recourse in question constitute an obstacle such as to prevent the Finnish Government from claiming compensation from the Government of the United Kingdom?

The Committee suggested that the Council might, if necessary, ask for an advisory opinion from the Permanent Court of International Justice on any point relating to these two questions.

The representative of the United Kingdom undertook to communicate the report of the Committee of the Council to his Government for consideration, and the Council thereupon decided to postpone a further study of the question to a later session.

The two Governments concerned subsequently entered into direct negotiations upon the conclusions reached by the Committee of the Council, and the Council was duly informed that they had, by an exchange of notes, agreed on the method by which the first two questions arising out of the Finnish claim should be settled.

### 4. THE STRAITS COMMISSION.

The Secretary-General has received the seventh annual report of the Straits Commission forwarded to the League of Nations under Article 15 of the Straits Convention of July 24th, 1923. The report has been communicated to the States Members of the League, to the Powers that signed the Straits Convention and to the technical organisations of the League.

## ADMINISTRATIVE QUESTIONS.

### THE TERRITORY OF THE SAAR.

The Council, during its sessions held in September 1931 and January 1932, dealt with the question of the proposed loan to be issued by the Governing Commission of the Saar and the appointment of the Chairman and members of the Governing Commission.

The Governing Commission, in a proposal submitted to the Council in August 1931, suggested that it should be authorised to contract a loan of 150 million French francs with the object of enabling the Saar districts and communes to consolidate their short-term debts. The Financial Committee, requested by the Council to examine the proposal with the assistance of the Governing Commission, expressed the opinion that the financial situation of the Saar Territory was sound and that the service of the proposed loan should place no undue strain upon its finances. It felt, however, that the Council, in view of the uncertainty of the position after 1935, when the future situation of the Saar Territory would be determined by plebiscite, should make a declaration to the effect that, in determining the future status of the Saar, the necessary measures would be taken to protect the interests of the lenders. The Council has formally approved the recommendations of the Financial Committee.

The Council, on January 30th, 1932, appointed the five members and Chairman of the Governing Commission for a period of one year as from April 1st, 1932.

The Governing Commission, during the period covered by its reports to the Council in the period under review, gave special attention to measures taken to deal with unemployment, to regulate economic and exchange transactions with the German Reich and to effect economies in the administration.

### FREE CITY OF DANZIG.

The Council, during its sessions in September 1931, January 1932 and May 1932, dealt with questions relating to the amendment of the Constitution of the Free City, the general situation at Danzig, access to and anchorage in the Port of Danzig for Polish war vessels, use of the Port of Danzig by Poland, the treatment of Polish nationals and other persons of Polish origin or speech at Danzig, railway matters and a contention on the part of the Government of the Free City that the Polish Government, by issuing certain instructions to the Danzig Customs Administration, had proceeded to measures which constituted "direct action" on the part of Poland as against the Free City.

The Bill for the amendment of the Constitution of Danzig, approved by the Council of the League on September 19th, 1931, passed its second reading on October 2nd, 1931. It provides for a reduction in the salaries and pensions of officials and employees on the active list and retired officials and their surviving dependents.

The High Commissioner, in a report to the Council on August 15th, 1931, intimated that the Danzig Senate had issued a certain number of decrees designed to ensure the maintenance of public order in the Free City, which was still disturbed by party strife. The new measures placed considerable restrictions on citizens wearing uniform as compared with the rights enjoyed by other citizens. The High Commissioner also called attention to a dispute which had arisen between Poland and Danzig arising out of the sending of detachments ashore by Polish warships anchoring in the port of Danzig and to certain demonstrations organised in the territory of the Free City by parties of German and Danzig nationals in favour of the return of Danzig to the German Reich. Reference was also made to the economic and financial situation of the Free City and to the problem of unemployment and of Polish labour in Danzig.

In a supplementary report to the Council, dated August 20th, the High Commissioner called attention to the position which had arisen as between Danzig and Poland regarding access to and anchorage in the Port of Danzig for Polish war vessels. The provisional agreement of October 8th, 1921, had been denounced by the Free City and the time limit for the negotiation of a further agreement expired on August 15th, 1931. The Senate of the Free City had proposed to extend the time limit by one month and had intimated that, if the negotiations did not result in an agreement within that period, it would consider any use of the Port of Danzig by Polish war vessels which was not in strict conformity with the international regulations in force as constituting "direct action" on the part of Poland as against Danzig within the meaning of that term as defined by the Council in a resolution adopted on March 13th, 1925.

The Council, on September 19th, 1931, decided to ask the Permanent Court of International Justice for an advisory opinion and requested the High Commissioner, pending a final decision, to draw up provisional regulations which should in no wise prejudice a final solution of the question.

The Permanent Court of International Justice, on December 11th, 1931, gave an opinion, which was adopted by the Council in January 1932, to the effect that the relevant treaties and decisions did not confer upon Poland rights or attributions as regarded access to or anchorage in the Port and waterways of Danzig for Polish war vessels. The Danzig Government thereupon stated that it was willing to prolong, until April 1st, 1932, the validity of provisional

regulations issued by the High Commissioner in order to enable the Polish Government to state its wishes regarding the special facilities appropriate to local circumstances which the Danzig Government was willing to grant to Polish warships.

The High Commissioner, on October 26th, 1931, gave his decision on the question of the full use of the Port of Danzig by the Polish Government. The Government of the Free City and the Polish Government both appealed to the Council against the decision of the High Commissioner and the questions raised by these appeals were considered by a Committee of Jurists in April 1932. The Council, in May 1932, confirmed several points in the decision of the High Commissioner, but requested that further statements from the parties should be furnished to the High Commissioner with a view to a decision being taken on the question whether the Polish Government is in fact making full use of the Port of Danzig under the relevant decisions and agreements.

The Polish Government, in September 1931, asked that certain measures taken by the Danzig Customs authorities with a view to regulating the finishing trade at Danzig should be declared as constituting a breach of treaty provisions. The Polish Minister of Finance subsequently instructed the Danzig Customs Administration to put a stop to the trade within a specified time limit. The Danzig Customs Administration refused to comply with that request, whereupon the Polish Ministry of Finance took measures with a view to preventing goods subject to the finishing trade at Danzig from entering Poland. The Government of the Free City, on January 29th, asked the High Commissioner to declare that these measures constituted "direct action" on the part of Poland as against Danzig and to decide that the Polish Government must withdraw them.

The High Commissioner took a provisional decision to the effect that the action of the Polish Government did in fact constitute direct action. The Polish Government, on May 8th, 1932, lodged an appeal against the decision of the High Commissioner and the Council entered upon an examination of the question during its May session.

The Council, on May 19th, 1932, affirmed that a provisional decision of the High Commissioner regarding direct action should be immediately executed in letter and in spirit. The Polish Government withdrew its appeal and it was agreed that, pending a settlement by the High Commissioner of the concrete questions involved, the measures taken by the Polish Ministry of Finance would not be applied in such a way as to prejudice the final solution.

#### GRECO-BULGARIAN MIXED COMMISSION.

The Greco-Bulgarian Mixed Commission completed its work on January 31st, 1932, and a report on the results of its activities has been communicated to the Council and to the Members of the League of Nations. It appears from the report that some 100,000 Bulgarians from Macedonia and Thrace and some 50,000 Greeks from Bulgaria have benefited from the application under the direction of the Mixed Commission of the Emigration Convention of November 27th, 1919.

#### PROTECTION OF MINORITIES.

Since the last session of the Assembly, the Council has continued to deal with a number of questions previously submitted to it; in particular, the position of the German minority in the Voivodies of Silesia, Poznan and Pomorze (Poland); petitions from the Prince of Pless concerning the situation of his father's property in the Voivodie of Silesia; and petitions from descendants of the former Szekler (Hungarian) Frontier-Guard Regiment concerning measures taken by the Roumanian authorities in regard to their property. It has further been asked to deal with two new questions — namely, the position of the Ukrainian minority and the application of agrarian reform in Poland.

The customary procedure followed in dealing with minorities petitions has been regularly applied. Minorities Committees have met at frequent intervals and the members of the Council not represented on these Committees have been duly informed by letters addressed to the Secretary-General of the results of the examinations of the petitions considered. In a number of cases, the letters have been made public, with the consent of the Government concerned, in conformity with the Council resolution of June 13th, 1929 (paragraph 5). In one case, with the agreement of the Government concerned, a communication was issued to the Press by the Committee in the course of its examination. This procedure gave rise to reservations on the part of certain Governments which are parties to minority undertakings and, on their request, the relevant correspondence was communicated by the Secretary-General to all the Members of the Council.

The question, submitted to the Council in January 1931, of the position of the German minority in the Voivodies of Silesia, Poznan and Pomorze is now closed. The Council in its final conclusions observed that its task was to ensure normal relations in the future between the Polish authorities and the German minority in these districts and it was noted that the Polish representative had given assurances that his Government would make every effort to inspire in the minority the feeling of confidence without which it would be impossible to establish co-operation between the minority and the State. Allusion was made in this



connection to the appeal made by the President of the Council in January 1931 to the majority to realise that the suppression of the rights of the minority was not in accordance with its interests and to the minority to realise that it was in its true interest to co-operate loyally with the Government of the country in which it lived.

The position of the Ukrainian minority in Poland was brought to the notice of the Council by the members of a Minorities Committee in September 1931 and the Council considered the question in January 1932. The petitions in the case related chiefly to events which took place in the Voivodies of Lwow, Stanislawow and Tarnopol during the summer and autumn of 1930. It was alleged that the Ukrainian population had been treated by the Polish authorities in a manner contrary to the provisions of the Polish Minorities Treaty and that the Polish Government, in repressing certain disturbances in the Ukrainian villages, had instituted a system of violence and tyranny.

The detailed particulars communicated by the Polish Government seemed, in the opinion of the Rapporteur, "to dispose of the idea that it had any intention of pursuing a systematic policy of oppression and violence towards the Ukrainian minority", and the documents submitted to the Council appeared to indicate that a terrorist and revolutionary campaign had been started in the territory of Eastern Galicia, notably during the summer of 1930, by certain Ukrainian nationalist organisations. The Council felt bound to express its explicit and formal condemnation of any endeavour to ensure respect for the rights of a minority by such means and methods. It observed, however, that the situation which had arisen could not justify on the part of the authorities conduct such as that revealed in the information provided and noted that the Polish Government had itself duly taken disciplinary action to prevent the renewal of such events, though it had not, to the regret of the Council, felt able to grant compensation to the innocent victims. It expressed the hope that the Polish Government would maintain its line of conduct with the necessary tenacity and that its policy of conciliation would arouse among the population concerned the spirit of loyalty which was an essential condition for the success of that policy.

The German Government called the attention of the Council to the question of the application of agrarian reform in Poland in January 1932 and the Council in May 1932 gave its consideration to the matter. A Committee of the Council, composed of the Rapporteur on minorities questions, assisted by the English and Italian members of the Council, has been instructed to prepare and submit a report to the Council in September 1932.

The Polish representative observed that the German Government was appealing to the Council in regard to a matter which had previously been submitted to a Minorities Committee of the Council. He urged that the aim of the procedure before the Minorities Committee had been to eliminate as far as possible direct intervention by individual members of the Council and expressed the view that a parallel and simultaneous application of two procedures was at variance with the resolutions upon minority procedure adopted by the Council. The Polish representative further contended that the representative of Germany, by quoting before the Council a letter to the Secretary-General by which the members of a Minorities Committee had informed the other members of the Council of the conclusions at which it had arrived on a previous occasion concerning the application of the agrarian reform in Poland, had deliberately infringed the procedure in force, which required that the publication of such a letter should only take place with the consent of the Government concerned.

The German representative explained that the appeal of the German Government to the Council was due to a conviction that measures taken by the Polish authorities were not in harmony with the conclusions previously reached by the Minorities Committee and he hoped that the procedure now to be applied by the Council would put an end to any divergencies of opinion as to the practical effect of those conclusions. He protested against the contention that to quote before the Council a letter from a Minorities Committee was an infringement of the established procedure, such a letter being a necessary document in the case.

The Polish representative reserved the right of his Government to raise the question of procedure at a subsequent meeting and the French representative expressed the view that it might be necessary for the Council or some other body, for instance, the Sixth Committee of the Assembly, to deal with the question of procedure.

The Council, in September 1931, decided to defer its consideration of the petitions from the descendants of the former Szekler (Hungarian) Frontier-Guard Regiment in the hope that it would be settled by direct negotiations between the Roumanian Government and the petitioners. The petitioners represent that property belonging to the descendants of the Szekler (Hungarian) Frontier-Guard Regiment have been taken over by the Roumanian Government without compensation, whereas properties belonging to the descendants of two Roumanian Frontier-Guard Regiments have been maintained in their previous position under the agrarian legislation of the Roumanian Government or by arrangement. The Council was asked to decide whether the action of the Roumanian Government could be regarded as discriminatory treatment in violation of Article 9 of the Roumanian Minorities Treaty. The Roumanian Government contended that there was a fundamental difference between the position of the properties of the Hungarian Regiment and the two Roumanian Regiments. The Roumanian properties were held in full ownership, whereas the Hungarian property had belonged to the Hungarian Government, the members of the regiment enjoying only a usufruct. It further contended that

the question of the proprietary rights over the property fell within the sole jurisdiction of the Roumanian Courts and that the petitioners were bound to exhaust the ordinary legal remedies before applying to the League.

The Council, at its session in May 1932, having received a report presented by a Committee of Jurists, appointed in January to study this preliminary question, felt that it would be in the interests of all concerned if a practical solution of the problem could be found by negotiation and the Roumanian Government accepted a suggestion that its representative should for this purpose enter into negotiation with the Rapporteur, assisted by the representatives of Norway and the United Kingdom. It was pointed out that, in the event of a solution being found, it would not be necessary for the Council to express an opinion on the conclusions of the report of the jurists. The Roumanian Government agreed to afford the Rapporteur any facilities necessary for acquiring a thorough knowledge of the elements of the question and a report on the result of these negotiations will be submitted to the Council in September 1932.

The Council, during its sessions in January and in May 1932, examined in detail a petition from the Prince of Pless regarding the situation of his father's property in the Voivodie of Silesia. The Prince of Pless represented that pressure had been exercised by the Polish authorities with a view to the ultimate Polonisation of his father's undertakings in the Voivodie, alleging that discrimination had been exercised by the Polish authorities by curtailing the share of the Pless mines in the coal deliveries for the State railways and by certain fiscal measures taken against the Pless management. The Council came to the conclusion that the reduction of the coal quota of which the petitioner complained could not seriously affect the economic stability of his undertakings and noted that the coal orders of the Polish State had been reduced in April 1930 for all the Silesian firms. Moreover, the fiscal measures taken by the Finance Administration, of which complaint was made, had been completely and finally annulled by the Polish Government. The Council, therefore, concluded that the case might be regarded as having been satisfactorily settled.

A further petition from the Prince of Pless, however, on the same question, was communicated to the Council on March 29th, 1932. The Council was informed on May 18th, 1932, by the German representative, that his Government would submit the question to the Permanent Court of International Justice for a decision under the Geneva Convention of May 15th, 1922. The Council accordingly declared its consideration of the matter to be closed.

## MANDATES.

### GENERAL WORK OF THE MANDATES COMMISSION.

The Council, in September 1931, reviewed and approved the observations and recommendations of the Mandates Commission, adopted during its twentieth Session, regarding the administration during 1930 of the mandated territories of Iraq, Palestine, Syria and the Lebanon, South West Africa, New Guinea and Nauru.

The Mandates Commission, during its twenty-first session, held in Geneva from October 26th to November 13th, 1931, reviewed the administration for 1930 of the mandated territories of Tanganyika, the Cameroons and Togoland under French mandate, the Cameroons and Togoland under British mandate, Ruanda Urundi, Western Samoa and the Islands under Japanese mandate.

The Commission had frequent occasion to consider the situation which, as a consequence of the present economic crisis, had arisen in the mandated territories, where prosperity was largely dependent on the ruling prices of raw materials. The Commission asked that the mandatory Powers should supply it with adequate reports on the policy which they intended to follow in dealing with the resulting financial and economic problems and hoped that the necessary budget economies might not compromise the development of public services and native administration.

### TERMINATION OF THE MANDATE FOR IRAQ.

The Council, on September 4th, 1931, noted the conclusions reached by the Permanent Mandates Commission, during its twentieth session, regarding the general conditions to be fulfilled before a mandate could be brought to an end in respect of a mandated territory and decided that, whenever a proposal might be made to emancipate a mandated territory, its degree of maturity should be determined in the light of the principles laid down by the Commission after a searching investigation of the particular case. The British representative thereupon expressed the hope that the Mandates Commission would study without delay the special question whether the mandate for Iraq might be terminated, and the Council requested the Commission to submit its opinion on the proposal of the British Government for the emancipation of Iraq in the light of the general conditions previously stipulated.

The opinion of the Mandates Commission was submitted to the Council during its session held in January 1932. The Commission pointed out that, apart from petitions, its information had been derived solely from the annual reports of the mandatory Power, which must therefore

be held responsible for the view that the progress achieved by the country justified the step proposed. The accredited representative of the mandatory Power had, in fact, declared to the Mandates Commission that his Government fully recognised its responsibility in recommending that Iraq should be admitted to the League and that the moral responsibility must rest with H.M. Government if Iraq should prove herself unworthy. The Commission, but for that declaration, would have been unable to contemplate the termination of a system which had some years ago appeared to be necessary in the interests of all sections of the population. It agreed with the accredited representative that the attainment of an ideal standard of administrative efficiency and stability was not a necessary condition for the termination of the mandatory regime in Iraq, which could not justifiably be expected to challenge comparison with the most highly developed and civilised nations of the modern world.

Iraq, in the opinion of the Commission, possessed a settled government and an administration capable of maintaining the regular operation of essential government services; it was able to maintain public peace throughout the territory; it had at its disposal adequate financial resources to provide regularly for normal government requirements; it possessed laws and a judicial organisation likely to afford equal and regular justice to all. Though Iraq could not be regarded as able to maintain its territorial integrity and political independence against a foreign aggressor by means of its own national forces, she would, if admitted to the League, enjoy the guarantees of security afforded by the Covenant and, in case of attack, would also, under the Anglo-Iraqi Treaty of Alliance of 1930, be entitled to claim the immediate assistance of the United Kingdom. The Commission, examining the undertakings entered into by Iraq with the United Kingdom, expressed the view that the provisions of the Treaty of Alliance did not explicitly infringe the independence of the new State and were compatible with an independent status.

There remained the question of the guarantees to which Iraq should be asked to subscribe before being released from the mandatory system. First came the guarantees under which effective protection would be accorded to racial, linguistic and religious minorities. These guarantees might be secured by means of a declaration to be made by the Iraqi Government before the Council of the League of Nations and by the acceptance by Iraq of the procedure laid down by the Council for dealing with petitions concerning minorities.

Next came the guarantees required to safeguard the interests of foreigners in judicial matters. Should there be a return to the system of capitulations? Or should that system be replaced by an undertaking to be entered into by Iraq before the Council? Further guarantees would be required to ensure freedom of conscience and public worship, the free exercise of the religious, educational and medical activities of missions, respect for rights legally acquired under the mandatory system and the maintenance in force of international conventions. The Council must also be assured that the financial obligations assumed by the mandatory Power would be carried out and, finally, that the principle of economic equality would be safeguarded, all States Members of the League of Nations being, as a transitory measure, accorded most-favoured-nation treatment.

The Council, reviewing the recommendations of the Mandates Commission in January 1932, decided that the information available was sufficient to show that Iraq had satisfied the conditions which had been laid down as necessary to the emancipation of a mandated territory.

It declared itself prepared, in principle, to terminate the mandate as soon as Iraq had given the required undertakings. It requested a committee, consisting of such of its members as had been dealing particularly with minorities questions, questions of international law and mandates to prepare, in consultation with representatives of the Iraqi Government and, if necessary, with a representative of the Permanent Mandates Commission, a draft declaration covering the various guarantees recommended by the Commission. It was understood that a decision to terminate the mandate for Iraq, after examination of the undertakings to be given by the Iraqi Government, would become effective only as from the date on which Iraq was admitted to the League of Nations.

The Council examined the report of its Committee during its session in May 1932. The Committee, which had previously consulted the Prime Minister of Iraq, submitted a precise and comprehensive declaration which covered the protection of minorities, economic equality under the most-favoured-nation clause, judicial organisation, acquired rights and financial obligations, freedom of conscience and the right of appeal. The declaration was approved by the Council, together with the report and recommendations of the Committee.

The general minority provisions of the declaration are similar to those embodied in existing Minorities Treaties, but special clauses refer to the personal status and family law of the non-Moslem minorities, the use of the Kurdish language officially in Kurdish districts and the recruiting of officials. Iraq undertakes to grant most-favoured-nation treatment for a period of ten years to all Members of the League on condition of reciprocity. Provision is made for a uniform judicial system applicable to Iraqis and foreigners alike. Iraq agrees to consider herself bound by the international agreements and conventions to which she has become a party during the mandatory period. She undertakes to respect all rights of whatever nature acquired before the termination of the mandatory system by individuals, associations, or juridical persons, and to fulfil all financial obligations assumed on her behalf by the mandatory Power.

Any Member of the League of Nations may draw the attention of the Council to infringements of the conditions of the declaration, and any Member of the League represented on the Council may request that any difference of opinion thereon with Iraq shall be referred to the Permanent Court of International Justice.

The Council was requested to approve the action which the British Government would take, on the acceptance of the declaration by Iraq, with a view to obtaining the consent of Powers whose citizens enjoyed capitulatory rights in the former Ottoman Empire to renounce them in future, since the new statute contemplated for Iraq would render such jurisdictional privileges superfluous.

#### FRONTIER BETWEEN SYRIA AND IRAQ.

The Council, in December 1931, examined a joint request by the British and French Governments relating to the delimitation of the frontier between Iraq and Syria. Differences of opinion had arisen between the two Governments as to the determination of the frontier under the Convention of December 1920, and the parties were of opinion that it was not within the competence of a Delimitation Commission, appointed under that Convention, to modify the boundary to an extent sufficient to remove features which were regarded as being unsatisfactory.

The Council decided to set up a Commission to collect full information on the spot and to make such suggestions as might assist it in taking a final decision.

The Council, in January 1932, at the request of the British and French Governments, approved an agreement concluded between them on October 31st, 1931, concerning the Syrian-Jebel Druse-Transjordan frontier. In view of the importance of an immediate settlement of the question, the Council took the view that it was not essential previously to refer the matter to the Permanent Mandates Commission, whose opinion would in other circumstances have been requested.

#### ECONOMIC QUESTIONS.

##### ECONOMIC RELATIONS IN EUROPE.

The Economic Committee was instructed by the Assembly in 1931 to study, on the basis of the preparatory work done by the Secretariat and the observations submitted by Governments, the possibility of securing closer economic relations between the countries of Europe.

The Committee has not so far been able to do more than hold a preliminary discussion on the subject, as several Governments have not yet indicated their views. It has, for the moment, arrived at only one definite conclusion — namely, that the present situation is of such an exceptional character that it is perhaps premature to contemplate any plans for the future, pending a return of international trade to more normal conditions.

##### INFLUENCE OF THE ECONOMIC AND FINANCIAL DEPRESSION ON INTERNATIONAL TRADE.

The Economic Committee devoted a large part of its sessions in October 1931 and January 1932 to the disturbances caused by the world economic depression to international trade and, in a report to the Council in October 1931, it dealt, in particular, with the safeguarding and defensive measures adopted by States in order to meet the present difficulties.

The public authorities of certain countries have found it necessary to intervene in various spheres of commercial and financial activity of importance to their foreign relations. They restrict imports in an attempt to redress the balance of payments and make efforts to ensure a surplus of foreign currencies in order that their financial obligations towards foreign countries may be met. They bring under control the trade in foreign currencies, with a view to preserving them either for the support of their own currency or for the purchases which are considered to be most useful to the national economy. Countries the monetary situation of which has remained relatively strong also take restrictive measures on the ground that a general decrease in purchasing power and a depreciation of currency are restricting their markets, while, at home, sales at low prices, effected by countries in financial difficulties, swell their imports to an abnormal extent and threaten them with an extension of unemployment.

The general introduction of import prohibitions and restrictions and the establishment of monopolies or a control of dealings in foreign exchange tend to make commercial relations precarious and unstable and, if generally introduced, must ultimately paralyse international trade. Restrictions become increasingly more severe and, as between countries which apply them, tend to be mutually destructive. Such measures are admittedly regarded by the countries taking them as at the moment imperatively necessary and as being the only means of preventing a financial and economic collapse. If, however, they cannot be avoided, it is essential that they should be attended by precautions and guarantees calculated to limit their harmful effects as much as possible. A Government putting such measures into force to meet a critical

situation should, for example, previously consult the other Governments concerned, and the measures should be concerted with the States which are bound to feel their effects. Steps should be taken to prevent them from being diverted from their immediate purpose and constituting a form of indirect protectionism, and they should be regarded as essentially temporary.

The Economic Committee again emphasises the necessity of securing the utmost possible freedom of trade. It recognises, however, that it will only be practicable to secure greater freedom of circulation of goods, capital and services by restoring public confidence and urges that such a development is impossible until all uncertainty has been dispelled as to the solution of important international problems which are not all of an economic character.

The views expressed by the Economic Committee in October 1931 were repeated with greater emphasis in January 1932, when it definitely expressed the opinion that the general result of national measures to cope with the effects of the crisis was almost inevitably to prolong and seriously to aggravate it. The Committee pointed out that, in dealing with the complicated problems which had arisen between creditor and debtor countries, only two methods were available — action in the sphere of financial obligations towards foreign countries (debts) or measures designed to influence foreign trade (imports and exports). Though the economic crisis was largely due to the charges resulting from debts, particularly private debts, the countries affected were turning their attention almost exclusively to measures intended to influence foreign trade. The different States were still endeavouring, by regulating foreign exchanges, to protect their national currency and credit, and still making efforts to protect national production against the import of cheap goods. The debtor countries were bound to restrict their imports and to increase their exports. The creditor countries found that their credits and their exports were alike endangered by these proceedings and were driven to take counter restrictive measures. The resulting situation was a paradox: the creditor countries, soundest financially, should, on financial grounds, encourage exports from the debtor countries, since the debtor countries could only find the means necessary to meet their obligations by increasing their trade. Nevertheless, the creditor countries were setting up barriers against foreign imports and thus depriving their debtors of the capacity to pay.

The Economic Committee, in these circumstances, realising that the financial interests of the different countries are often utterly at variance with their economic interests, finds itself unable to put forward any useful suggestions for trade policy until there has been a settlement of international financial obligations. It points out that a continuation of the present conditions must inevitably place the creditor countries in a serious dilemma. Either they must lower barriers to imports from debtor countries or expect to see the prospects of recovering their debts correspondingly reduced.

#### ENQUIRY INTO THE INTERNATIONAL SITUATION OF CERTAIN BRANCHES OF PRODUCTION.

The Economic Committee, continuing its enquiry into the international situation of certain branches of production, has organised consultations of experts to consider the situation in respect of coal, timber and hops.

The coal experts, including representatives of Governments, employers, workers and the consuming countries, met in January and emphasised the urgent necessity for an international coal agreement.

The experts in timber, consulted in April 1932, expressed themselves in favour of some regulation of exports and, as a result of their meeting, representatives of the exporting countries in northern Europe opened negotiations on a commercial basis. It was hoped that an agreement between these countries would pave the way to a general agreement between all the exporting countries of northern and central Europe.

The experts on hops, who met in February 1932, were in favour of developing and regulating the cultivation of hops and were of opinion that the constitution of an International Hops Bureau would make it possible to strengthen relations between the producers in the various countries on a really international basis.

#### AGRICULTURE.

The Economic Committee, after consulting its agricultural experts, has decided that, in present circumstances, it would not be opportune to call together a conference of agriculturists with a general agenda and that, for the moment, studies of agricultural products should be confined to exploring the possibility of international agreement in respect of special commodities.

#### CUSTOMS NOMENCLATURE.

The Committee of Experts on the Unification of Customs Nomenclature has held four sessions since the Assembly in 1931, and the work entrusted to it by the Economic Committee in 1927 is now completed. The draft nomenclature, with explanatory notes, will be forwarded

to the Governments of all the States Members and non-members of the League for their consideration and comments. The experts, after reviewing the observations of the Governments, will give to the draft nomenclature a final form for immediate practical application.

#### INTERNATIONAL INDUSTRIAL AGREEMENT.

The Economic Committee has continued its study of the economic aspects of international industrial co-operation. A review of the economic aspects of several international industrial agreements, published by its experts in the autumn of 1930, was followed, in the autumn of 1931, by a general report on the subject. The experts analyse the various forms of industrial agreements which have been concluded and discuss their effects both on the industries which have formed a trust and on the consumers and workers. They also deal with the relations between such agreements and tariff policy and their relation to public authority.

#### PROCEDURE FOR THE FRIENDLY SETTLEMENT OF ECONOMIC DISPUTES BETWEEN STATES.

The Economic Committee was instructed by the Assembly in 1930 to submit definite suggestions with a view to the constitution of a permanent organ of conciliation and arbitration for the settlement of all disputes of an economic nature arising between States. The Committee in January 1932 submitted a report to the Council in which, after describing the present system of bilateral and international agreements for the pacific settlement of disputes, it declared itself nevertheless in favour of providing States with a possibility, if they so desired, of recourse to a procedure which, while it would not affect rights and obligations arising under existing agreements, would be elastic, rapid and simple to the desired degree.

The Committee suggested the appointment by the Council of a body of experts from whom the parties might at any time freely elect persons to whom they would entrust their economic disputes, either by arbitration or conciliation. The Council in January 1932 approved the scheme and decided to place at the disposal of the Members of the League a body of experts prepared to act on the request of any States which might wish to avail themselves of the procedure.

#### BRIBERY AND UNFAIR PRACTICES.

The Council in January 1932 considered a report of the Economic Committee embodying the results of its enquiries into the possibility of eliminating unfair commercial practices and resort to bribery as a means of competition. The Committee observed that many countries had already adopted legislation on the subject, but that, if the campaign against bribery was to become effective, it would be necessary to secure the co-operation of commercial and industrial circles and the education of public opinion.

The Council has communicated the report to the various Governments, in order to obtain further information on the subject and to ascertain their views on the possibility of framing an international Convention to secure protection from unfair forms of competition for the nationals of the contracting parties.

#### CONVENTION FOR THE REGULATION OF WHALING.

A draft Convention for the regulation of whaling, prepared by the Economic Committee, was examined by a special Committee of Experts during the twelfth session of the Assembly in 1931 in the light of the observations submitted by the Governments concerned. The final draft of the Convention was approved by the Assembly on September 24th, 1931, and opened for signature.

The object of the Convention is to prohibit the capture or killing of certain species of whales which have become extremely rare and to secure the fullest possible use of the whales whose capture continues to be authorised.

On March 31st, 1932, the date on which the period during the Convention remained open for signature expired, it had been signed on behalf of the following countries: Albania, Australia, Belgium, Canada, Colombia, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain and Northern Ireland, Greece, India, Italy, Mexico, The Netherlands, New Zealand, Norway, Poland, Roumania, the Union of South Africa, Spain, Switzerland, Turkey, the United States of America and Yugoslavia.

#### ECONOMIC INTELLIGENCE SERVICE.

The *Statistical Year-Book of the League of Nations* for 1931-32, published in June, contains for the first time indices of the world production of raw material of foodstuffs established by the League of Nations, a table on balances of payments of some thirty countries expressed in dollars and detailed statistics showing conditions of unemployment and employment by industries.

*The Review of World Trade, 1930*, published in December 1931, describes the main tendencies which have prevailed since the beginning of the economic depression in 1929.

*International Trade Statistics, 1930*, published in April 1932, covers the years 1928 to 1931 and contains the detailed trade statistics for sixty-four countries.

*Balances of Payments, 1930*, published in June 1932, includes an analysis of capital movements in 1931.

*The Review of World Production, 1931*, covers the period from 1925 to 1931, and the *Memorandum on Commercial Banks*, published in 1932, gives for the first time in a single volume a scientific analysis of the development of commercial banking in the world as a whole and of the position of the banks in each country.

The Economic Intelligence Service has under preparation a *World Economic Survey, 1931-32*, which will be published in August. It presents in a popular form a description and an analysis of world economic developments during the past ten years.

## ECONOMIC AND FINANCIAL CRISIS.

RESOLUTION ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE ON APRIL 30TH, 1932.

The Director of the International Labour Office, on May 5th, 1932, forwarded to the Secretary-General the text of a resolution adopted by the International Labour Conference at its sixteenth session. The International Labour Conference desired that the attention of the Council of the League of Nations and of all the Members of the International Labour Organisation and of the League should be drawn to the following suggestions :

(1) That Government delegates authorised to that effect should be given instructions to draw up a list of big international public works for economic equipment and for national works on a large scale calculated to encourage the general economic development of the countries concerned, to make the financial arrangements necessary for that purpose and to arrange for the works to be undertaken without delay ;

(2) That the League of Nations and the International Labour Organisation should be invited to the Conference convened at Lausanne to settle the problem of reparations and other international political debts ;

(3) That States should take joint action to settle the general problems of currency and credit and to lay the foundations for a stable international monetary system ;

(4) That the problems of production and international trade should be examined by Governments in collaboration with delegates appointed by organisations of employers and workers in various countries for the purpose of concluding such international conventions as might ensure a resumption of economic activity.

The Council, on May 21st, 1932, noted the resolution adopted by the International Labour Conference and referred it to the Assembly. It requested the Committee of Enquiry on Public Works and National Technical Equipment<sup>1</sup> to accelerate its proceedings and declared that the various League organisations would be at the disposal of the Lausanne Conference, should it express a desire for their assistance.

The Council further decided to lay before the Assembly the question of the summoning of a world conference to consider problems of international production and trade with a view to the conclusion of international conventions, and instructed the Secretariat to make the necessary preliminary investigations.

## FINANCIAL QUESTIONS.

### *General Observations.*

The Financial Committee of the League has, since the last Assembly, been fully occupied with the constantly increasing difficulties created by the world depression for States which have in the past reorganised their finances with the aid of the League. The Committee has held four sessions since last September, extending altogether over a period of more than two months.

The Committee observed, in September 1931, that the causes and circumstances of the present crisis were radically different from those prevailing at the time when the League undertook its various schemes of reconstruction. Former difficulties had been due to local inflation and rising money prices. The existing difficulties, on the contrary, were due to a fall of money prices in all parts of the world, with a consequent increase in the real value of money wages and in the burden of money debts, aggravated by decreases in the profits of enterprise. The Committee emphasised that, though individual methods of restriction in particular countries were undoubtedly necessary, a successful solution of present difficulties must depend upon an early solution of the general world price problem, which was equally pressing in all the great primary producing countries.

The Committee, while devoting special attention to the problems of individual States, has since repeatedly reverted to the importance of dealing promptly with the general financial

<sup>1</sup> See under Public Works, page XXII.

problem, and the measures which it has recommended in particular cases have been put forward in the hope that the interested Powers would shortly be able to settle the major financial questions and, more particularly, the question of political debts.

In March 1932, of the four countries with which the League had been particularly concerned, Austria had already been compelled to arrange for a *Stillhalte* covering the principal of most of her banking debts, Hungary had declared a moratorium of transfer on the great bulk of her external obligations, both public and private, while Greece and Bulgaria had declared their inability to meet in full the service of their foreign debt in foreign currencies. The fundamental causes of these failures were not to be sought in defects of internal administration or policy, but were owing to a collapse in world prices which had, in respect of raw materials and foodstuffs, fallen since 1928 by approximately 40 per cent, while the burden of fixed charges on producers of such commodities had increased by some 70 per cent.

The Financial Committee urged that it was of paramount importance for creditor States to take prompt steps to remove the barriers established to the detriment of countries which had been forced to adopt temporary measures for the control of their currencies, and it recommended, as an immediate and specific measure, a system of secured loans to be placed at the disposal of certain Governments requiring financial assistance. The desirability of establishing closer economic relations in Central Europe at the earliest possible moment was emphasised. Finally, the Committee submitted to the Council considerations regarding the action which should be taken by a country which could not meet its foreign obligations, at the same time warning the debtor States against taking steps which might in the future do irreparable harm to their credit.

The Council, on May 21st, 1932, requested the Financial Committee to appoint a delegation to consider, with the assistance of Government experts, the financial problems raised in the general section of its report with a view to the submission of specific proposals at a later date.

#### *Austria.*

A request that the Council should examine the economic and financial difficulties of Austria was forwarded to the Secretary-General by the Austrian Government on August 7th, 1931, and the Financial Committee, in September 1931, examined the position with the assistance of the Federal Chancellor.

The Chancellor enumerated the measures which he intended to take to remedy the situation. They included an immediate reduction of expenditure with a view to substantially decreasing the deficit estimated for the current financial year, a substantial reduction of the budget expenditure for 1932, the constitution in 1932-33 of a margin of supplementary receipts for the redemption of the floating debt, the restoration of financial equilibrium of the railways and postal services, a reduction in the expenditure of local administration, a revision of banking legislation and continuous co-operation between the Austrian Government and a representative of the Financial Committee in Vienna.

The Financial Committee, in January and March 1932, noted that the Austrian Government had given effect to most of the items of its programme. In the absence of external assistance, however, the situation in regard to the supply of foreign exchange had grown steadily worse, and the Federal Government, in May 1932, was contemplating a suspension of the transfers for the service of its external debt. The Federal Chancellor called the attention of the Council and of the Financial Committee to the seriousness of the situation, and the Council, meeting on May 21st, 1932, decided to refer the communication of the Federal Chancellor to the meeting between Government representatives and the delegation of the Financial Committee to which allusion has already been made. It addressed an earnest appeal to the Austrian Government to do all that lay in its power to avoid a failure to meet its obligations.

#### *Hungary.*

The Hungarian Government applied to the Council in September 1931 requesting that the financial position of the country should be examined by experts, and the Financial Committee, deciding that enquiry on the spot was indispensable, sent a special delegation to Budapest in October 1931. The Financial Committee itself met in special session in Budapest from October 16th to October 22nd.

The Committee, in its report to the Council, deals with the budget, the national debt, the indebtedness of Hungary to foreign countries, the trade balance and the banking position.

The Hungarian Government undertook further to reduce its budget expenditure, so that the deficit for the current financial year might not be increased, and strictly to balance the budget for 1932-33. It asked that a representative of the Financial Committee should be appointed in Budapest to assist it in framing a detailed programme of budget economies and administrative reforms. It further undertook to exercise very strict control over foreign, public and private loans.

The service of the foreign indebtedness of Hungary amounts to some 300 million pengő annually. The trade balance, on the other hand, has been seriously affected by the general fall in the price of wheat and other Hungarian exports. Hungary has increasing difficulties



in obtaining fresh credit and credits previously obtained have been partially withdrawn. The reserves of the National Bank have therefore steadily decreased.

Towards the end of the year, the Hungarian Bank was obliged to issue a decree providing for the partial suspension for twelve months of transfers in foreign exchange for debt service. The Financial Committee recognised that, in the circumstances, it was difficult for Hungary to find any alternative to this very serious measure. Negotiations, moreover, are in progress with foreign creditors for the conclusion of *Stillhalte* agreements. The Committee, recognising that such steps can only be regarded as provisional, has, with the approval of the Council, intimated its readiness to facilitate a final settlement of the long-term debts of which the transfer has now been suspended by appointing one or more persons of international experience to work with the Hungarian Government with a view to bringing about an agreement between all the parties concerned.

#### *Bulgaria.*

The Bulgarian Government, in January 1932, asked the Financial Committee to send one of its members to Sofia. The Council authorised the Committee to accept the invitation and the results of the enquiries conducted at Sofia were communicated to the Financial Committee in March 1932. The Committee examined, in particular, the transfer and budget problems.

The reserve of the National Bank fell in 1931 from 2,248 million leva on January 1st to 1,768 million leva on December 31st. Bulgaria, having no invisible exports, has to rely almost entirely on her commercial exports for procuring foreign exchange. Her principal markets in Central Europe are, however, gradually being closed. Meanwhile, the service of the Bulgarian public debt during 1931 has involved an average monthly transfer of 91 million leva.

The Committee, faced with this situation, decided that the Bulgarian Government would be justified in reducing by 50 per cent, during the six months April to September 1932, all transfers in respect of its external public debt, the portion not transferred being paid to the National Bank in leva to a blocked account. The Committee was also of opinion that restrictive action was necessary with regard to private debts.

The Council, on April 15th, 1932, indicated that it was for the Bulgarian Government to come to an agreement with the bondholders, who were alone competent to consent to any waiving of their rights. The Bulgarian Government immediately suspended the transfer of half the service of all its foreign debt, and the trustees for the loans issued under the auspices of the League in 1926 and 1928, and the establishments which had issued the loans, protested to the Bulgarian Government and to the Council. The Council, on May 21st, 1932, referred the question back to the Financial Committee.

The enquiries at Sofia included a study of the budget position, and the Financial Committee came to the conclusion that a complete plan of reform was necessary. The probable deficit for 1932-33 was estimated at about 1,300 million leva, to be reduced by steps under consideration by the Government to some 300 million leva. The Committee was of opinion that the budget should be balanced at all costs, and recommended the strict application of a system of monthly budgets.

The Committee, in January, noted that the work done for the settlement of refugees in Bulgaria was practically terminated. A total of 31,057 refugee families had been settled on a total area of 107,788 hectares; 10,203 houses had been constructed, the majority including a complete set of farm buildings. Moreover, 6,947 families had been settled in the houses left vacant by Greek emigrants.

#### *Greece.*

The Greek Government and the Bank of Greece invited the Financial Committee to send one of its members to Athens in January 1932, and the Council authorised that arrangement on January 29th, 1932.

The enquiry at Athens revealed that there was a large prospective budget deficit for the year 1932-33, and that there was a steady and increasing fall in the foreign exchange resources of the Bank of Greece. The most urgent and difficult problem appeared to be that of transfer, and the Committee was of opinion that it was not possible in present circumstances for the Greek Government to continue to transfer the whole of the funds necessary for the service of its external debt. It accordingly supported a proposal of the Greek Government for the suspension of the transfer of the amortisation payments in respect of the external Greek loans, recommending that the drachmæ amounts on account of amortisation should continue to be paid into an account opened with the Bank of Greece.

The Council, meeting on April 15th, heard a statement from the Greek Prime Minister to the effect that the Greek Government was obliged temporarily to suspend, not only the amortisation of its external debts, but also the transfer of the sums necessary to meet the interest. The amount in drachmæ needed for this service would be temporarily paid into a blocked account with the Bank of Greece and would bear interest for the benefit of the holders.

The Greek Government has since that date, without communicating with the bondholders, suspended the transfer of all sums required for its foreign loans. The representative of the United Kingdom, supported by the French representative, submitted a protest to the Council on May 21st, and the Council urged upon the Greek Government the necessity of making every effort to comply with its obligations.

## TRANSIT QUESTIONS.

### THE FOURTH GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT.

The fourth general Conference on Communications and Transit met at Geneva from October 12th to 24th, 1931. Forty-three States were represented and numerous international organisations also took part in the work.

The Conference, approving the work done by the Advisory and Technical Committee for Communications and Transit since 1927, adopted two resolutions requesting the Committee to continue its enquiry into the possibility of introducing a negotiable transport document for the international transport of certain goods by rail over certain routes and to study, in collaboration with the interested Governments, any measures calculated to remove such barriers to maritime navigation as had been, or might in the future be, brought to its notice.

The Conference further renewed the membership of the Committee by the appointment of the following States: the Argentine Republic, Belgium, China, Cuba, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain and Northern Ireland, Hungary, Italy, Japan, Poland, Portugal, Spain, Switzerland and Uruguay.

The Conference adopted a recommendation concerning measures to be taken in the event of a serious interruption of transit routes. It urged that States with means of transport which might be of help in establishing traffic temporarily in place of interrupted traffic should co-operate, each within its own territory, for that purpose.

Finally, the Conference dealt with the question of calendar reform. It examined the expediency from the economic and social point of view of fixing moveable feasts and simplifying the Gregorian calendar. The question had been studied in advance by a preparatory committee and by a large number of national committees in the different countries. The Conference adopted an Act embodying a declaration that the signatories were of opinion that the common good called for the stabilisation of moveable feasts. The majority of the Governments at the Conference pronounced in favour of fixing Easter for the Sunday following the second Saturday in April. The Council was requested to bring this recommendation to the notice of the religious authorities and to notify the Governments before April 30th, 1932, of any views expressed by them and any action which they might propose to take.

The majority of the delegations to the Conference were of opinion that the present was not a favourable time to proceed with the simplification of the Gregorian calendar. It asked the Advisory and Technical Committee to continue its efforts with a view to enlightening the public as to the advantages or disadvantages of calendar reform.

### WORK OF THE ADVISORY AND TECHNICAL COMMITTEE.

The Advisory and Technical Committee for Communications and Transit has taken steps to carry into effect the resolutions and recommendations adopted in November and December 1930 by the Conference for the Reform of River Law and, in March 1931, by the European Conference on Road Traffic. The subjects now under examination by the competent bodies include commercial road transport, light signalling for road traffic, signals to be made by officials directing traffic and by drivers of vehicles, proposals for a convention relating to attachment in river law and for a convention on assistance and salvage in river navigation.

### PUBLIC WORKS.

The Advisory and Technical Committee for Communications and Transit, in June 1931, set up a Committee of Enquiry on questions relating to Public Works and National Technical Equipment, and the Council, in September 1931, entrusted to that Committee the study of the question of large-scale public works for the reduction of unemployment and the mitigation of the economic crisis.

The Committee, which met for the first time in Geneva in October 1931, prepared a report on programmes for large-scale public works, and invited Governments to send to the Secretary-General such schemes as they might be contemplating. Experts were subsequently appointed by the Committee to make a preliminary examination of the schemes received from the Governments, and the Committee, at a second session, held in March and April 1932, discussed the criteria to be applied in passing judgment on the schemes submitted. It decided that the three main points to be kept in view were the value of the schemes as a relief for unemployment, the productivity of the public works suggested, and their international interest.

The Committee, in a report to the Council in May 1932, declared its approval of certain schemes and expressed its desire to examine other proposals. The Council requested the Committee to continue its work.

#### ASSISTANCE AFFORDED BY THE TRANSIT ORGANISATION TO THE CHINESE GOVERNMENT.

The Advisory and Technical Committee authorised its Chairman, in 1931, to appoint experts to advise the Chinese Government on a proposal to regularise the Hwai River, on problems under consideration by the North China River Commission and on the technical aspect of the proposal for a Greater Shanghai Port development scheme. The experts in question have made a study of these proposals on the spot and are now back in Europe preparing a detailed report on their mission. The Chairman of the Advisory Committee has further appointed two engineers to assist the Chinese National Government in connection with the construction of roads and the formation of a national service of public works engineers.

#### LEAGUE WIRELESS STATION.

The construction of the building for the League Wireless Station was completed on September 1st, 1931, and the station began to be operated upon the opening of the Disarmament Conference in February 1932.

#### HEALTH QUESTIONS.

##### ECONOMIES EFFECTED BY THE HEALTH ORGANISATION.

The Assembly, in 1931, decided that the budget of the Health Organisation for 1932, as compared with that of the previous financial year, should be reduced by 24 per cent. The Health Committee accordingly found it necessary this year to cancel its spring session. The Committee noted that the reduction in its budget was due to exceptional circumstances and expressed the hope that the credits allotted in future would be sufficient to enable it to carry out the work entrusted to it by the Council and by the Assembly.

##### APPEAL BY THE LEAGUE ON BEHALF OF THE VICTIMS OF FLOODS IN CHINA.

The Assembly, in 1931, issued an appeal on behalf of the victims of the floods in China, and the Council subsequently invited the Health Organisation to co-ordinate the international campaign against epidemics which had been rendered necessary.

The Health Section of the League, acting upon this invitation, addressed a letter to the Directors of National Health Administrations indicating the character of the contributions needed for a successful prosecution of the campaign. The Governments or certain State institutions of Belgium, Denmark, Egypt, Indo-China, the Netherlands, the Netherlands East Indies, Poland and Spain responded to the appeal and despatched sera, pharmaceutical products, field laboratories and medical staff to China. The Governments of Canada, Norway, Spain, Sweden, and Yugoslavia offered anti-typhoid and other vaccines, which were not, however, required. Liberal contributions in material, staff and transport facilities were made by the Japanese Government, but, in September 1931, the Chinese Government declined any further offers from that source. The Health Organisation has helped in organising refugee camps and in combating epidemics in China, and from the middle of September to the end of December 1931 the Medical Director acted as technical adviser to the National Flood Relief Commission. An appeal has been made for further supplies of sera, chemical and pharmaceutical products and field bacteriological laboratories, and steps have been taken by the Health Organisation to meet this request.

##### CO-OPERATION WITH THE GOVERNMENTS OF VARIOUS COUNTRIES IN PUBLIC HEALTH MATTERS.

The Chinese National Government is proceeding with the scheme of public health reorganisation submitted to the Council in May 1930. The national quarantine service, established last year at Shanghai and Amoy, is now working in the ports of Hankow, Nankin, Swatow, Newchang and Antung. It will shortly be extended to the ports of Tientsin, Tsintao and Chingwangtao. Several sections of the Central Field Health Station, inaugurated in May 1931, have begun work, including the sections dealing with school health and physical education, maternity and child welfare, parasitology and malariology, sanitary engineering and propaganda. The campaign against cholera and smallpox in the Shanghai area is being actively pursued.

The Health centre at Athens, established by the Greek Government on a plan drawn up in concert with the Health Organisation, is now in full working order. In particular, the School of Hygiene, which forms one of the divisions of the centre, has been working since March 1931 and has successfully prepared candidates for the public health diploma, who now occupy posts in the Greek health administration. The divisions dealing with malariology and sanitary engineering are also actively at work.

The Council has invited the Health Committee and the Economic Committee to consider a request, received in March 1932, from the Government of Chile, for the co-operation of the technical organisations of the League in a study of the problem of popular nutrition in that country. The Council has requested the Government of Chile to forward to the Health Committee and the Economic Committee such information as may be necessary for a preliminary examination of the question.

#### RURAL HYGIENE.

The European Conference on Rural Hygiene, held in July 1931, established a programme of international studies dealing with the training of health visitors and sanitary engineers, the cost of medical and health services in rural districts, the milk supply in country districts, the anti-fly campaign, the epidemiology of typhoid fever and methods of analysing drinking water and waste water. The Health Organisation, entrusted with the study of the first item on the programme, is also co-ordinating the enquiries into the other subjects, which have been entrusted to various institutes and schools of hygiene in Europe. It is hoped that these enquiries will be sufficiently advanced to justify a meeting this year of the staffs of the institutes concerned, with a view to preparing general reports and conclusions.

#### WORK OF THE REPORTING COMMITTEES AND TECHNICAL COMMISSIONS.

The Health Committee has appointed committees to report on the present state of practice and knowledge in certain branches of public health and social medicine. A reporting committee on maternal welfare and hygiene of infants and children of pre-school age submitted its conclusions to the Health Committee in October 1931, and, during 1932, committees which have been asked to report on the welfare of children of school age and the campaign against tuberculosis and venereal diseases will also complete their work.

The Commission for the Study of Treatment of Syphilis will complete in 1932 an enquiry which has involved the sifting of 25,000 individual case records.

The Malaria Commission has continued its investigation of malaria in deltas and carried out an enquiry into the geographical distribution of malaria and the world requirements of quinine. Seventy States, colonies, protectorates and mandated territories have furnished information in regard to their quinine requirements, and it is hoped that ultimately a Government conference may be convened to deal with the various aspects of the problem. International courses in malariology, held this year at Paris and Rome, will be followed by courses of field work in Spain, Italy and Yugoslavia.

The Opium Commission published, in October 1931, a recapitulatory list of all preparations which do not come under the International Convention of 1925, and the list has been communicated to all States.

The Permanent Commission on Biological Standardisation is at present devoting its attention to the choice of a diphtheria prophylactic to serve as an international standard, the standardisation of diphtheria toxins used for the Schick test and the adoption of an international standard for oestrine.

The Commission on the Fumigation of Vessels completed its work by the adoption in April of a report analysing the various methods of clearing a vessel of rats by fumigation.

#### EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

The *Monthly Epidemiological Report* is now, for reasons of economy, issued as a periodical published every two months.

The annual meeting of the Advisory Council of the Eastern Bureau at Singapore, which should have been held in the spring of 1932, has been adjourned until 1933, and contact between public health administrations and the Eastern Bureau is, for the moment, secured by the Director of the Bureau, who keeps in personal touch with the heads of the administrations. The Director of the Bureau has, during the present year, visited China, Siam and the Netherlands East Indies.

#### QUARTERLY BULLETIN OF THE HEALTH ORGANISATION.

The material which had formerly to be consulted in the records of international conferences, minutes of committees and reports by experts will henceforth be published in a quarterly bulletin, where it will be more accessible and more widely distributed. The first number of the *Quarterly Bulletin* appeared in March 1932. It includes the resolutions adopted by the Conference of Experts on Immunisation against Diphtheria, a report on medical education in England, and on the milk supply in North American cities, a survey of tropical pneumonia, an analysis of the annual statistics relating to anti rabies treatment in Pasteur institutes, and a report on the campaign against epidemics in China.

#### INTERNATIONAL LEPROSY CENTRE AT RIO.

The Brazilian Government, in April 1931, offered to set up at Rio de Janeiro an international leprosy centre to be placed under the auspices of the League. The offer was accepted by the Council last September, and it is hoped that the centre will be able to start work early in 1933.

#### INTERNATIONAL SCHOOL OF ADVANCED HEALTH STUDIES.

In October 1930, the French Government offered to establish in Paris an international school of advanced health studies to be placed under the auspices of the League. The offer was accepted by the Council, and the Chamber of Deputies, on March 30th, 1932, passed a Bill providing for the establishment of the school. The Committee of organisation, set up at the request of the French Government, will make the necessary preparations to enable the school to begin work before the end of the year.

#### CO-OPERATION OF WOMEN IN THE ORGANISATION OF PEACE.

The Spanish delegation, on September 11th, 1931, submitted to the Assembly the following resolution on the co-operation of women in the organisation of peace :

“ The Assembly;

“ Convinced of the great value of the contribution of women to the work of peace and to good understanding between the nations, which is the principal aim of the League of Nations :

“ Requests the Council to examine the possibility of women co-operating more fully in the work of the League.”

The Council, on September 29th, 1931, decided as a first step to consult the women's organisations in order to ascertain their views upon the means of giving effect to the resolution. The Secretary-General was instructed, in giving effect to this decision, to ask the advice of the women's organisations regarding ways in which women might co-operate both at the Disarmament Conference and also in the general work of the League. The results of the first part of the enquiry have been submitted to the Bureau of the Disarmament Conference and the result of the second part will be submitted to the Assembly.

#### CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE.

The Assembly, in 1931, asked the Council to consider the possibility of studying, with the help of the Press, the problems arising from the spread of inaccurate information threatening to peace or to good understanding between nations. The Council, on October 2nd, 1931, suggested that a report should be submitted to the Assembly in 1932 dealing with the results of a conference to be summoned at Copenhagen by the Danish Government and with material assembled as the result of a consultation of the Press associations.

The Conference of Government Press Bureaux and Press Representatives met at Copenhagen from January 11th to January 14th, 1932. Thirty-four Governments, eleven Press agencies and three international journalists' organisations were represented. On the question of false information, three committees of the Conference, consisting respectively of the directors of Government Press bureaux, the representatives of Press associations and the international journalists' associations, arrived at separate conclusions. The Council, during its session in January 1932, noted that there was nevertheless a certain community of ideas between the directors of Government Press bureaux and the representatives of the Press.

The consultation of Press associations has been carried out in sixty-five countries Members or non-members of the League, and the Information Section of the Secretariat of the League has approached eighty-nine associations in Europe. Overseas the consultation has been arranged, as far as possible, through the official Press bureaux or other qualified bodies, which have been asked to communicate with the Press associations in their several countries. It is not yet possible to submit a complete survey of the results of the consultation.

#### THE LEAGUE OF NATIONS AND CHINA.

The National Economic Council, set up by the Chinese Government “ to accelerate economic reconstruction, improve the means of livelihood of the people and to regulate national finances ”, met for the first time at Nankin on November 15th, 1931. It appointed sub-committees on industry, agriculture, banking, communications, education and health and set up a permanent technical secretariat to supplement the normal machinery of the individual ministries. A programme known as the three-year plan was established. Attention is to be concentrated on urgent work practicable during the next few years. The plan covers land reform and agriculture,

the organisation of a technical civil engineering station in Nankin for the training of civil engineers, a scheme of harbour development in the area of Greater Shanghai, road-making, land reclamation schemes, the reform of education, industrial development, financial policy and problems of public health and medicine.

Reference is made elsewhere<sup>1</sup> to the special assistance rendered by the several technical organisations of the League in carrying the plan into effect. Co-operation with the National Economic Council is maintained by the constant presence in China of a Director of one of the technical sections of the Secretariat. The Director of the Health Section was relieved in December 1931 by the Director of the Transit and Communications Section.

#### REQUEST OF THE LIBERIAN GOVERNMENT FOR ASSISTANCE.

The Council, in January 1931, appointed a committee to enquire in what practical manner it would be possible to assist the Liberian Government to give effect to the recommendations and suggestions of the International Commission of Enquiry set up, in the autumn of 1929, by the Government of Liberia, to examine whether forced labour and slavery existed in that country.

The Committee of the Council decided to send to Liberia three experts with general competence in matters of general administration, finance and public health. The experts reported to the Council in September 1931, recommending certain reforms and proposing that the Liberian Government should obtain the services of qualified foreign specialists to be chosen by the League and to be given executive power by Liberia. They stated, however, that the present financial resources of Liberia were inadequate to cover the cost of a programme of assistance and suggested that the necessary funds should be obtained by negotiations with two American groups with important interests in Liberia.

The Committee of the Council, reviewing the report of the experts in May 1932, recommended that the Government of Liberia should engage foreign specialists for administration and for the public health services. It should retain the financial adviser appointed under the loan contract into which it had entered with one of the American groups, to which reference has already been made, and a Chief Adviser appointed by the League of Nations should be attached to the Central Government, appeal lying to the Council of the League should any difficulties arise in the application of the plan of assistance.

The Committee of the Council proposed that an agreement should be sought with the American groups concerned on the basis of these recommendations.

The Committee was informed during its session of hostilities which had taken place in the Kroo region between the tribes and the frontier force, resulting in loss of life. It unanimously recommended the Council to send to the Kroo region a representative to secure the pacification of the Kroo tribes, and the Council, in agreement with the Liberian Government, adopted that recommendation on May 21st, 1932.

#### PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

##### TRAFFIC IN WOMEN AND CHILDREN.

The Committee on Traffic in Women and Children held its eleventh session from April 4th to April 9th, 1932. The principal efforts of the Committee during the past year have been directed to securing new accessions to the Convention of 1921 on the traffic in women and children and studying possible amendments to the Conventions of 1910 and 1921 with a view to strengthening their provisions.

The Committee has for several years studied the question of eliminating the age-limit prescribed in the two Conventions of 1910 and 1921, which provide for the punishment of anyone who, in order to gratify the passions of another person, has procured, enticed or led away, with or without her consent, a person under the age of twenty-one years for immoral purposes; the Conventions also aim at suppressing the traffic in women over age, whenever the trafficker has used fraud, violence, threats or any other method of compulsion, or has committed an abuse of authority. It is now proposed that the traffic in women be a punishable offence, even if the women are over age and freely consent to their exploitation. The Committee has asked the Council to approach Governments with a view to obtaining the introduction of the necessary modifications in their national legislations and in the two Conventions.

The draft Protocol of the Convention of 1921 providing for the punishment of souteneurs, drawn up by the Committee on the Traffic in Women and Children in 1931, was thereafter submitted to the Members of the League and parties to the Convention for their observations.

The Committee examined, during its session in April, the possibility of establishing closer contact between the Secretariat and the central authorities established by the various Governments under the Agreement of 1904 on the traffic in women and children, and of organising an international central information bureau for such questions at the seat of the League. It also recommended that the organisation of the central authorities and the possible extension of their powers of action should be examined by the Governments concerned.

<sup>1</sup> See Pages XXIII and XXX.

The Committee observed that a large number of States did not yet send annual reports regularly to the Secretariat. A revised questionnaire has been sent to Governments, in the hope that fuller and more accurate information may henceforth be obtained.

The Committee of Enquiry into the Traffic in Women and Children in the East has completed its task. The travelling commission has returned to Geneva and is preparing its report which, under the decision of the Council on May 14th, 1930, will be examined by a Committee of Government delegates before being submitted to the Council or to the Assembly.

#### CHILD WELFARE.

The Child Welfare Committee held its eighth session at Geneva from April 9th to April 15th, 1932, and submitted its report to the Council on May 18th, 1932.

The Committee considered various means of improving the position of illegitimate children and, among other methods, studied the question of social insurance and official guardianship. It continued its study of the question of special jurisdiction for minors, and, in particular, the organisation and working of children's courts. It further drew up a questionnaire which will be used for collecting material relating to institutions for erring or delinquent minors. It renewed its declaration of the previous year to the effect that all confinement in prisons should be absolutely excluded in the case of delinquent children.

The Child Welfare Committee, in 1931, asked the Council to set up a special committee consisting of experts nominated by Governments with instructions to examine the question of assistance to destitute foreigners and the execution in foreign countries of maintenance orders. The Council has invited the following countries to appoint experts: the Argentine, the United Kingdom, Canada, Denmark, France, Germany, Hungary, Italy, Japan, the Netherlands, Poland and Switzerland. The date on which the Committee will meet has not yet been decided.

#### CONSTITUTION AND METHODS OF WORK OF THE ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

The Advisory Commission, on the invitation of the Council, examined, in April 1932, certain questions concerning its own statute and composition. It was unanimously agreed that the time had come to reconsider the constitution and methods of work of the Commission, and a special committee was appointed to undertake a preliminary study of the matter. It was agreed that the Commission needed for its work Government delegates familiar with the views of the various administrations concerned, representatives of public opinion through the intermediary of international voluntary organisations, and experts in the questions under consideration.

#### PENAL AND PRISON QUESTIONS.

Standard Minimum Rules for the Treatment of Prisoners, drafted by the International Prison Commission, were referred by the Assembly, in 1930, to the Governments of States Members and non-members of the League for consideration, and the Assembly, in 1931, instructed the Secretary-General to forward to the International Penal and Prison Commission the replies and observations received from the Governments with a view to a revision of the original text. The International Penal and Prison Commission has not yet submitted its views.

The Assembly further instructed the Secretary-General to ask certain international organisations "in what manner the assistance of the League of Nations might be of value with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime". The representatives of the organisations consulted met at Geneva from May 8th to May 10th, 1932, with a view to reaching common conclusions. They unanimously adopted a resolution declaring that the League of Nations might afford very valuable assistance in the progressive unification of criminal law and indicating the questions of criminal law which might be the subject of unification, as well as the methods whereby the League might assist in efforts for the prevention and repression of crime.

It was urged that the activity of the League of Nations in this field did not call for the creation of any new bodies, since the League might co-operate with specially qualified institutions such as the International Bureau for the Unification of Penal Law, the International Penal and Prison Commission, the International Criminal Police Commission and the Howard League for Penal Reform.

The International Labour Office, invited by the Assembly to continue its studies upon work done in prisons, has published the memorandum on this question which it submitted last year to the Assembly.

## TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

### THE CONFERENCE ON THE SUPPRESSION OF OPIUM-SMOKING.

The Conference on the Suppression of Opium-smoking, which was convened in order to review the position in regard to the application of Chapter II of the Hague International Opium Convention of 1912 and of the Geneva Agreement of 1925, met, by invitation of the Siamese Government, at Bangkok from November 9th to November 27th, 1931. The following States were represented : the United Kingdom, France, India, Japan, the Netherlands, Portugal and Siam. The Government of the United States of America sent an observer. The Conference concluded an Agreement and a Final Act, which were signed at Bangkok on November 27th, 1931.

The Bangkok Agreement is supplementary to the Geneva Agreement of 1925. It provides that the retail sale and distribution of opium shall, in principle, take place only from Government shops. It prohibits persons under twenty-one years of age from smoking opium and from entering any smoking establishment. The High Contracting Parties agree to give a legal basis to the practice of selling prepared opium for cash only. The purpose of the Agreement is, in brief, to regularise the production, sale, distribution and smoking of opium in territories where the practice is temporarily authorised.

The Conference adopted a series of recommendations addressed to the Governments concerned and to the Council of the League. It suggested, among other things, that all possible steps should be taken to bring about an agreement for the effective limitation of the production of opium ; that the Governments of territories in which opium-smoking is temporarily authorised should examine the possibility of applying a system of licensing and rationing ; that all Governments should adopt some form of registration of opium-smokers ; that the Governments concerned should include in their policy a programme of development of medical and health services ; that special revenue and expenditure opium accounts should be forwarded annually to the League of Nations ; that the Governments should enforce the penalty of imprisonment against persons who are proved to be involved in the illicit traffic ; that the exchange of information and views between Governments regarding the illicit traffic should be extended to cover all matters of common interest in connection with the suppression of the practice of opium-smoking, conferences being held from time to time between the representatives of the services concerned ; that all Governments should make adequate provision for the treatment of addicts desiring to be cured ; and that arrangements should be made for enquiries into the physiological and psychological effects of opium-smoking on the individual.

The Conference felt it necessary, in a special declaration, to call attention to the difficulties which the illicit traffic in opium from China and Persia was causing to the Governments of Far Eastern territories in the discharge of their international obligations in regard to the use of prepared opium.

The results of the Conference at Bangkok were reviewed at length by the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs during its session from April 15th to May 4th, 1932. Several members of the Committee expressed their regret that the Conference had not led to more conspicuous results in the direction of the suppression of opium for smoking and urged that the Governments concerned should adopt a policy which aimed at making them independent of the sources of revenue which they derived from opium. The Chinese delegate and the United States observer stated that, in the opinion of their Governments, the only effective method of completely suppressing the use of opium-smoking was prohibition by law. The representatives of the countries parties to the Bangkok Agreement, on the other hand, emphasised that their Governments had performed their contractual obligations and were doing all in their power under existing conditions to suppress opium-smoking in their territories, pointing out that the Conference, after examining all the information at its disposal, had come to the conclusion that, as long as the production and export of raw opium was not subject to effective control and as long as opium was smuggled in large quantities into the territories in question, any further large-scale restriction of opium-smoking would merely have the effect of promoting the illicit traffic and illicit consumption.

### WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

The Advisory Committee held its fifteenth session from April 15th to May 4th, 1932. Its examination of the annual reports and statistics supplied by the Governments showed that there had been a remarkable reduction in the manufacture of drugs during the period 1928 to 1930 in the principal manufacturing countries, and that there had also been a considerable decrease in the export of drugs from France and Germany.

Under the Decree of March 20th, 1930, which came into force in France in September of that year, all industrial and commercial transactions in connection with narcotics are subject to an authorisation given by ministerial decree and subject to the report of a Commission



appointed for the purpose. The French Government is now contemplating the establishment of an office in Paris which will be responsible for centralising all information concerning the campaign against narcotics. The new regulations have already revealed several weaknesses in the previous system, and there is a case at present under investigation from which it appears that 2,374 kilogrammes of morphine and 2,210 kilogrammes of diacetylmorphine recently escaped into the illicit traffic.

The Advisory Committee noted with satisfaction that the control over the trade in narcotics has also been rendered more effective in Switzerland under a decree of January 17th, 1930, and that a new law on narcotic drugs came into force in Yugoslavia on January 1st, 1932.

The illicit traffic in manufactured drugs is now carried on mainly with North America, the Far East and Egypt. Several important States still do not give all the assistance desirable in tracing these transactions. The French Government has withdrawn licences from three factories and some dozen firms engaged in the drug trade, and licences have also been withdrawn by the authorities in Germany, Switzerland and Japan. The Advisory Committee again urges the closest possible co-operation between Governments in the investigation of illicit transactions and the movements of persons engaged in the traffic.

There has been a notable decline in the number of addicts in Egypt, and heroin is no longer imported into that country in bulk. There has also been a striking improvement in the situation in India regarding illicit imports of cocaine, and the Japanese Government is prepared actively to co-operate with the Indian Government with a view to achieving yet more satisfactory results. The delegate of India expressed some doubt as to whether there is yet in Japan an effective system of continuous control over the distribution of drugs from the factory to the consumer by way of the dealer. The Japanese delegate observed that the effect of the new regulations in Japan had not yet been felt to their full extent and that his Government will certainly amend them if it should prove necessary to do so.

The Turkish Government has decided to adhere to the Hague Convention of 1912, the Additional Protocol of 1914 and the Geneva Convention of 1925. The Advisory Committee expressed its satisfaction at this event. The adherence of Turkey to these instruments should ensure an effective control over the production, distribution and export of raw opium, which will in turn facilitate control over the manufacture of drugs.

The export of raw opium from Persia is now in the hands of a single person who holds an exclusive concession and is bound under his agreement with the Persian Government to obtain import licences from the country of destination for all quantities exported. In 1931, 1,700 chests, each containing 72.5 kilogrammes of raw opium, were nevertheless despatched to Vladivostok. The Persian delegate undertook to obtain details regarding the import certificates under which these consignments had been forwarded. The Advisory Committee noted that the Persian Government had decided to ratify the Convention of 1931 and hoped that this important step would be followed by the accession of Persia to the Conventions of 1912 and 1925.

The Advisory Committee, under decisions taken by the Council and the Assembly in 1931, was invited to consider the preparation of a Conference to investigate the possibility of the limitation and control of poppy-growing and of the cultivation and harvesting of the coca leaf. It decided to draw up two questionnaires, one for the opium poppy and another for the coca leaf, to be addressed to the Governments Members of the League of Nations, with a view to the collection of material which might serve as a basis for the work of the proposed Conference. The Council, in May 1932, requested the Advisory Committee to do everything in its power to hasten as much as possible the collection of the necessary information.

#### WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

The Permanent Central Opium Board submitted to the Council, in September 1931, its annual report embodying the conclusions it had drawn from its examination of the statistics communicated to it for 1930.

The situation in Turkey had caused anxiety to the Board during the greater part of 1930, and the position was considered in all its aspects by the Board at its sessions in January and April 1931, and again in August 1931 in the presence of a Turkish representative. The Board had no doubt that Turkey had, in 1930 and at the beginning of 1931, been a centre of the illicit traffic. The Turkish Government, however, had issued a decree in February 1931 for the control of narcotic drugs; one of the three drug factories at Istanbul was closed and the other two placed under strict supervision. The legal export of manufactured narcotic drugs from Turkey thereupon practically ceased, and the Board was informed that a draft law for the establishment of a monopoly in narcotics had been presented to the Turkish National Assembly.

The general statistics received for 1930 were very satisfactory in comparison with those of the previous year. They showed that there had been a considerable reduction in the total manufacture of morphine, in the conversion of substances not coming under the Convention and in the quantity of morphine available as such, while the total manufacture of cocaine had declined. The manufacture of diacetylmorphine had, however, increased, and the Board felt bound to draw attention to the fact that their statistics did not include any figures for Turkey, which was manufacturing drugs on a large scale, or from the Union of Soviet Socialist

Republics, which was known to be manufacturing cocaine from imported crude cocaine. The Board found that during 1930 some 4½ tons of morphine and heroin had escaped into the illicit traffic from France alone, while 1,300 kilogrammes of morphine and 4,200 kilogrammes of heroin had been exported from Turkey to countries which had declared that no import of drugs had been effected from Turkey during that period. Thus from France and Turkey alone at least 3,675 kilogrammes of morphine and 6,474 kilogrammes of heroin had passed into the illicit traffic.

The Board, during its session in January 1932, examined the Convention for the Limitation of the Manufacture of Narcotic Drugs, with reference to the duties which it was asked to undertake under that instrument. It noted that, since the quantity of narcotic drugs to be manufactured in future was to be limited to the requirements of each country for medical and scientific purposes, an examination of the statistics of consumption became of considerable importance and that, in comparing the consumption in the various countries, it was essential that a common basis should be found. It felt that to establish such a basis was beyond its competence and suggested that the question should be referred to the Health Committee.

## REFUGEES.

The Assembly, in 1931, adopted resolutions relating to the future work of the Nansen International Office for Refugees. The most important questions covered by these resolutions were the transfer of Armenian refugees to the Republic of Erivan, the evacuation of Russian refugees in China and the preparation of a convention for the protection of refugees after the winding up of the International Office.

The Governing Body of the Office held its fourth and fifth sessions in October 1931 and April 1932.

Some 4,750 refugees have been transferred from Greece to the Republic of Erivan; the refugees were well received, provided with temporary assistance and found employment in the various industrial and agricultural enterprises of the country. The Office is now considering the transfer from Bulgaria of 1,000 unemployed refugees who have received permission to enter Armenia.

The Mennonite organisations have been entrusted with the duty of evacuating about 800 refugees from Harbin.

Enquiries are being made with a view to the collection of such information as may be necessary to the Office for the preparation of a convention for the protection of refugees following its liquidation.

Some 15,750 refugees have been successfully established in agricultural colonies or urban quarters in Syria with the financial assistance of the French Government and various philanthropic organisations.

The accounts for the year 1931 show that, during the first nine months of its existence, the Office has spent for the benefit of refugees a total of 1,700,000 francs.

## INTELLECTUAL CO-OPERATION.

### CONSTITUTION AND PROGRAMME OF WORK OF THE ORGANISATION FOR INTELLECTUAL CO-OPERATION.

The Assembly, in September 1931, recognised the existence of the Intellectual Co-operation Organisation as comprising the International Committee on Intellectual Co-operation acting as an advisory body of the League; the Commission and Committees dependent upon it; the international Institute of Intellectual Co-operation as its executive organ; the Educational Cinematographic Institute; and the National Committees on Intellectual Co-operation.

The Council of the League, in January 1932, felt it necessary to consider whether some adjustment of the work of the Organisation was not necessary in view of the present economic and financial crisis. It adopted a resolution requesting the Committee on Intellectual Co-operation to consider, at its next session, what arrangements might be made for safeguarding the work of the Organisation during the period of financial restriction and decided to postpone until September 1932 any decision relating to the composition or renewal of the Committee.

The Committee on Intellectual Co-operation will meet in July 1932 and will frame proposals regarding its work for submission to the Council.

The work of the Permanent Committee on Arts and Letters and of the various Committees of Experts of the Organisation for Intellectual Co-operation will be reviewed by the plenary Committee in July.

### CO-OPERATION WITH THE CHINESE GOVERNMENT.

The Assembly and the Council, in September 1931, approved proposals submitted by the Committee on Intellectual Co-operation with a view to assisting the Chinese National Government in the reform of public education in China. A mission of educational experts

visited China from September 1931 to January 1932. The mission reached unanimous conclusions, and the statements of its members were co-ordinated at a meeting held in Paris in April 1932. The report of the meeting will be communicated to the Chinese Government, to the Committee on Intellectual Co-operation and to the Council of the League. Three European professors have been appointed to the University of Nankin.

**MORAL DISARMAMENT : ASSISTANCE RENDERED BY THE INTELLECTUAL CO-OPERATION ORGANISATION TO THE DISARMAMENT CONFERENCE.**

On September 17th, 1931, the Polish Government communicated to the Secretary-General a memorandum containing proposals for moral disarmament with a view to their discussion by the Disarmament Conference. Some of these proposals came within the scope of the work at present being undertaken by the Intellectual Co-operation Organisation and, in November 1931, the Executive Committee of the Organisation decided to place at the disposal of the Conference a full statement of its activities in the field of moral disarmament. Preliminary draft proposals for a convention on moral disarmament were prepared and submitted to the special Committee of the Disarmament Conference which had been appointed to deal with the matter. The proposals are at present under discussion by the Disarmament Conference. They include provisions dealing with the education of the younger generation, the co-operation of intellectual workers and the use of broadcasting and the cinema in the spread of information.

Work undertaken by the Intellectual Co-operation Organisation which may be described as coming within the field of moral disarmament includes : a special enquiry into the instruction of youth in the aims of the League of Nations, conducted by a Sub-Committee of Experts of the plenary Committee ; an enquiry into instruction in international relations as given in training colleges for teachers ; an enquiry addressed to institutes for the scientific study of international relations ; the possibility of producing and circulating educational films dealing with the work of the League ; and the revision of school textbooks.

**WORK OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.**

The work of the International Institute of Intellectual Co-operation, as the executive organ of the International Committee, will be reviewed by the International Committee in July. Among its activities during the current year may be included its work in connection with moral disarmament, the scientific study of international relations and higher education ; its organisation of meetings between international students' organisations ; and its enquiries into the following subjects : the promotion of contact between University Institutes devoted to the history of art and archæology, the revision of school textbooks, exchanges between the Universities, the creation of educational information centres in the various countries, the use of wireless for educational purposes, the co-ordination of scientific terminologies and of scientific bibliographies, the teaching of poetry and broadcasting of music, the publication of an international list of existing resources in recorded music and the creation of gramophone-record libraries in every country, the use of popular art in connection with the employment of workers of their spare time and the international protection of intellectual rights.

**INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.**

The Council, in January 1932, considered the report of the Governing Body of the International Educational Cinematographic Institute on the work of the Institute from October 1930 to October 1931.

The International Educational Cinematographic Institute has further developed its co-operation with other League bodies and bodies interested in the problem of educational films. It has continued its work with a view to preparing an international convention for the abolition of Customs duties on educational films.

The Institute is taking special interest in experiments in the use of the cinema either for general educational purposes or in connection with social education in the field of public health, agriculture or accident prevention. It has made a comparative study of laws relating to the cinema in various countries, particularly as regards the censorship of films and health regulations for cinema theatres.

**LEAGUE OF NATIONS**

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*League of Nations Publications*

**GENERAL**

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Geneva, May 6th, 1933.

**LEAGUE OF NATIONS**

**AGENDA OF THE FOURTEENTH ORDINARY SESSION  
OF THE ASSEMBLY**

Which will open at Geneva on Monday, September 4th, 1933, at 10.30 a.m.

9

**1. Constitution of the Assembly and its Committees: Appointment of Officers: Adoption of the Agenda.**

- (a) Election of the Credentials Committee.
- (b) Election of the President.
- (c) Examination and adoption of the agenda.
- (d) Nomination of the Committees to which the Assembly refers the various questions, and election of Chairmen.

The questions are generally divided between the Committees in the following manner:

- First Committee: Legal questions.
- Second Committee: Questions connected with the work of the technical organisations.
- Third Committee: Questions connected with the limitation and reduction of armaments. (This Committee was not set up in 1932).
- Fourth Committee: Administrative and budgetary questions.
- Fifth Committee: Social questions.
- Sixth Committee: Political questions.

- (e) Election of Vice-Presidents.

**2. Report on the Work of the League since the Last Session of the Assembly.**

Each year, the Secretary-General prepares a general report on the work of the League since the last ordinary session up to May 31st. This report is circulated on July 1st. The work accomplished during June and July is recorded in a supplementary report, which is circulated at the opening of the session.

These two reports form the basis of the general discussion with which the session usually opens, and during which the various delegations have an opportunity of stating their opinions on the work of the League.

The Assembly may refer to the appropriate Committee any part of these reports dealing with a question which does not appear on the agenda.

**3. Election of Three Non-permanent Members of the Council.**

In 1926, the Assembly decided to elect each year three non-permanent Members of the Council for a period of three years from the date of their election.

**Items inserted by or arising out of Decisions of the Assembly.**

**4. System of Election to the Council.**

Under an Assembly resolution of September 25th, 1931, a Committee was appointed to study this question. The Committee has been instructed to report to the Assembly.

**5. Amendment of the Covenant of the League of Nations in order to bring it into Harmony with the Pact of Paris.**

In 1931, this question formed the subject of a report by a Sub-Committee of the First Committee, which was approved by the First Committee and noted by the Assembly. The Assembly decided to create a Committee consisting of representatives of all the Members of the League, for the purpose of seeking unanimous agreement on the bases indicated in this report and of drawing up a final text for submission to the Assembly.

The Secretary-General has been authorised by the Council to convene this Committee for a date to be fixed in consultation with the President of the Disarmament Conference, the Acting President of the Council and the Rapporteur. For the reasons indicated in last year's supplementary report on the work of the League (document A.6(a).1932), the Committee has not yet met.

**6. Penal and Penitentiary Questions.**

*(a) Treatment of Prisoners.*

The Assembly in 1930 decided to consult Governments on the Standard Minimum Rules for the Treatment of Prisoners drawn up by the International Penal and Penitentiary Commission. Up to April 25th, 1933, forty-one Governments had sent in their observations, which have been transmitted to the International Penal and Penitentiary Commission, which, in the course of this year, will revise the rules. The new rules, if the revision is terminated by September 1933, will be communicated to the Assembly.

*(b) Unification of Criminal Law and Co-operation of States in the Prevention and Suppression of Crime.*

In execution of resolutions adopted by the Assembly on September 23rd, 1931, and October 11th, 1932, the Secretary-General has consulted the Members of the League in order to ascertain whether they consider that the League should lend its assistance with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime. The replies received by the Secretary-General will be submitted to the Assembly for consideration.

**7. Nansen International Office for Refugees.**

Under its Statutes, the Nansen International Office for Refugees is placed under the direction of the League of Nations, in pursuance of Article 24 of the Covenant, and it has to submit an annual report to the Assembly on its activities.

**8. Rationalisation and Concentration of the Services of the Secretariat and of the International Labour Office: Report by the Supervisory Commission.**

The Assembly decided, at its last ordinary session, to request the Supervisory Commission to make a "detailed study of the possibilities of effecting economies in the expenditure of the League of Nations by means of a technical concentration of its activities and by any other means of re-organisation and rationalisation in the services of the Secretariat and of the International Labour Office".

**9. Contributions in Arrears.**

The Assembly, at its last ordinary session, requested "the Secretary-General to continue his efforts for the recovery of arrears, to report to the Council on the action taken by him before the next ordinary session of the Assembly, and to communicate the results to the latter".

**10. Appointment of Two Members of the Supervisory Commission.**

The Assembly will be called upon to appoint, on the proposal of the Fourth Committee, two members of the Supervisory Commission for the period January 1st, 1934, to December 31st, 1936.

**11. Appointment of Three Members and Three Substitute Members of the Administrative Board of the Staff Pensions Fund.**

The three members and three substitute members of the Board elected by the Assembly in October 1930 are due to retire at the end of 1933. Under Article 3 of the Staff Pensions Regulations, they are eligible for re-election by the Assembly.

**12. Commission of Enquiry for European Union.**

The Assembly, at its thirteenth session, requested the Commission to submit a report on its further work to the next session of the Assembly.

**13. Slavery.**

*Annual Report by the Council.*

In 1926, the Assembly requested the Council to prepare every year a document mentioning the laws and regulations which parties to the Convention on Slavery had, in accordance with Article 7 of that Convention, communicated to the Secretary-General, and to include therein any supplementary information which the Members of the League might furnish regarding the measures taken by them with a view to the progressive abolition of slavery and conditions analogous thereto.

**14. Co-operation of the Press in the Organisation of Peace.**

The Assembly, at its 1932 session, after taking note of the results of the enquiry into the means of combating "the spread of false information which may threaten the peace of the world and the good understanding between nations", requested the Secretary-General to communicate the documentation relating to this question to the Press organisations which had been consulted and to the Disarmament Conference and to report on any further developments which may have arisen.

The Government of the Spanish Republic has since decided to convene at Madrid a Press Conference, similar to that held at Copenhagen in January 1932, in order to study what action should be taken on the proposals made in the course of the enquiry.

A preparatory Committee met in February last, and the Madrid Conference is to be convened on October 17th next.

**Items proposed by the Council.**

**15. Monetary and Economic Conference.**

*Preparatory Work:*

- (a) Work of the Committee of the Council for the organisation of the Conference;
- (b) Work of the Preparatory Commission of Experts.

The Committee of the Council for the organisation of the Conference has held several meetings, during which it has taken various decisions concerning the organisation of the Conference.

The Preparatory Commission of Experts has proceeded to a preliminary examination of the questions indicated by the Lausanne Conference for discussion by the Conference, and has drawn up a draft annotated agenda, which the Council has communicated as a basis of discussion to the Governments invited to the Conference.

The Conference has been convened in London for June 12th, 1933.

**Reports submitted by the Technical Organisations of the League.**

[The lists of questions appearing under each of the headings of this section of the agenda are not complete. Their sole object is to indicate, for the convenience of the delegations, the principal subjects with which the technical organisations have been dealing.]

**16. Economic and Financial Work.**

**I. Economic Work:**

- (1) International economic and commercial relations;
- (2) Preparatory work of the Economic Committee with regard to certain questions on the agenda of the Monetary and Economic Conference:

- (a) Most-favoured-nation clause;
- (b) Quantitative restrictions on trade;
- (c) Action concerning certain branches of production (sugar, wheat);

- (3) Unified Customs nomenclature;
- (4) Veterinary questions.

**II. Financial Work:**

- (1) Work of the Financial Committee.
- (2) Work of the Fiscal Committee and Enquiry on Double Taxation.
- (3) Work and publications of the Economic Intelligence Service, including the *World Economic Survey*.



**17. Communications and Transit.**

*Work of the Advisory and Technical Committee and its Different Sub-Committees:*

- (1) Public works and national equipment;
- (2) Constitution and operation of a main network of permanent air routes;
- (3) Collaboration between the Chinese National Government and the Communications and Transit Organisation;
- (4) League of Nations wireless station;
- (5) Buoyage and lighting of coasts;
- (6) Road traffic.

**18. Health.**

- (1) Studies into the prevention and treatment of malaria: Work of the Malaria Commission;
- (2) Collaboration of the League of Nations in health matters with the Governments of various countries: China, Greece, Czechoslovakia;
- (3) Effects of the economic depression on public health; studies undertaken, with the collaboration of the International Labour Office, to give effect to the resolution adopted by the Health Committee in October 1932;
- (4) Work of the Technical Commissions and Committees: Tuberculosis, venereal diseases, standardisation, opium, etc.;
- (5) Work of the Eastern Bureau at Singapore.

**19. Traffic in Opium and Other Dangerous Drugs.**

The Advisory Committee meets for its sixteenth session on May 15th. It is not possible therefore at present to indicate the principal subjects which will be covered by the report of the session.

**20. Protection and Welfare of Children and Young People.**

(a) *Child Welfare Committee:*

- (1) Blind children;
- (2) Illegitimate children: Abridged birth certificates.

The Committee's report is contained in document C.247.M.129.1933.IV.

(b) *Joint Session of the Child Welfare and Traffic in Women and Children Committees:*

- (1) Re-organisation of the Advisory Commission for the Protection and Welfare of Children and Young People;
- (2) Preliminary discussion of the report of the Committee of Enquiry on Traffic in Women and Children in the East.

(c) *Traffic in Women and Children Committee:*

- (1) Amendments to the Conventions of 1910 and 1921: Abolition of the age-limit;
- (2) Penalties to be inflicted on *souteneurs*.

The Committee's report is contained in document C.247.M.129.1933.IV.

**21. Intellectual Co-operation.**

*Work of the International Committee on Intellectual Co-operation.*

This Committee meets in July. Its report, which will be distributed in August, will contain, *inter alia*, particulars of the work of the International Institute of Intellectual Co-operation and of the International Educational Cinematographic Institute.

**Budget of the League of Nations.**

**22. Budget for 1934 of the Secretariat, the International Labour Organisation and the Permanent Court of International Justice: Audited Accounts for the Fourteenth Financial Period (1932); Reports of the Supervisory Commission: Report of the Administrative Board of the Staff Pensions Fund.<sup>1</sup>**

<sup>1</sup> The Secretary-General has omitted from the present agenda, while reserving the right to include it in the agenda of a later session, the following item:

"Questions relating to the staff of the First Division, which were raised in the reports of the First and Second Committees of Thirteen Members (documents A.16.1930.X and A.8.1931.X) and postponed by the Assembly at its eleventh, twelfth and thirteenth ordinary sessions."

Geneva, September 4th, 1933.

LEAGUE OF NATIONS

**AGENDA OF THE FOURTEENTH ORDINARY SESSION  
OF THE ASSEMBLY**

Which will open at Geneva on Monday, September 25th, 1933, at 10.30 a.m.

and

**SUPPLEMENTARY LIST OF ITEMS**

**J. Constitution of the Assembly and its Committees: Appointment of Officers: Adoption of the Agenda.**

- (a) Election of the Credentials Committee.
- (b) Election of the President.
- (c) Examination and adoption of the agenda.
- (d) Nomination of the Committees to which the Assembly refers the various questions, and election of Chairmen.

The questions are generally divided between the Committees in the following manner:

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- Second Committee: Questions connected with the work of the technical organisations.
- Third Committee: Questions connected with the limitation and reduction of armaments. (This Committee was not set up in 1932.)
- Fourth Committee: Administrative and budgetary questions.
- Fifth Committee: Social questions.
- Sixth Committee: Political questions.

- (e) Election of Vice-Presidents.

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These two reports form the basis of the general discussion with which the session usually opens, and during which the various delegations have an opportunity of stating their opinions on the work of the League.

The Assembly may refer to the appropriate Committee any part of these reports dealing with a question which does not appear on the agenda.

**3. Election of Three Non-permanent Members of the Council.**

In 1926, the Assembly decided to elect each year three non-permanent Members of the Council for a period of three years from the date of their election.

Items inserted by or arising out of Decisions of the Assembly.

4. System of Election to the Council.

A.8.1933.V. Under an Assembly resolution of September 25th, 1931, a Committee was appointed to study this question. The Committee has been instructed to report to the Assembly.

5. Amendment of the Covenant of the League of Nations in order to bring it into Harmony with the Pact of Paris.

In 1931, this question formed the subject of a report by a Sub-Committee of the First Committee, which was approved by the First Committee and noted by the Assembly. The Assembly decided to create a Committee consisting of representatives of all the Members of the League, for the purpose of seeking unanimous agreement on the bases indicated in this report and of drawing up a final text for submission to the Assembly.

The Secretary-General has been authorised by the Council to convene this Committee for a date to be fixed in consultation with the President of the Disarmament Conference, the Acting President of the Council and the Rapporteur. For the reasons indicated in last year's supplementary report on the work of the League (document A.6(a).1932), the Committee has not yet met.

6. Penal and Penitentiary Questions.

(a) *Treatment of Prisoners.*

The Assembly in 1930 decided to consult Governments on the Standard Minimum Rules for the Treatment of Prisoners drawn up by the International Penal and Penitentiary Commission. Up to April 25th, 1933, forty-one Governments had sent in their observations, which have been transmitted to the International Penal and Penitentiary Commission, which, in the course of this year, will revise the rules. The new rules, if the revision is terminated by September 1933, will be communicated to the Assembly.

(b) *Unification of Criminal Law and Co-operation of States in the Prevention and Suppression of Crime.*

A.7.1933.V. In execution of resolutions adopted by the Assembly on September 23rd, 1931, and October 11th, 1932, the Secretary-General has consulted the Members of the League in order to ascertain whether they consider that the League should lend its assistance with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime. The replies received by the Secretary-General will be submitted to the Assembly for consideration.

7. Nansen International Office for Refugees.

A.19.1933. Under its Statutes, the Nansen International Office for Refugees is placed under the direction of the League of Nations, in pursuance of Article 24 of the Covenant, and it has to submit an annual report to the Assembly on its activities.

8. Rationalisation and Concentration of the Services of the Secretariat and of the International Labour Office: Report by the Supervisory Commission.

A.10.1933.X. The Assembly decided, at its last ordinary session, to request the Supervisory Commission to make a "detailed study of the possibilities of effecting economies in the expenditure of the League of Nations by means of a technical concentration of its activities and by any other means of re-organisation and rationalisation in the services of the Secretariat and of the International Labour Office".

9. Contributions in Arrears.

The Assembly, at its last ordinary session, requested "the Secretary-General to continue his efforts for the recovery of arrears, to report to the Council on the action taken by him before the next ordinary session of the Assembly, and to communicate the results to the latter".

10. Appointment of Two Members of the Supervisory Commission.

A.15.1933.X. The Assembly will be called upon to appoint, on the proposal of the Fourth Committee, two members of the Supervisory Commission for the period January 1st, 1934, to December 31st, 1936.

**11. Appointment of Three Members and Three Substitute Members of the Administrative Board of the Staff Pensions Fund.**

A.20.1933.X. The three members and three substitute members of the Board elected by the Assembly in October 1930 are due to retire at the end of 1933. Under Article 3 of the Staff Pensions Regulations, they are eligible for re-election by the Assembly.

**12. Commission of Enquiry for European Union.**

A.6.1933. The Assembly, at its thirteenth session, requested the Commission to submit a report on its further work to the next session of the Assembly.

**13. Slavery.**

*Annual Report by the Council.*

A.16.1933.VI. In 1926, the Assembly requested the Council to prepare every year a document mentioning the laws and regulations which parties to the Convention on Slavery had, in accordance with Article 7 of that Convention, communicated to the Secretary-General, and to include therein any supplementary information which the Members of the League might furnish regarding the measures taken by them with a view to the progressive abolition of slavery and conditions analogous thereto.

**14. Co-operation of the Press in the Organisation of Peace.**

The Assembly, at its 1932 session, after taking note of the results of the enquiry into the means of combating "the spread of false information which may threaten the peace of the world and the good understanding between nations", requested the Secretary-General to communicate the documentation relating to this question to the Press organisations which had been consulted and to the Disarmament Conference and to report on any further developments which may have arisen.

The Government of the Spanish Republic has since decided to convene at Madrid a Press Conference, similar to that held at Copenhagen in January 1932, in order to study what action should be taken on the proposals made in the course of the enquiry.

A preparatory Committee met in February last, and the Madrid Conference is convened for November 7th next.

**Items proposed by the Council.**

**15. Monetary and Economic Conference.**

**A. Work of the Conference:**

A.48.M.18.  
1933.  
A.435.M.220.  
1933.II. The Conference began its work on June 12th, 1933, and on July 27th adjourned it until a later session, after approving the reports submitted to it by the two main Commissions (Monetary and Financial Commission and Economic Commission) to which the study of the various problems on its agenda had been entrusted.

**B. Conference of Wheat exporting and importing Countries:**

At the request and at the instance of the four principal wheat-exporting countries (Argentina, Australia, Canada, United States of America), the Secretary-General convened a Conference of the European wheat importing and exporting countries, which sat in London from August 21st to 25th.

**Reports submitted by the Technical Organisations of the League.**

[The lists of questions appearing under each of the headings of this section of the agenda are not complete. Their sole object is to indicate, for the convenience of the delegations, the principal subjects with which the technical organisations have been dealing.]

**16. Economic and Financial Work.**

**I. Economic Work:**

(1) International economic and commercial relations;

A.317.M.158.  
1933.II.B.

(2) Preparatory work of the Economic Committee with regard to certain questions on the agenda of the Monetary and Economic Conference:

- (a) Most-favoured-nation clause;
  - (b) Quantitative restrictions on trade;
  - (c) Action concerning certain branches of production (sugar, wheat);
- (3) Unified Customs nomenclature;
- (4) Veterinary questions.

## II. *Financial Work:*

- C.30.M.9.1933.II.A.
  - C.107.M.21.1933.II.A.
  - C.267.M.137.1933.II.A.
  - C.268.M.138.1933.II.A.
  - C.334.M.170.1933.II.A.
  - C.387.M.194.1933.II.A.
  - C.399.M.204.1933.II.A.
- (1) Work of the Financial Committee.
- (2) Work of the Fiscal Committee and Enquiry on Double Taxation.
- (3) Work and publications of the Economic Intelligence Service, including the *World Economic Survey*.

## 17. *Communications and Transit.*

### *Work of the Advisory and Technical Committee and its Different Sub-Committees:*

- C.377.M.186.1933.VIII.
  - C.379.M.188.1933.VIII.
  - C.465.M.238.1933.VIII and Appendix.
  - C.384.M.192.1933.VIII.
- (1) Public works and national equipment;
- (2) Constitution and operation of a main network of permanent air routes;
- (3) Collaboration between the Chinese National Government and the Communications and Transit Organisation;
- (4) League of Nations wireless station;
- (5) Buoyage and lighting of coasts;
- (6) Road traffic.

## 18. *Health.*

- A.6 & A.6(a).1933.III.
  - A.13.1933.III.
- (1) Studies into the prevention and treatment of malaria: Work of the Malaria Commission;
- (2) Collaboration of the League of Nations in health matters with the Governments of various countries: China, Greece, Czechoslovakia;
- (3) Effects of the economic depression on public health; studies undertaken, with the collaboration of the International Labour Office, to give effect to the resolution adopted by the Health Committee in October 1932;
- (4) Work of the Technical Commissions and Committees: Tuberculosis, venereal diseases, standardisation, opium, etc.;
- (5) Work of the Eastern Bureau at Singapore.

## 19. *Traffic in Opium and Other Dangerous Drugs.*

### *Work of the Advisory Committee regarding the Application of Opium Conventions and the Suppression of Illicit Traffic.*

- The Advisory Committee held its sixteenth session from May 15th to 31st, 1933.
- C.385.M.193.1933.XI.

## 20. *Protection and Welfare of Children and Young People.*

### *(a) Child Welfare Committee:*

- C.373.M.184.1933.IV.
  - C.247.M.129.1933.IV.
- (1) Cinema: Films for children and young people;
- (2) Blind children: Protection and education;
- (3) Illegitimate children: Official documents which do not disclose illegitimacy.

### *(b) Joint Session of the Child Welfare and Traffic in Women and Children Committees:*

- (1) Re-organisation of the Advisory Commission for the Protection and Welfare of Children and Young People;
- (2) Preliminary discussion of the report of the Committee of Enquiry on Traffic in Women and Children in the East.

(c) *Traffic in Women and Children Committee:*

247.M.129.  
1933.IV.

- (1) Amendments to the Conventions of 1910 and 1921: Abolition of the age-limit;
- (2) Penalties to be inflicted on *souteneurs*.

21. **Intellectual Co-operation.**

*Work of the International Committee on Intellectual Co-operation.*

14.1933.  
XII.  
12.1933.  
XII.

This Committee met in July. Its reports contain, in addition to an account of the work of the plenary Committee, particulars of the work of the International Institute of Intellectual Co-operation, which is the executive organ for the Committee's decisions, and also of the work of the International Educational Cinematographic Institute at Rome.

**Budget of the League of Nations.**

4.A.4(a).  
4(b),A.4(c).  
4(d).  
3.A.5.  
9.1933.X.

22. **Budget for 1934 of the Secretariat, the International Labour Organisation and the Permanent Court of International Justice: Audited Accounts for the Fourteenth Financial Period (1932): Reports of the Supervisory Commission: Report of the Administrative Board of the Staff Pensions Fund.<sup>1</sup>**

**SUPPLEMENTARY LIST CIRCULATED IN ACCORDANCE WITH RULE 4,  
PARAGRAPH 3, OF THE RULES OF PROCEDURE OF THE ASSEMBLY.**

**Item proposed by a Member of the League.**

23. **Nationality of Women: Proposal by the Chilian Government.**

18.1933.V.

By a letter dated July 22nd, 1933, the Chilian Government has asked that this question should be placed on the Assembly's agenda.

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<sup>1</sup> The Secretary-General has omitted from the present agenda, while reserving the right to include it in the agenda of a later session, the following item:

"Questions relating to the staff of the First Division, which were raised in the reports of the First and Second Committees of Thirteen Members (documents A.16.1930.X and A.8.1931.X) and postponed by the Assembly at its eleventh, twelfth and thirteenth ordinary sessions."

[Distributed to the Members  
of the League, the Assembly  
and the Council.]

Official No. : A. 6. 1933.

Geneva, July 5th, 1933.

LEAGUE OF NATIONS

10

Report on the Work of the League since the  
Thirteenth Session of the Assembly.

Series of League of Nations Publications

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## INTRODUCTION.

The work of the League during the period under review in the annual report to the Assembly for 1933 was unusually heavy. Apart from the current activities of the League, the Conference for the Reduction and Limitation of Armaments was in session for the greater part of the year; the Sino-Japanese dispute was dealt with by a special session of the Assembly; the Council met frequently to consider disputes between Colombia and Peru, between Bolivia and Paraguay, and between the United Kingdom and Persia; the preparatory work for the Monetary and Economic Conference was entrusted to a special Committee.

## LEGAL QUESTIONS.

### COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTION TO THE COUNCIL.

The Council, in January 1932, giving effect to a resolution adopted by the Assembly on September 25th, 1931, appointed a special Committee to study the existing system of election to the Council. The Committee held two sessions, the first from January 30th to February 4th and the second from May 16th to May 19th, 1933; it finally adopted a report which has been communicated to the Council and to the Assembly.

The principal task of the Committee was to consider what remedies might be found for the fact that representation on the Council is at present habitually limited to States belonging to certain groups. Apart from the permanent Members of the Council and two States which expect to be declared re-eligible on the termination of their period of office, the seats available under the present system fall to the Latin-American States (three seats), the so-called ex-neutral States (one seat), the *Petite Entente* (one seat), the British Dominions (one seat) and the Asiatic States (one seat). There thus remain some ten to fifteen Members of the League which at present have no effective prospect of entering the Council.

The Committee discussed two possible remedies—namely, the modification of the present practice in regard to the representation of groups and the creation of one or two additional non-permanent seats. It finally adopted a compromise solution, recommending that for the period beginning with the election of the non-permanent Members of the Council at the session of the Assembly in September 1933, and ending with the election of the non-permanent Members in the year 1936, the number of non-permanent seats on the Council should be provisionally increased from nine to ten. The recommendation is put forward as provisional and temporary and as designed to avoid making any proposals for the moment which might involve constitutional changes in the composition of the Council or a permanent increase in its membership.

### NATIONALITY OF WOMEN.

The Council, on January 24th, 1933, giving effect to a resolution adopted by the Assembly on October 12th, 1932, instructed the Secretary-General to write to the Members of the League and other Governments which took part in the Hague Conference for the Codification of International Law asking them to inform him of any changes which might be made in their laws in regard to the nationality of women and requesting them in any case to supply him, during 1935, with statements as to the effect of their nationality laws upon the status of women.

The relevant provisions of the Hague Convention cannot normally be subject to revision before January 1st, 1936, and any amendment of the Convention outside the normal procedure for revision is considered to be impracticable, the various Governments having shown in the written statements presented to the Assembly in 1932 that there is unlikely to be any immediate change in their attitude or any immediate development of national legislation in regard to the question.

### GRADUAL UNIFICATION OF CRIMINAL LAW AND CO-OPERATION OF STATES IN THE PREVENTION AND SUPPRESSION OF CRIME.

The Secretary-General has communicated to the Governments, in accordance with resolutions adopted by the Assembly on September 23rd, 1931, and October 11th, 1932, a joint reply received from the international organisations which were invited, under the resolution of September 23rd, 1931, to express their views as to the way in which the assistance of the League might be of value with a view to achieving the gradual unification of criminal law and the co-operation of States in the suppression of crime. The replies received to this enquiry will be submitted to the Assembly for its consideration.

## FINANCES OF THE LEAGUE.

During 1932, only 79.2 per cent of the amount of the contributions due for the year was received from the States Members, as against 85.62 per cent in 1931. The total amount received on account of arrears during 1932 was 1,899,144.61 gold francs, as compared with 1,565,521.80

gold francs during 1931. The Secretariat of the League on December 31st, 1932, showed a cash surplus of 2,375,675.76 gold francs. The International Labour Organisation showed a deficit of 835,355.57 gold francs, and the Permanent Court of International Justice a deficit of 623,663.13 gold francs.

The growing tendency of States to delay the payment of their contributions has been a source of grave preoccupation to the Supervisory Commission. In May of this year, the Commission thought fit to draw the attention of the Council to this matter and to solicit its assistance. The Council decided to forward the letter from the Supervisory Commission to all States concerned and to reconsider the question at its September session.

The total League budget for 1934, as submitted to the Assembly, amounts to 30,639,275 gold francs, showing a reduction of 2,789,857 francs, or 8.34 per cent, as compared with 1933. The budget of the Secretariat and of the Special Organisations of the League is 15,703,631 gold francs, as compared with 17,322,459 francs for 1933 and 19,174,317 francs for 1932. On salaries of the Secretariat, 200,000 francs was saved, the Secretary-General having accepted a lump-sum reduction of that amount in respect of vacant posts which will not now be filled.

The questions of rationalisation of services and technical concentration of League activities have been studied at several meetings by the Supervisory Commission, in accordance with the decision of the last Assembly, and a special report on these subjects will shortly be forwarded to the Assembly.

### COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The Conference of Lausanne instructed a special Committee to submit to the Commission of Enquiry for European Union proposals with a view to the financial and economic restoration of the countries of Central and Eastern Europe. These proposals included, in particular: (a) measures to overcome the present transfer difficulties of these countries and to make possible the progressive suppression of the existing systems of exchange control; and (b) measures to revive the activity of trade, both among those countries themselves and between them and other European States. The Conference drew particular attention to the difficulties caused to the agricultural countries of Eastern and Central Europe by the low prices of cereals.

The above proposals were referred to a Conference which sat at Stresa from September 5th to September 20th, 1932. It was attended by representatives of Austria, Belgium, the United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Greece, Hungary, Italy, the Netherlands, Roumania, Switzerland and Yugoslavia.

The Conference expressed the view that the crisis from which Central and Eastern Europe suffered, though it was undoubtedly a consequence of the world crisis, had nevertheless been appreciably aggravated by the obstacles and restrictions of all kinds imposed upon trade in the countries concerned. It drew attention to the danger which Europe incurred in continuing to maintain the impediments to trade involved in the existing systems of prohibitions, licences, quotas and indirect protectionism. It recommended a rational policy of commercial agreements with a view to encouraging a normal development of trade, the removal of restrictions placed on dealings in foreign exchange and on commercial transactions and, pending the abolition of such restrictions, an increase of the quotas allowed under the existing system.

The Conference, noting that one of the principal causes of the crisis in Central and Eastern Europe was the fall in the price of agricultural products, framed a draft Convention, valid until 1935, for the revalorisation of cereals. Under this Convention, a fund would be constituted of 75,000,000 Swiss francs to be drawn from the participating States, which would either meet their obligations by arrangements made under bilateral treaties or by a special contribution. Facilities would be accorded in respect of the average quantities of cereals exported by each country during the last three years. A committee, consisting of a delegate of each of the countries benefiting from the arrangement, a delegate of each of the purchasing countries and two representatives of European non-importing countries, would determine the share to be allotted to each of the beneficiary States. Other measures recommended by the Conference were an improvement in the system of transport, the adoption of a programme of public works, the establishment under the Convention of 1931 of an international mortgage credit company and the creation of an international short-term agricultural bank.

The financial recommendations of the Conference included suggestions regarding the settlement both of short-term and long-term debts. The Conference suggested direct negotiations between debtors and creditors, in which account would be taken of the real value of the credits involved and of the adjustments which were necessary. The debtor countries were advised as soon as possible to make a progressive transfer of foreign short-term capital, and it was urged that foreign short-term credits should be gradually, but as rapidly as possible, used within the countries concerned as freely as national capital. The Conference strongly urged the suppression of existing restrictions on exchange transactions. It emphasised that contractual obligations in the matter of long-term debts could only be modified with the consent of the creditors and laid down as a principle that the treatment of foreign creditors should not be more unfavourable than that accorded to national creditors.

Finally, the Conference proposed that there should be constituted a fund for the normalisation of currency conditions in Central and Eastern Europe. The immediate object

of the fund would be to provide Central Banks with assistance by increasing their reserves at the opportune moment by means of repayable advances.

The Commission of Enquiry for European Union reviewed these proposals at a session held from September 30th to October 1st, 1932. It approved the reports, conclusions and drafts of the Conference of Stresa and declared itself ready to apply, as far as possible and without delay, the general guiding principles embodied in them. It was understood that the texts would be forwarded to the Council of the League of Nations, to the Preparatory Commission of Experts for the Monetary and Economic Conference and to the Conference itself.

The Commission of Enquiry further asked the Council to arrange, with the help of the competent organs of the League and other qualified experts, for the framing in detail of the scheme for a draft currency normalisation fund and for a consideration of the question whether and in what circumstances this fund might be combined with the fund for the revalorisation of cereals.

The Council noted these proposals on October 15th, 1932, and the President of the Council was authorised to appoint a committee of experts to consider the proposals for a currency normalisation fund and a fund for the revalorisation of cereals.

The Commission of Enquiry for European Union gave special attention to the crisis which had arisen for Eastern Europe in the tobacco trade, and it decided to ask the Council of the League to make arrangements for a practical enquiry into the matter. In accordance with this suggestion, a committee, including delegates from Austria, Belgium, the United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Greece, Hungary, Italy, Poland, Sweden, Switzerland, Turkey and Yugoslavia, met at Geneva in March 1933. The Committee considered the possibility of extending the market for eastern tobaccos, amending the fiscal and Customs provisions applied to them and improving the organisation of the trade in the producing countries. It examined, in particular, an agreed proposal, presented on behalf of the countries exporting eastern tobaccos, for a better regulation of the sale of tobacco abroad by the countries concerned. The practical remedy approved by the Committee was the establishment of a regulating stock in each of the three countries specially concerned—namely, Bulgaria, Greece and Turkey. The scheme was based upon a regulation of production and co-operation between buyers and sellers, the principal buyers undertaking to obtain a small part of their supplies from the regulating stock.

## POLITICAL QUESTIONS.

### THE SINO-JAPANESE DISPUTE.

The Assembly, on February 24th, 1933, under paragraph 4 of Article 15 of the Covenant, adopted a report describing the circumstances of the Sino-Japanese dispute and the solutions which it deemed just and proper in regard to it. The report was unanimously adopted, the votes of the parties not being taken into account.

The Chinese delegation, on the same day, intimated that its Government accepted the recommendations of the Assembly. It observed, however, that the fulfilment of these recommendations would depend upon their unreserved acceptance by Japan and that, pending such acceptance, the rights of China would obviously not be prejudiced. Japan decided against accepting the report and the Japanese delegation, after the vote had been taken, left the Assembly and published, under paragraph 5 of Article 15, a statement of the facts of the dispute and her own conclusions. The Japanese Government subsequently, on March 27th, 1933, notified the Assembly that Japan intended to withdraw from the League of Nations on the expiry of the time-limit of two years mentioned in paragraph 3 of Article 1 of the Covenant.

The Secretary-General, in conformity with the last paragraph of the report adopted by the Assembly on February 24th, communicated a copy to the States non-members of the League, parties to the Pact of Paris or to the Nine-Power Treaty, expressing the hope, on behalf of the Assembly, that they would associate themselves with the views contained in the report and, if necessary, consult with the Members of the League as to their attitude and action in the matter.

The Secretary of State of the United States of America, in reply to this communication, declared that the United States Government was generally in agreement with the conclusions of the Assembly, particularly in regard to the principle of non-recognition of situations brought about by force. The Soviet Government, on the other hand, in a communication dated March 8th, explained the circumstances which made it impossible for it to accept the decisions taken by the Assembly.

The Assembly, on February 24th, on approving the report, adopted a resolution setting up an Advisory Committee to follow the situation in the Far East, to assist the Assembly in performing its duties under paragraph 3 of Article 3 of the Covenant and to help the Members of the League in concerting their attitude and action among themselves and with the non-member States.

The Advisory Committee, in accordance with its instructions, invited the Governments of the United States of America and the Union of Soviet Socialist Republics to take part in its work. The United States Government instructed its Minister in Switzerland to participate in the discussions of the Committee, but without the right to vote, declaring that it was

necessary for the United States Government to exercise its independent judgment as to any proposals which the Advisory Committee might recommend. The Soviet Government intimated that it was not possible for it to take part for the moment in the work of the Committee.

The Advisory Committee, on March 15th, entered upon a study of two questions : the export of arms in connection with the situation in the Far East and the application of the undertakings of the Members of the League, contained in the report adopted by the Assembly.

The Committee, at a meeting held on March 28th, noted that enquiries had been undertaken concerning the export of arms in connection with other disputes in another part of the world and that definite questions relating both to principles and methods of application had already been put to the Governments represented on the bodies of the League which were dealing with these disputes. It was understood that the members of the Committee would consult their Governments on the same questions with a view to determining the essential facts.

The Japanese army, subsequent to the adoption of the report by the Assembly, occupied the province of Jehol. Japanese military operations have also extended to the south of the Great Wall, in the province of Hopei.

#### DISPUTE BETWEEN THE GOVERNMENT OF THE UNITED KINGDOM AND THE IMPERIAL GOVERNMENT OF PERSIA.

The Persian Government, on November 27th, 1932, addressed to the Resident Director in Teheran of the Anglo-Persian Oil Company a note to the effect that the D'Arcy Concession of 1901, under which the company had undertaken to develop and render suitable for trade the oil and other products from the oilfields throughout the whole extent of the Persian Empire, did not in its opinion protect the interests of Persia and that it consequently found itself obliged to cancel the concession. The Persian Government intimated at the same time it would not in principle refuse to grant a new concession to the company.

The United Kingdom Government, being informed of this situation, took up the matter in exercise of its right to protect a United Kingdom national injured by an act which, in the opinion of the United Kingdom Government, had been committed by another State contrary to international law. The United Kingdom Minister in Teheran on December 2nd, 1932, accordingly forwarded to the Persian Government a note protesting against the action of that Government. The Persian Government replied by re-affirming its right to cancel the concession, emphasising its readiness to negotiate directly with the company with a view to granting a new concession and representing that the responsibility for any damage accruing to the company would rest with the company itself.

The United Kingdom Government, on December 8th, 1932, intimated that, if the Persian Government persisted in its decision, the former would have no alternative but to refer the dispute which had arisen to the Permanent Court of International Justice at The Hague as a matter of urgency under the Optional Clause. It further declared that it would hold the Persian Government responsible for any damage accruing to the company as a consequence of the action which had been taken.

The Persian Government, on December 12th, 1932, contested the competence of the Permanent Court to deal with the question under the Optional Clause, re-affirmed its desire to come to an agreement directly with the company and stated that it could not recognise any responsibility in regard to the company. Finally, it stated that it regarded itself as entitled to bring to the notice of the Council of the League of Nations the threats and pressure to which it was being subjected.

The United Kingdom Government, in these circumstances, on December 14th, 1932, requested that the dispute should be referred to the Council under Article 15 of the Covenant.

The concession in dispute was held by the Anglo-Persian Oil Company as the legal successor to Mr. William Knox D'Arcy in respect of rights acquired by him from the Persian Government on May 28th, 1901. The Persian Government was entitled to receive, in addition to certain sums in cash and shares, 16 per cent on the annual net profits of any companies formed to work the concession. Various interpretations had arisen as between the Persian Government and the company in regard to the basis on which the annual net profits of the company should be estimated for the purpose of calculating royalties due to the Persian Government. These disputes were provisionally settled on December 22nd, 1920, in two agreements, one fixing the basis on which the company's profits were to be calculated and the other providing that the Persian Government should accept in final settlement of all outstanding questions the sum of one million pounds sterling. The Persian Government contended, however, that these agreements were not limited to interpreting the concession, but that they involved a revision of certain articles. It held that, from this moment, the concession might be regarded as obsolete and urged that a new concession should be negotiated.

Negotiations for a new concession were opened in March 1929. A preliminary arrangement was not, however, signed until the beginning of 1932. Under this arrangement, a draft royalty agreement was subsequently initialled on behalf of the company but not ratified by the Persian Government, which, in June 1932, asked that further negotiations should be opened and stated that it was studying new proposals for submission to the company.

Meanwhile, the Persian Government was in receipt of the provisional royalty figures for the year 1931, which showed a decrease as compared with the figures for 1930 from £1,288,312 to £306,872. The Persian Government refused to accept the royalty and, as already noted, purported to cancel the concession on November 27th, 1932.

The Persian Government did not question the legality of the concession, but pleaded that the company had not fulfilled its obligations. It contended that, apart from the disputes which had arisen in regard to the payment of dues, the company had not carried out its undertakings to develop the oil resources of the Persian Empire on the lines laid down in the concession. It had, moreover, evaded its obligation to employ Persian subjects in working the concession and, in the course of its disputes with the Persian Government, it had refused to fulfil its undertaking to have recourse to arbitration under Article 17 of the concession. The Persian Government therefore considered itself justified in cancelling the concession. Moreover, it did not consider that the United Kingdom Government had any right to intervene, since the Anglo-Persian Oil Company was free to apply to the Persian courts for a remedy and was invited to negotiate a new contract with the Persian Government. The United Kingdom, on the other hand, represented that, owing to the concession having been cancelled by a legislative act approved by the Mejliss, the Anglo-Persian Oil Company had been deprived of any possibility of remedy in the Persian courts, which would have been obliged to conform with the law that had been passed. Diplomatic intervention therefore seemed to it justified in the circumstances.

The dispute came before the Council on January 24th, 1933. The two parties completed by oral statements the written statements which they had addressed to the League, and the Council appointed a Rapporteur to undertake a thorough study of the question in consultation with the two parties and to submit proposals for an agreement.

The Rapporteur was able to inform the Council on February 3rd, 1933, that he had obtained from the two parties the conclusion of a provisional agreement under which they would suspend the proceedings before the Council and agree that the Anglo-Persian Oil Company should negotiate directly with the Persian Government, all legal points being entirely reserved. It was understood that, while these negotiations were proceeding and until the final settlement of the question, the work and operations of the company in Persia would continue to be carried on as prior to the action of the Persian Government purporting to cancel the concession.

Negotiations were started at Teheran between the representatives of the company and the Imperial Government of Persia and, on May 1st, 1933, the Secretary-General was informed that a new concession had been concluded and signed on April 29th, 1933.

The Council, on May 26th, noted the signature of the new agreement, the representative of the United Kingdom declaring that he had no doubt that the last formalities would shortly be completed. The Council accordingly invited the Rapporteur to submit at its next session a report on the final liquidation of the dispute, in conformity with paragraph 3 of Article 15 of the Covenant.

#### DISPUTE BETWEEN COLOMBIA AND PERU.

On the night of August 31st-September 1st, 1932, a group of armed individuals of Peruvian nationality occupied the river port of Leticia, capital of the Colombian district of the Amazon. They subsequently occupied the territory known as the trapezium of Leticia, situated between the Putumayo and the Amazon, and fortified in that territory positions on both rivers. The inhabitants of Colombian nationality were obliged to take refuge in Brazilian territory.

The trapezium of Leticia was recognised under a treaty signed at Lima on March 24th, 1922, as belonging to Colombia.

The Colombian Government, to restore public order in its territory, armed a small flotilla, which proceeded towards Leticia first by sea and then by river. The expedition comprised about 1,500 men and six vessels. It reached Colombian waters on or about February 12th, 1933. Further expeditions by land and air were organised in connection with the military operations contemplated by the Colombian Government.

The Peruvians at Leticia were supported in their action by the Commandant General of the Fifth Peruvian military area, and the Colombian flotilla, on February 12th, was attacked by Peruvian aircraft near the frontier between Brazil and Colombia. Further military operations followed.

The Government of Peru, in December 1932, laid the dispute before the Washington Permanent International Conciliation Commission. The Colombian Government, however, opposed this procedure on the ground that the dispute related solely to occurrences which had taken place within Colombian territory. On January 22nd, 1933, it invited the intervention of the signatories of the Pact of Paris and, on January 24th, called for the intervention of the League of Nations.

The Brazilian Government had meanwhile approached the Governments concerned with an offer to mediate. It suggested that, pending a settlement of the local disturbances, the territory in which they had occurred should be temporarily administered by delegates appointed by the Brazilian Government, it being understood that the two Governments would meet immediately afterwards to consider, in a broad spirit of conciliation, the treaty under which Leticia had been ceded to Colombia. The offer of the Brazilian Government was supported by the Government of the United States of America, acting as signatory of the Paris Pact, and was accepted by the Government of Colombia. The Government of Peru, on the other hand,

submitted counter-proposals which were considered to be unacceptable and, on February 3rd, 1933, the Minister for Foreign Affairs of Brazil declared the mediation to be at an end.

The Colombian Government, throughout these proceedings and in subsequent statements, represented that the situation created by the occupation of Leticia was exclusively an internal matter. It emphasised that on no previous occasion had the Peruvian Government raised any objection to the Treaty of 1922, under which Leticia belonged to Colombia. The treaty was a legally perfect instrument, concluded loyally and in good faith by the Governments concerned. Colombia nevertheless was ready, once its sovereignty was restored, to discuss with the Peruvian Government, in a spirit of conciliation, any question which the Peruvian Government might wish to raise.

The Peruvian Government, on the other hand, represented that, though it was not responsible for the occupation of Leticia by private individuals who had acted on their own initiative, it could not nevertheless abandon Peruvian nationals, who had acted upon a patriotic impulse, to the uncertainty which threatened them as a result of the despatch of Colombian military forces to the district. Peru did not question the validity of the boundary treaty of 1922 and intended to abide by it. It desired, however, to modify by arrangement the frontier laid down in the treaty and to repair the serious injustice which had been committed in separating Leticia from Peru. It was prepared to offer adequate territorial compensations in order to secure this end.

The dispute came formally before the Council on January 24th, 1933, and, on January 26th, the Council sent to the parties two telegrams. It reminded the Government of Peru that it was the duty of Peru as a Member of the League to refrain from any intervention by force on Colombian territory and to ensure that no action should be taken which might hinder the Colombian authorities from the exercise of full sovereignty and jurisdiction in Colombian territory. To the Government of Colombia, it expressed a hope that the strictest precautions would be taken to avoid any violation of Peruvian territory and that the Colombian authorities would exercise all possible clemency and limit their action strictly to the preservation of order within their frontiers.

The position, as a result of this and subsequent measures taken by the Council, did not improve. Military operations extended to Tarapacá in the same territorial zone. The Department of Loreto, protesting against the cession of the zone to Colombia, declared its intention of recovering and occupying the territory on its own account.

The Colombian Government in these circumstances decided, on February 17th, 1933, to appeal to the Council under Article 15 of the Covenant. The Council, reviewing the situation and endeavouring to secure a settlement of the dispute in the manner provided by paragraph 3 of Article 15 of the Covenant, submitted to the parties on March 1st, 1933, a proposal that a Commission of the League of Nations should take charge of the disputed territory. The territory would be completely evacuated by the Peruvian forces and Colombia would place forces at the disposal of the Commission of the League, which, pending negotiations between the parties, would be regarded as international forces and be responsible for maintaining order in the territory. The two parties would decide as to the method of carrying on the negotiations, which would be undertaken with a view to studying all outstanding problems and settling them upon a lasting and satisfactory basis.

These proposals were accepted by the representative of Colombia but the Peruvian Government submitted counter-proposals which the Council was unable to accept as a suitable basis of conciliation. The Council was accordingly driven to establish a report, under paragraph 4 of Article 15, containing a statement of the facts of the dispute and the recommendations which it considered to be just and proper in regard to it.

The Council noted, among other considerations, that territory recognised as belonging to Colombia had been invaded by Peruvians, supported by the military authorities of the local Department of Loreto, and that terms for the settlement of the dispute proposed by the Council had been accepted by the Colombian but rejected by the Peruvian Government. It declared that the situation resulting from the presence of Peruvian forces in Colombian territory was incompatible with the principles of international law, the Covenant of the League of Nations and the Pact of Paris. It recommended the complete evacuation by the Peruvian forces of the territory contained in the Leticia trapezium and the withdrawal of all support from the Peruvians who had occupied that area. It further recommended that negotiations with a view to the settlement of all outstanding problems, on the basis of the treaties in force between the parties, should be set on foot with all expedition as soon as suitable measures had been taken to carry out the recommendations in regard to evacuation.

The Council declared itself ready at the request of either party to lend its good offices in case of disagreement as to any point of substance which might arise. It assumed that the Members of the League of Nations would refrain from any act which might prejudice the execution or delay the application of its recommendations, and it recalled, in this connection, that the Assembly of the League had, on March 11th, 1932, declared that it was incumbent upon Members of the League not to recognise any situation, treaty or agreement which might be brought about by means contrary to the Covenant of the League of Nations or the Pact of Paris. It further recalled provisions signed at Washington on August 3rd, 1932, by nineteen American States, including Colombia and Peru, whereby they had renounced force as an instrument of international policy in the relations between American States and had stated that they would not recognise the validity of any territorial acquisitions that might be obtained by occupation or conquest.



The report was unanimously adopted by the Council on March 18th, 1933. It was accepted by Colombia, but Peru voted against it.

The Council decided that a copy of the report should be sent to the Members of the League and to the Governments of the United States of America, the United States of Brazil, Costa Rica and Ecuador. It further appointed an Advisory Committee to assist it in the performance of its duties under the Covenant and to assist the Members of the League in concerting their action among themselves and with non-member States. The Committee, composed of the representatives of the United Kingdom, China, Czechoslovakia, France, Germany, Guatemala, the Irish Free State, Italy, Mexico, Norway, Panama, Poland and Spain, was authorised to invite the Governments of the United States of America and Brazil to participate in its work in any manner which they might consider to be the most appropriate.

The Governments of the United States of America and Brazil declared themselves ready to appoint each a representative, not as a member of the Committee, but to participate in its discussions without the right to vote.

Further encounters ensued between Colombian and Peruvian forces near Tarapacá on Colombian territory and on the Upper Putumayo. More particularly, on March 27th, 1933, Colombian military forces attacked and occupied Guepi, a Peruvian station on the Upper Putumayo situated at about a thousand kilometres from Leticia. The Peruvian garrison troops at Guepi, according to the representative of Colombia, had previously attacked two Colombian gunboats which were navigating the Upper Putumayo. The Peruvian Government considered that a new situation had thereby been created and asked the Advisory Committee of the Council to consider it.

The Advisory Committee of the Council, meeting on April 5th and 6th, 1933, noted that the Government of Peru intended to respect the free passage of Colombian vessels, military or otherwise, on the river Putumayo and that the Government of Colombia had no territorial designs in Peruvian territory and would evacuate Guepi as soon as the trapezium of Leticia had been evacuated by the Peruvian forces. The Committee came to the conclusion that, with the co-operation of the two parties, it might be possible to secure a rapid execution of the recommendations of the Council of March 18th, 1933, and authorised its Chairman to call a further meeting when he thought it useful to do so.

Long negotiations ensued, and, on May 10th, 1933, the Chairman of the Advisory Committee submitted to the parties a document in which was embodied a procedure for putting into effect the recommendations of the Council. The Governments of the Republic of Colombia and the Republic of Peru formally accepted the recommendations, together with detailed measures for their application. It was agreed that the proposed Commission of the League should reach Leticia within a period not exceeding thirty days; that the Peruvian forces in that territory should immediately withdraw; that the Commission should thereupon take charge of the administration of the evacuated territory, calling for that purpose upon military forces of its own selection. Meanwhile, it was understood that the parties would inform the Advisory Committee of the Council of the method whereby they proposed to negotiate for a final settlement of outstanding questions. Finally, the Governments of Colombia and Peru undertook to give the necessary orders for the cessation of all acts of hostility on either side and for the military forces of each country to remain strictly within their frontiers. The agreement was signed by the representatives of the two countries and by the President of the Council on May 25th, 1933.

Steps were taken forthwith to constitute the Commission and despatch it to Leticia.

#### DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

In June and July 1932, while the delegates of Bolivia and Paraguay at Washington, under the auspices of a Commission of Neutrals (United States of America, Colombia, Cuba, Mexico and Uruguay), were negotiating with a view to the conclusion of a bilateral pact of non-aggression, serious incidents occurred in the territory of the Chaco-Boreal between Bolivian and Paraguayan forces. The Government of each country threw the blame for the aggression on the troops of the other. The President-in-Office of the Council considered it his duty on several occasions to draw the attention of Bolivia and Paraguay to the obligations which rested on them as Members of the League to seek a pacific settlement of their dispute under the Covenant of the League. These preliminary interventions on the part of the League, and the relevant correspondence of the parties with the President-in-Office of the Council and the Secretary-General, were summarised in the supplementary report on the work of the League for 1932.

The President-in-Office of the Council, at a meeting held on September 23rd, 1932, informed it of the steps he had taken, drawing special attention to a declaration which had been made on August 3rd by nineteen American Republics asking that the dispute should be immediately submitted to arbitration or some other method of pacific settlement and stating that they would not recognise any territorial change which had not been brought about by pacific means. The Council authorised the Secretary-General to forward an assurance to the nineteen American Republics to the effect that it was ready to assist them in their efforts and appointed a Committee of three members to follow closely the course of the dispute.

A telegram was despatched to the two Governments on September 27th reminding them that they were legally and honourably bound by their obligations not to have recourse to armed force but to refer their dispute either to arbitration, judicial settlement or the Council of the League. The Council, in this message, noting that certain American Republics were doing their best to assist the parties in reaching an amicable settlement, requested the two Governments to accept these endeavours and put an immediate stop to their military action and preparations.

The question, after further correspondence with the parties, was the subject, in the course of a general discussion, of declarations made to the Assembly of the League. The representative of Paraguay, on September 27th, 1932, announced that his Government acceded unreservedly to the establishment of the Committee of the Council and stated that Paraguay would accept for the solution of the dispute any procedure for a pacific settlement which would give the requested guarantees of justice and impartiality. The representative of Bolivia, on the following day, said that the establishment of the Committee of the Council had given rise in his country to a feeling of relief. Bolivia was prepared to accept a pacific solution, but it must be such as to offer permanence and security and such as could be adopted in the spirit of the Covenant of the League. The President of the Assembly noted that the two parties were prepared to submit the dispute to a procedure of pacific settlement and that such a procedure was in course.

The Committee of the Council, on October 1st, proposed to the Commission of Neutrals at Washington that the two Governments should be invited to withdraw their forces to such a distance from one another as would remove any risk of a serious incident and that a military commission should as quickly as possible be sent to the spot to make the necessary arrangements. The Commission of Neutrals replied on October 13th to the effect that it had already made such a proposal, which had been accepted by the parties, and that negotiations for the termination of the hostilities were proceeding satisfactorily, together with negotiations for securing an acceptance of bases for a final arbitration on the dispute.

Hostilities, nevertheless, still continued and the Council, during November, sent further messages to the Commission of Neutrals and to the parties, expressing the hope that hostilities would soon be definitely suspended and that the proposed military commission should be immediately constituted.

The Council, at its meeting on November 25th, considered a matter to which its Committee attached special importance—namely, the fear which existed on either side of a possible re-armament of the other party under cover of a suspension of hostilities. It was noted that Bolivia and Paraguay were not producers of arms, ammunition or implements of war and that any increase of their belligerent strength depended on consignments from abroad. The Committee of the Council had thought it desirable to draw the attention of the Governments to this matter.

Further assurances as to their pacific intentions were received from the parties, and the Commission of Neutrals informed the Council on December 3rd that it hoped soon to be able to inform the Council that distinct progress had been made in the efforts towards peace.

The Council, at a meeting held on December 17th, 1932, noted definite proposals which had been made by the Commission of Neutrals to the Governments of Bolivia and Paraguay for the cessation of hostilities on the basis of an equitable arbitration. These proposals included a cessation of hostilities within forty-eight hours, a withdrawal of the belligerent forces to specified lines, verification of this withdrawal by a commission nominated by the Commission of Neutrals, and arrangements for the policing of the evacuated territory. The Commission of Neutrals had further proposed that the two parties should begin negotiations to determine the basis of arbitration and with a view to the constitution of a tribunal to which the case would be submitted. Definite provisions were made to guard against the possibility of the parties being unable to agree either upon the area which was to be the subject of arbitration or with regard to the court to which the case would eventually be submitted. The Commission of Neutrals, in communicating these proposals to the Council, declared that it would be glad if it could count upon the support of the League of Nations, and suggested that the President of the Council and Governments Members of the League should cable to the Governments of Bolivia and Paraguay in support of its proposals. The Council thereupon communicated with the parties, expressing the view that the proposals of the Commission of Neutrals provided an honourable and just settlement of the question.

The proposals of the Commission of Neutrals were not accepted by the Government of Paraguay, and the Commission of Neutrals informed the Council on December 31st that Paraguay had recalled her delegate from Washington. The Commission of Neutrals, in view of this situation, asked the four countries adjacent to Bolivia and Paraguay (Argentina, Brazil, Chile and Peru) what steps they would propose to take in order to avoid further bloodshed.

The Council, on February 3rd, 1933, considered the situation. It discussed, in particular, the question whether it should not send to the spot a small commission to study the situation in consultation with the two Governments and with the representatives of the Powers which, in a common effort, were trying to find a solution. The representatives of Bolivia and Paraguay, consulted upon this suggestion, indicated that a further concerted effort was being made by the neighbouring countries, working in co-operation with the Commission of Neutrals at Washington, with a view to bringing about a settlement of the dispute and a cessation of the fighting. The two Governments were, in principle, favourable to the proposal for a Commission of the League, but concurred in suggesting that the proposed action should be held in suspense until the issue of the further concerted effort towards conciliation was known. The Commission of Neutrals at Washington was understood to be of the same opinion. The Council finally decided to address to both Governments an urgent appeal to end hostilities and

conclude an armistice, and expressed its keen anxiety that the negotiations in course might result in a settlement.

The Governments of the United Kingdom and France, in a memorandum to the Secretary-General on February 21st, took up the question which had been raised in November 1932 concerning the supply of armaments to the parties. The two Governments in question declared their conviction that an embargo on the export of arms might be effective if all States joined in its application. They expressed their willingness to consult the States non-members of the League, whose co-operation was essential. They proposed that the Council should study the measures which, in application of Article 11 of the Covenant, might be pursued with a view to preventing the supply of arms and war material to Bolivia and Paraguay. On March 6th, the Committee of the Council, referring in particular to the memorandum submitted by the Governments of France and the United Kingdom, asked that the question of the dispute between Bolivia and Paraguay, which the Council had hitherto considered under Article 4, should be placed upon the agenda of a meeting of the Council under Article 11 of the Covenant.

The Council, meeting on March 8th in accordance with this request, first noted a communication from the Government of Bolivia transmitting proposals which had been submitted to the two parties on February 24th by the representatives of the Argentine Republic and Chile with a view to the settlement of the dispute. These proposals provided for a cessation of hostilities, a withdrawal of troops to specified lines and a reduction of effectives. All Chaco questions were to be submitted to legal arbitration, and the Hague Court was to be asked for an advisory opinion in the event of it being difficult to determine the zone to be submitted to arbitration.

The Council, noting this communication, decided that its first measure in application of Article 11 of the Covenant must be to obtain all necessary information from official sources as to the results of the proposals made by the Governments of the neighbour States.

Attention was drawn to the fact, at this meeting of the Council, that the Government of Paraguay had requested from Parliament authority to declare war on Bolivia. The representative of Paraguay declared that his Government had contemplated the possibility of a declaration of war simply in order to bring about a declaration of neutrality on the part of the adjacent countries and so to secure a prohibition of the transit of arms and war materials and food supplies through their territories.

On May 10th, 1933, Paraguay declared that a state of war existed with Bolivia. The Government of Bolivia at once communicated with the Secretary-General of the League representing that Paraguay had thereby placed herself outside the Covenant and had incurred the sanctions applicable under Article 16. The Council, following an exchange of telegrams between the Secretary-General of the League, the Governments of Bolivia and Paraguay, the Commission of Neutrals at Washington and the Governments of the Argentine and Chile, met in extraordinary session on May 15th, 1933, to consider the situation.

It was urged on behalf of the Government of Paraguay, in correspondence with the Secretary-General and in the declaration made by its representative at the Council table, that Paraguay had declared a state of war to exist with Bolivia only after the neighbour States had, owing to the attitude of Bolivia, abandoned their good offices. Paraguay was not resorting to war in the sense in which the term was used in the first paragraph of Article 16 of the Covenant, since a state of war had been in existence for some time and had been brought about by Bolivia. Paraguay, moreover, was prepared, as always, to accept the obligation incumbent upon her as a Member of the League to submit the dispute to arbitral or judicial settlement. She had therefore not broken the undertakings prescribed in Articles 12, 13 and 15 of the Covenant. She had declared a state of war with Bolivia to exist in the belief that such a step would involve a declaration of neutrality on the part of the adjacent States and in the conviction that the League would thus be able to intervene and to fulfil its duties. Paraguay renewed her request for an enquiry with a view to designating the aggressor.

The Government of Bolivia, in previous correspondence with the Secretary-General and in a statement made by its representative at the Council table, declared that Bolivia was still prepared to submit the territorial dispute with Paraguay to arbitration, provided Paraguay would state her territorial claims in the Chaco and thereby determine the territory which would be subject to arbitration. Bolivia regarded the declaration of a state of war by Paraguay as an extremely serious incident which had resulted in interrupting the conciliation procedure before the Commission of Neutrals at Washington. A Member of the League had officially declared war while conciliation procedure was in progress and at a time when Bolivia was regarding with sympathy the initiative taken by the Governments of the Argentine and Chile to settle the dispute with the assistance of the Governments of Brazil and Peru. The procedure of conciliation, contrary to what was alleged by Paraguay, had not been exhausted and, even if it had been, Paraguay should have appealed to the League of Nations.

The Council noted the declarations of the parties. It further noted communications received from the Commission of Neutrals and from the Governments of Chile and the Argentine expressing a desire for co-operation with the Council of the League.

The Council instructed its Committee to examine the situation and submit definite proposals.

The Committee submitted a report on May 20th, 1933. It was proposed that the two Governments should confide the final settlement of their dispute to an impartial authority deriving its powers from a treaty binding on both States—namely, the Covenant of the League

of Nations. It was further proposed that this authority should fix the frontier between the two countries. Meanwhile, hostilities must be brought to an end and Paraguay withdraw her declaration of a state of war with Bolivia, while an agreement should as soon as possible be established for a settlement of the dispute by arbitration.

The report proposed that for these purposes a Commission of the League should be sent to the spot to negotiate arrangements for an armistice and to prepare an agreement with a view to arbitration, it being understood that the Council would in the last resort provide for the appointment of the arbitrator and settle the arbitral procedure.

The report was unanimously approved by the other Members of the Council as a just and reasonable method of settling the dispute. The representative of Paraguay also accepted it, declaring that his country accepted in advance any decision which the Council might think fit to take with a view to a solution. The representative of Bolivia reserved the decision of his Government, and promised to convey to it the considerations put forward by all the members of the Council, urging it to accept the report.

Further negotiations are proceeding under the auspices of the Committee of the Council.

#### THE STRAITS COMMISSION.

The Secretary-General has received the eighth annual report of the Straits Commission, forwarded to the League of Nations under Article 15 of the Straits Convention of July 4th, 1923. The report has been communicated to the States Members of the League, to the Powers that signed the Straits Convention and to the Technical Organisations of the League.

#### CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The present report deals with the second phase of the Conference, from September 21st, 1932, to March 27th, 1933, when the General Commission rose for the Easter vacation.<sup>1</sup>

##### I. GENERAL PROGRESS OF THE WORK OF THE CONFERENCE.

###### *Equality of Rights : Participation of Germany.*

Previous to the adjournment of the Conference in July 1932, the German delegation raised the question of Germany's equality of rights. The German Government subsequently stated that it could take no part in the future work of the Conference until the question had been settled. The Governments of the United Kingdom, France, Germany, Italy and the United States of America then negotiated for an agreement on the political principles to be adopted as a basis for the future work of the Conference. The agreement stipulated, as one of the principles which would guide the Conference, that Germany and the other Powers disarmed by treaty should be accorded equality of rights in a system which would provide security for all nations and that this principle should be embodied in the Disarmament Convention. The Governments of the United Kingdom, France, Germany and Italy were prepared to join in a solemn reaffirmation, to be made by all European States, that they would not in any circumstances attempt to resolve any present or future differences between the signatories by resort to force. Finally, the five Governments declared that they would co-operate in the Conference with the other States there represented in establishing a Convention which would effect a substantial reduction and limitation of armaments and provide for future revision with a view to further reductions.

The General Commission took note of the agreement on December 14th, 1932, the German delegation being present. The representatives of a number of countries emphasised that the agreement could not be regarded as an act of the Conference and in no way affected its prerogatives.

###### *Submission of the French Disarmament Plan.*

A memorandum containing a disarmament plan was submitted by the French delegation to the Bureau of the Conference on November 14th, 1932. The main principle of the plan was to effect a reduction of armaments in relation to security conditions existing or to be created and, in particular, to strengthen defence by reducing forces of aggression.

The General Commission held a general discussion on the French memorandum from February 2nd to 8th, 1933.

###### *Programme of Work of the Conference (February 9th to March 16th, 1933).*

The Bureau, on February 9th and 10th, considered a programme of work for the Conference submitted by the United Kingdom delegation. The work of the Conference proceeded from February 10th to March 16th on the basis of decisions taken as a result of this examination.

<sup>1</sup> For the first phase of the Conference (February 2nd to July 23rd, 1932) see the report and supplementary report submitted to the Assembly in 1932.

*Draft Convention submitted by the United Kingdom Delegation (March 16th, 1933).*

On March 16th, 1933, the General Commission was invited by Mr. MacDonald, Prime Minister of the United Kingdom, to consider a draft Convention in five parts and ninety-six articles.

The draft presents a disarmament scheme as a whole based on principles and decisions already discussed or approved by the Conference and on the views expressed by the various delegations.

In the opinion of the United Kingdom delegation, the draft furnishes a basis of discussion which, although admitting of amendment, is the result of a careful balancing of the various factors involved.

The General Commission, on March 27th, 1933, decided to take the draft Convention as a basis for its subsequent discussions, the various delegations retaining the right to propose amendments. The detailed discussion of the articles began as soon as work was resumed after the Easter recess.

## II. WORK OF THE COMMISSIONS AND COMMITTEES.

### *Security Questions.*

The General Commission decided on February 13th, 1933, to refer to the Political Commission the various proposals before the Conference relating to security.

The Political Commission met from February 14th to March 10th, 1933.

It first examined the proposed declaration of non-resort to force applicable to Europe put forward by the United Kingdom delegation, and on March 2nd adopted a text in which the Governments concerned would solemnly reaffirm not in any event to resort, as between themselves, to force as an instrument of national policy. The universal effect of this obligation was understood to be a matter of subsequent enquiry.

The Political Commission then considered the scheme of mutual assistance as embodied in the French memorandum and in the programme of work submitted by the United Kingdom delegation. It further took up the question of the definition of the aggressor on the basis of a proposal by the Soviet delegation and that of the procedure for establishing the facts in the case of aggression or threatened aggression on the basis of a proposal by the Belgian delegation. These discussions did not result in any final conclusions during the period under review.

### *Effectives.*

The Bureau of the Conference, on September 22nd, 1932, set up a Special Committee on Effectives. The Committee adopted a plan of work submitted by the United States representative, based on the proposal of President Hoover. It accepted in particular the principle that effectives should be divided into two components, one irreducible and the other reducible, and endeavoured to determine the factors which should be considered in calculating the two components.

For that purpose, it asked a Technical Committee of Experts to examine the characteristics of the various police forces and similar formations, with a view to deciding which of those forces should be taken into account in calculating effectives. The Technical Committee was also to determine what part of the naval forces of States should be assimilated to land forces in making those calculations.

Meanwhile, on February 13th, 1933, the General Commission itself took up the question of effectives. It considered a list of questions in regard to which it would have to take decisions of principle.

That list comprised (1) questions drawn up on the basis of the French memorandum and relating to the standardisation of the European continental armies, (2) questions relating to effectives generally and (3) questions regarding oversea effectives.

The Commission decided on February 23rd, by a majority vote, in favour of the standardisation of European armies in the form of armies with short-term service and limited effectives. It further decided, on February 27th, by a majority vote, that standardisation should not cover oversea effectives. The Commission then referred the last question to a Sub-Committee consisting of delegates of the countries directly concerned and referred back the other questions, with its own decisions, to the Special Committee on Effectives.

After the General Commission had decided to take the United Kingdom draft Convention as a basis for its subsequent discussions, the Committee on Effectives instructed its Technical Committee to study certain questions raised by the aforementioned draft, more especially those relating to police forces and similar formations, military training given outside the army and pre-military training.

### *Land War Material.*

On September 22nd, 1932, the Bureau of the Conference asked the President of the Land Commission to get into touch with the delegations in order to fix the limits with regard to the number and calibre of heavy land artillery guns and the maximum tonnage for tanks. On November 15th, 1932, the President of the Land Commission informed the Bureau that his conversations with the various delegations had not advanced far enough for him to be able to submit definite conclusions on the subject.

The General Commission began its examination of the question of land war material on March 9th, 1933. After a general discussion it decided to instruct the Drafting Committee to submit either definite proposals or a list of questions of principle requiring settlement, on

the basis of the proposals before the Conference. On March 15th, the Drafting Committee submitted a questionnaire, the examination of which was abandoned as soon as the United Kingdom delegation tabled its draft Convention.

#### *Naval Armaments.*

Under the resolution of July 23rd, 1932, the Powers parties to the London and Washington Agreements, together with the other naval Powers, were asked to negotiate on the subject of the possibilities of naval limitation. The Bureau's task was to co-ordinate these negotiations.

On December 9th, 1932, the Japanese Government submitted new disarmament proposals. These proposals are based upon the principles already approved by the Conference and emphasise in particular the necessity of reducing forces aggressive in character and strong in offensive power, having regard to existing conditions and the special circumstances of the various countries.

#### *Air Forces.*

On November 22nd, 1932, the Bureau of the Conference adopted a report submitted by the President of the Air Commission on the best procedure to be followed in dealing with the question of the complete prohibition of air attacks on the civil population and of all aerial bombardment; the report further suggested, amongst other things, that a Political Committee should be instituted to go into the whole question of air forces. This Committee never met.

On February 13th, 1933, the General Commission proceeded to a new examination of air questions on the basis of the programme of work submitted by the United Kingdom delegation, and set up a special Air Committee consisting of delegates of the principal air Powers. This Committee examined the measures to be taken in respect of civil aviation in order to render possible the total abolition of military and naval aviation and bombing from the air. It discussed successively the regulation, supervision and internationalisation of civil aviation.

The Committee suspended its work on March 17th to enable the delegations of distant countries to consult their Governments.

#### *Chemical, Bacterial and Incendiary Warfare.*

In its resolution adopted on July 23rd, 1932, the General Commission decided that chemical, bacterial and incendiary warfare should be prohibited and that rules of international law should be formulated giving effect to the prohibition, to be supplemented by special measures dealing with any infringement of the prohibition.

On September 22nd, 1932, the Bureau of the Conference requested the Chairman of the Special Committee on Chemical, Bacterial and Incendiary Weapons to submit a report on the possibility of prohibiting the preparation of gas and of restricting its use (as opposed to prohibiting the use of gas in war time) and on measures to be adopted in cases of violation of the prohibition.

After this report had been discussed by the Bureau, the Special Committee drew up its conclusions, which were approved by the Bureau in January 1933 and drafted in the form of articles.

These articles are to be examined after the Bureau has settled the question of the special sanctions to be applied in the event of the use of the prohibited weapons. The Bureau agreed to the principle of such sanctions, but decided to frame the relevant articles after the general problem of the sanctions to be applied in the case of the violation of the provisions of the Convention had been examined by the Conference.

The texts approved by the Drafting Committee were subsequently incorporated by the United Kingdom delegation in the draft Disarmament Convention which it had submitted to the General Commission.

#### *Publicity and Limitation of National Defence Expenditure.*

The National Defence Expenditure Commission was instructed by the Conference to examine, in the light of the material submitted by the various States, the limitation and publicity of national defence expenditure provided for in the draft Disarmament Convention drawn up by the Preparatory Commission. The General Commission left open the question whether a combined system of limitation and publicity or merely a certain degree of publicity in regard to expenditure was to be adopted. The enquiry was therefore conducted with a view to a possible application of either of these two systems.

The National Defence Expenditure Commission set up a Technical Committee, which published its report on April 8th, 1933.

Of the sixty States represented at the Disarmament Conference, twenty-nine have supplied the Technical Committee with full information relative to their budgetary systems and national defence expenditure. These countries represent 90 per cent of the total national defence expenditure of the entire world. The other States have submitted incomplete documents or none at all.

The Technical Committee has taken national defence expenditure to mean all expenditure necessitated or entailed by the creation, maintenance and training in time of peace of armed forces and formations organised on a military basis and by measures immediately connected with the preparations for national mobilisation.

In order to secure a uniform presentation of the figures, the Committee has established a uniform framework or Model Statement in which States can enter all their national defence expenditure. The key to this operation will be supplied by reconciliation tables showing how each figure in the accounts has been transferred to the Model Statement.

The Committee recommends that the payments made in the course of the financial *exercice* should be taken as the juridical basis for either the publicity or limitation of expenditure. Detailed examination of the budgetary systems of the various countries resulted in the Committee's finding that the value of the guarantee of the authenticity of figures afforded by the publicity of credits varies according to tradition, custom and parliamentary practice. It points out that a system of limitation based upon the payments made in the course of the financial *exercice* rests in the last instance upon the activities of the authorities responsible for the internal supervision of the public finances. It therefore considers it essential that bodies responsible for the higher audit of the accounts should be independent of the Executive.

The Committee recognises that it is possible for all practical purposes for States to draw up a complete statement of their national defence expenditure within the meaning of the Convention and that it is also possible for an international supervisory body to verify with a high degree of accuracy the manner in which the total amount of national defence expenditure is calculated. The separate limitation of expenditure in respect of land, naval and air forces or the separate limitation of land material and naval material would, however, have the effect of compelling certain countries to modify their accountancy systems, and would give rise to difficulties from the point of view of supervision.

Important reservations to the recommendations contained in the report were made by certain delegations. The Japanese, Italian and German delegations submitted a joint reservation expressing the view that, technically, a period of from four to five years would be necessary during which the system of publicity alone could be applied, after which it would be possible to ascertain whether the system of budgetary limitation recommended in the report could be adopted.

The United States delegation limited its concordance to measures of budgetary publicity and made full reservation on all subjects relating to budgetary limitation.

### III. REGULATION OF THE TRADE IN ARMS AND OF THE PRIVATE AND STATE MANUFACTURE OF ARMS AND OF IMPLEMENTS OF WAR.

The Committee for the Regulation of the Traffic in Arms and of the Private and State Manufacture of Arms and of Implements of War was constituted by the Bureau of the Conference on September 22nd, 1932.

From October 4th to 19th, 1932, this Committee discussed the question on the basis of the 1925 Convention for the Supervision of the International Trade in Arms and Ammunition and Implements of War, and the 1929 draft Convention for the Supervision of the Private Manufacture and Publicity of the Manufacture of Arms and Ammunition and of Implements of War.

The Committee sent a report to the Bureau stating that it was not yet able to submit concrete proposals which would, as far as possible, place producing and non-producing States on a footing of equality. It also stated that the provisions contained in the 1925 Convention and in the 1929 draft Convention ought to be revised. On November 22nd, 1932, the Bureau took note of this report and defined the Committee's task.

On February 22nd, 1933, by a majority vote, it declared that, before proceeding further with its consideration of the manufacture of arms, it found it necessary to request the General Commission to decide the two following questions: (1) Should the private manufacture of arms be suppressed? and (2) Should the manufacture of arms be internationalised?

### IV. SUPERVISION.

The General Commission, on July 23rd, 1932, decided that there should be set up a Permanent Disarmament Commission, with the constitution, rights and duties generally as outlined in Part VI of the draft Convention drawn up by the Preparatory Disarmament Commission, with such extension of its powers as might be deemed necessary by the Conference.

On November 15th, the Bureau adopted as a basis of discussion a report drawn up by M. Bourquin (Belgium) and appointed a Drafting Committee to prepare texts for insertion in the draft Convention. Those texts were approved by the Bureau on January 23rd and referred to the General Commission. They are included in the draft Convention submitted by the United Kingdom delegation on March 16th, 1933. They define the composition of the Commission, its duties and methods of work.

The Permanent Disarmament Commission will be composed of a representative of each of the contracting parties. It will be the Commission's duty to watch the execution of the Convention. It will be entitled to receive all necessary information and to have any person heard or consulted who may be in a position to enlighten it. A contracting party whose attitude has been subject to criticism will have the right to request the Commission to conduct the necessary investigations in its territory. The Commission, at the request of one or more of the contracting parties, may decide to have investigations of alleged infractions of the Convention conducted in the territory of any contracting party. Further, it will be entitled to conduct periodic investigations in regard to States which have made a special agreement to that effect. It will report at least once a year on the situation regarding the execution of the Convention. Any contracting party of opinion that the Convention has been infringed will

have the right to address a complaint to the Commission. The Commission will invite the contracting party whose attitude has produced the complaint to supply it with all useful explanations, and the Commission will draw up a reasoned report on the result of its investigations, which will immediately be forwarded to the Council of the League of Nations and published.

It will be one of the duties of the Commission to make preparations for the subsequent stages of disarmament.

#### V. ARMAMENTS TRUCE.

The Conference, on July 23rd, 1932, adopted a resolution recommending the Governments to renew for a period of four months from November 1st, 1932, the truce recommended by the resolution of the League Assembly of September 29th, 1931. Forty-nine Governments replied in the affirmative to a circular letter from the Secretary-General enquiring whether they were prepared to consent to a renewal.

### ADMINISTRATIVE QUESTIONS.

#### TERRITORY OF THE SAAR.

The Council, on January 24th, 1933, appointed the five members and Chairman of the Governing Commission for a period of one year as from April 1st, 1933.

The Chairman of the Governing Commission of the Saar Territory, in a letter dated May 4th, 1933, informed the Council that circumstances over which he had no control had given rise to misgivings among the Saar officials in regard to their position after the plebiscite to be held in 1935. The Governing Commission considered that it was most desirable to ensure by practical decisions, for all officials of the Saar territory without distinction of origin or nationality, that the rights which they held under the appointments which they had received from the Governing Commission would in any case be fully safeguarded.

The Council, on May 27th, 1933, adopted a report affirming the principle that the rights of the officials of the Saar Territory should in any event be safeguarded, the means of applying this principle being reserved for a later decision.

In the course of the year, the Governing Commission gave special attention to the campaign against unemployment and the financial and economic crisis. Elections to fill the offices of the municipal and district councillors were held in November 1932. There was an increase in the number of voters and an appreciable increase in the number of candidates returned belonging to the extreme parties on the right and on the left.

#### THE FREE CITY OF DANZIG.

M. Helmer Rosting, Chief of the Administrative Commissions' Bureau of the Secretariat of the League of Nations, was appointed to be High Commissioner at Danzig *ad interim* under a resolution adopted by the Council on October 15th, 1932. His term of office was later prolonged by the Council until October 15th, 1933.

The Polish Minister of Transport, by a Decree dated October 25th, 1932, issued a public notification to the effect that the transport rates and other charges levied by the railways in the railway stations in the territory of the Free City of Danzig would henceforth only be accepted in Polish currency. The Senate of Danzig asked the High Commissioner, on November 3rd, 1932, to decide that this Decree constituted a case of "direct action", and the High Commissioner referred the question to the Council of the League. The Council on November 23rd, noting that a question of "direct action" had, in fact, been raised, decided to obtain an authoritative legal opinion. The specific point at issue was settled between the parties by friendly agreement reached under the auspices of the High Commissioner. The Council, nevertheless, in view of other questions in which "direct action" had been alleged by the parties, appointed a Committee of three members with instructions to submit proposals with a view to establishing a more satisfactory procedure in the matter.

The Committee, having studied as a whole the questions submitted for its consideration, forwarded its report to the Council on February 1st, 1933. The Council adjourned its examination of the matter. Meanwhile, the old procedure for dealing with questions appearing to involve "direct action", established by the Council in March 1925, remains in force.

On November 20th, 1932, the High Commissioner pronounced three decisions on three requests which had been submitted to him with regard to Customs (various Customs questions, import quotas, nationalised quota goods). The two Governments appealed against the High Commissioner's decisions. At its meeting of February 1st, 1933, the Council confirmed the High Commissioner's decisions on the first and third requests and decided not to pronounce for the moment on the appeals made by the two Governments against the High Commissioner's decision concerning the second request.

The question of the reinforcement, by the Polish Government, of the detachment of guards at the Polish war material depot on the Westerplatte has been brought before the Council. The High Commissioner, in a letter dated March 7th, 1933, referred the matter to the Council, the Senate of Danzig having submitted a request that it should be regarded as a case of "direct action". The Polish authorities had increased the Polish guard on the



Westerplatte without previously obtaining the authorisation of the High Commissioner, and the High Commissioner had requested the withdrawal without delay of the effectives in question.

The Council took up the matter on March 14th, 1933. M. Ziehm, President of the Free City, having affirmed that the Senate was able to guarantee that satisfactory measures had been taken to prevent any infringement of the rights of Poland on the Westerplatte peninsula, M. Beck, Minister for Foreign Affairs of Poland, declared that his Government had decided to reduce the guard without delay to its normal strength. The Council, in view of this declaration, did not consider it necessary to examine the question further. The High Commissioner duly informed the Council on March 16th, 1933, that the effectives had been withdrawn from the Westerplatte on the same day.

In a letter dated March 7th, 1933, the Polish representative at Danzig requested the High Commissioner to decide that the action of the Danzig Senate in denouncing, on February 15th, 1933, the agreement under which Danzig and Poland had put into force for a period of two years (which came to an end on May 23rd, 1927) a decision by the High Commissioner on the recruiting of the police force which was required by the Harbour Board and which was placed under its immediate control constituted "direct action" and should be immediately cancelled. The High Commissioner referred this question to the Council at the same time as that of the Westerplatte.

In his report to the Council, the Rapporteur stated that, in his opinion, it would be in the interest of both parties that the previous regime should be re-established without prejudice to the final decision which the Harbour Board might take in the matter. The Danzig and Polish representatives having declared themselves in agreement with the Rapporteur's proposal, this proposal was adopted by the Council.

## PROTECTION OF MINORITIES.

### GENERAL OBSERVATIONS.

The customary procedure followed in dealing with minorities petitions has been regularly applied during the period under review. Minorities Committees have met during the Council sessions and also in the intervals between them. On completing the examination of the questions submitted to them, the Committees, in cases where they did not feel it necessary to draw the attention of the Council to the questions raised, informed the other members of the Council of the result of their examination in a letter forwarded to them through the Secretary-General. In some cases, these letters were, with the consent of the Governments concerned, published in the *Official Journal* of the League.

### APPLICATION OF AGRARIAN REFORM IN POLAND.

In January 1932, the German Government called the attention of the Council to the question of the application of agrarian reform in Poland. The special Committee of the Council, to which the latter referred the matter in May 1932, submitted, in December 1932, a detailed and systematic statement of all the factors examined and proposed a practical solution rather than a purely legal settlement. It was suggested that the application of the previous nominal lists drawn up with a view to the execution of the agrarian reform in Poland should be suspended, pending a complete rectification of the disparity noted between the respective contributions made to agrarian reform by majority and minority landowners.

As the German representative was not in a position to accept this report, the Council made a further effort to find a solution, but in February 1933 the representative of Germany stated that, in the absence of agreement between Poland and Germany on the question at issue, his Government was obliged to refer to the Permanent Court of International Justice the dispute as outlined in the petitions addressed by the minority to the Council from 1929 onwards and in communications from the German Government to the Secretary-General.

The Council, in view of this statement of the German representative, declared its examination of the question to be closed.

### APPLICATION OF THE GERMAN-POLISH CONVENTION OF MAY 15TH, 1922, CONCERNING UPPER SILESIA.

#### (a) *Petition relating to the Polish Minority in Upper Silesia (Germany).*<sup>1</sup>

I. The Council in October 1932 noted a report on questions raised in petitions received from the "Association of Poles in Germany" and dated November 10th, 1931, and March 14th, 1932, concerning the situation of the Polish minority in Upper Silesia.

The petitioners complained of the attitude of the German authorities towards the minority, more especially in respect of the issue of passports and permits, education, local government administration and elections to the legislature.

The Council noted that most of the specific cases to which reference was made in the petitions had occurred outside the territory covered by the Geneva Convention of May 15th, 1922, or related to events that had occurred several years earlier and had been examined either by the President of the Mixed Commission for Upper Silesia or by the Council.

<sup>1</sup> As the Council only discussed the petition from M. Bernheim at its May/June session, this matter will be dealt with in the Supplementary Report.

It accepted the proposal of the Rapporteur that it should refrain from examining these questions, nor, in the opinion of the Rapporteur, was the importance of the other cases mentioned by the petitioners, with one exception (the question of vocational and supplementary education, which formed the subject of a special petition), such as to justify examination by the Council, and the Council agreed that these cases should be forwarded to the German Government for submission to the local procedure laid down in the Convention for Upper Silesia.

2. The case excepted by the Council in dealing with these questions related to a petition submitted by the Polish Catholic schools' association for German Upper Silesia concerning the vocational and supplementary training of the Polish minority in German Upper Silesia. The German Government, under Article 115 of the Geneva Convention, admitted that the minority had a right to open minority private vocational and extension schools. The petitioners, however, complained that the principle applied by the Prussian Government involved an obligation on the part of pupils of minority schools to attend both the State and the private school simultaneously until the education authorities had decided whether the teaching given at the private school was sufficient.

The question of principle was referred by the Council to a Committee of Jurists, which, reporting to the Council in February 1933, expressed the view that the State education authorities should refrain from requiring attendance at State establishments until they had definitely decided whether the corresponding private education was adequate or not. Members of the minority, on the other hand, could not claim exemption from State education merely on the ground that they were attending a private school, unless the education authorities had recognised in advance, at all events provisionally, that adequate training was being provided.

3. The Council, in February 1933, dealt with another petition submitted by the "Association of Poles" in Germany. This petition related to the treatment alleged to have been suffered by the Polish minority in Upper Silesia prior to the elections to the Prussian Diet in April 1932. The petitioners complained that the Polish minority had been prevented from preparing to express its will freely by the measures and attitude adopted by the German authorities and by acts of terrorism.

The German Government contested these allegations and pointed out that the measures and attitude of the German authorities had not caused a falling-off in the number of votes given to the Polish Catholic Party in Upper Silesia or prevented the party from holding numerous public meetings during the electoral period.

The Council found the explanations submitted by the German Government to be satisfactory. It endorsed the opinion of its Rapporteur for minority questions that the importance of the cases of alleged violence was not such as to justify their detailed examination by the Council and instructed the Secretary-General to forward them, so far as they related to the territory to which the Geneva Convention applied, to the German Government for submission to the local procedure.

*(b) Petitions relating to the German Minority in the Voivodeship of Silesia (Poland).*

The Council has had before it three petitions: one from the "Deutscher Volksbund", one from M. Bienek and one from M. Koziolk. The first referred to the question of property rights over the St. Julius Hospital at Rybnik; the two others, to the personal situation of the petitioners.

After having obtained the opinion of a Committee of Jurists concerning a previous question raised by the Polish Government as to the competence of the Council to examine these three petitions, the Council, at its meeting of May 26th, 1933, adopted the Rapporteur's proposals with regard to the substance of the questions raised.

As to the first case, the Council decided, in view of its juridical nature, to entrust the study of it to a committee of jurists. In regard to the other two questions, the Council decided not to examine them until it had become acquainted with the judgment of the Supreme Court and Supreme Administrative Tribunal before which the two questions are respectively pending.

**PETITION FROM THE REPRESENTATIVES OF THE DESCENDANTS OF THE FORMER SZEKLER FRONTIER-GUARD REGIMENT (ROUMANIA).**

The Council, in May 1932, concluded its consideration of the questions raised in the petition submitted by the representatives of the descendants of the former Szekler (Hungarian) Frontier-Guard Regiment.

This petition related to properties in the district of Ciuc (Transylvania) which, up to 1923, had been used in the form of an autonomous administration for the upkeep of certain educational and charitable institutions for the benefit of the descendants of the members of the former Szekler Frontier-Guard Regiment. The Roumanian State, in 1923, as successor State to the Hungarian State, took possession of this property and, as a result of its measures of agrarian reform, distributed part of it to communes, churches and individual peasants, retaining the remainder in its own possession. The buildings included in these properties were either allocated to various public departments or continued to be used for their original purpose.

The Roumanian State, under the settlement approved by the Council, agreed *inter alia* to make a partial restitution of the properties and accepted some of the charges and obligations previously borne by the former autonomous administration of the property.

## MANDATES.

### GENERAL WORK OF THE MANDATES COMMISSION.

The Permanent Mandates Commission, during its twenty-second session, held at Geneva from November 3rd to December 6th, 1932, reviewed the administration for 1931 of the mandated territories of Iraq, Palestine, Syria and the Lebanon, the Cameroons and Togoland under French mandate, the Cameroons and Togoland under British mandate, Ruanda-Urundi, Tanganyika, the Islands under Japanese mandate, Nauru, New Guinea, Western Samoa, South West Africa. The recommendations made by the Commission as a result of this examination, which were approved by the Council during its session held in January 1933 and forwarded to the Governments concerned, related mainly to the current administration of the mandated territories, including such questions as labour conditions, education, health, the association of natives in the administration of the territories, the traffic in spirits and the administration of justice.

### THE PRINCIPLE OF ECONOMIC EQUALITY.

The Mandates Commission, during its twenty-second session, considered the rules enunciated by the mandatory Powers as governing the execution of public works and the supply of goods for the public services, with special reference to the principle of economic equality as applying to mandated territories. The Commission expressed the opinion that the rules in question did not call for any criticism. It nevertheless made a reservation to the effect that the administrative union between Togoland and the Cameroons under British mandate and adjacent possessions might place difficulties in the way of adopting rules in the mandated territories differing from those applied in the possessions. The Commission did not think it necessary to submit any proposals to the Council for a doctrinal interpretation of the articles of the mandates regarding economic equality, but decided to confine itself to supervising the application given in the various mandated territories to the rules established by the mandatory Powers themselves.

The Council noted these conclusions on January 24th, 1933. The representative of Italy on that occasion urged that it would be necessary to watch carefully the application of the rules which, owing to a wide margin of interpretation, might in fact violate the principle on which the mandates system was based. He emphasised that the regulations which related to the purchase of materials and supplies by the administrations of the territories under A and B mandates, either for their own use or for public works, called for a restrictive application, since they constituted an exception to the principle of economic equality. The representative of Germany emphasised that there should be complete economic equality in A and B mandates in accordance with Article 22 of the Covenant, particularly with regard to the purchase of material.

### CLOSER ADMINISTRATION, CUSTOMS AND FISCAL UNION BETWEEN TANGANYIKA TERRITORY AND KENYA AND UGANDA.

The Mandates Commission adjourned its examination of this question. The Government of the United Kingdom had forwarded to the Commission the report of a Joint Select Committee on Closer Union in East Africa with the correspondence exchanged on this subject between the British Minister for the Colonies and the Governors of the territories concerned.

The representative of Germany on the Council, referring to this matter on January 24th, 1933, welcomed the declaration of the United Kingdom Government to the effect that, for the moment, it had abandoned the scheme for a political and constitutional union of Tanganyika with the territories adjacent. He drew attention, however, to the fact that partial measures for unifying important economic services might sooner or later bring about the same result as the comprehensive measures originally contemplated.

### IRAQ : THE POSITION OF THE ASSYRIAN POPULATION.

The Council, on September 24th, 1932, noted the signature by Iraq of the declaration framed on May 19th, 1932, embodying the undertakings to be accepted by Iraq before the mandatory system was brought to an end in the territory. The Council noted that the first of the conditions for the termination of the mandatory system in Iraq had thus been met. The mandate was accordingly terminated by the admission of Iraq to the League of Nations by the Assembly of the League on October 3rd, 1932.

The Mandates Commission, in these circumstances, refrained from submitting to the Council any detailed observations on the administration of Iraq in 1931. The Commission, however, was required to deal with certain petitions received from the Assyrian population in Iraq, which the Government of the United Kingdom, as mandatory Power, had forwarded

to the Commission previous to the termination of the mandate. The Council, on September 24th, 1932, approved the proposal of the United Kingdom representative that these petitions should be examined by the Commission.

The petitions revealed a sense of insecurity on the part of the Assyrians, partly owing to the climate of the country in which they were living, the sterility of the lands assigned to them and the precariousness of their tenure, but more especially owing to the fact that their community was widely scattered among populations of other races. The Assyrians were suggesting various solutions of their difficulties, such as a mass transfer of the population concerned to a country under the authority of a Western Government, their recognition as an autonomous community domiciled in Iraq, or a return to their old homes now situated in Turkish territory. Suggestions were also put forward for the constitution of a national home open to all Assyrians who were previously Ottoman nationals and the attribution to the Assyrian community of various political and educational rights. The Commission adopted a recommendation drawing the attention of the Council to the importance for Iraq of finding a solution which might enable the Assyrians to establish themselves in a homogeneous group appropriate to their traditions and corresponding to their economic needs. The Commission, on the other hand, considered that anything in the nature of a request for autonomy on the part of the Assyrians could not be encouraged, since such a solution would imperil the unity of the Iraqi State.

The Council considered the recommendations and observations of the Commission during its session in December 1932. It endorsed the view that it was impossible to grant the Assyrians any form of administrative autonomy. It further noted a declaration of the representative of Iraq that there was not sufficient unoccupied land in the country to permit of the establishment of the Assyrians in a compact community, but that his Government had studied the question of allotting to the Assyrians available land suitable for their settlement and was prepared to carry out plans framed for this purpose as soon as circumstances permitted. The Iraqi Government was, in fact, prepared to facilitate the settlement of the Assyrians either in their own country of origin or in another country.

The Council, on December 15th, 1932, adopted a resolution noting that it was the intention of the Iraqi Government to choose outside Iraq a foreign expert to assist it over a limited period to settle all the landless people of Iraq, including the Assyrians, and to carry out its scheme for the settlement of the Assyrians of Iraq under suitable conditions and as far as possible in homogeneous groups, having regard to the existing rights of the population. The Council recommended that, if these measures did not result in a complete solution of the problem, and if there remained Assyrians who were not disposed to settle in Iraq or who were unable to do so, the Iraqi Government should take all the steps in its power to facilitate their settlement elsewhere. The Government of Iraq was asked to keep the Council informed of the results of the measures contemplated.

#### FRONTIER BETWEEN SYRIA AND IRAQ.

The Commission of Enquiry, instructed by the Council under a resolution of December 9th, 1931, to study on the spot the question of the frontier between Iraq and Syria, submitted its report to the Council on September 10th, 1932, and the Council on October 3rd, 1932, adopting the recommendations of the Commission of Enquiry, invited the Mandates Commission to give, from the point of view of the interests of the territories concerned, its opinion on the line which was indicated. The Mandates Commission, on November 9th, 1932, noting that the sole evidence at its disposal was contained in the report of the Commission of Enquiry, expressed the view that the report did not seem to contain any information which would justify it in thinking that the frontier proposed was not in conformity with the interests of the territories in question. The Council, on November 25th, 1932, accordingly adopted the line mentioned in its resolution of October 3rd, 1932, as a final settlement of the question of the frontier between Iraq and Syria.

The Commission of Enquiry had referred in its report to the necessity of establishing a Demarcation Commission to trace the frontier on the spot, with sufficiently wide powers to take into account local exigencies and possible inaccuracies on the maps. The Council authorised its President to appoint a national of a third Power to preside over the Demarcation Commission and to act as arbiter, and the Acting President of the Council, on February 14th, 1933, appointed for this purpose Colonel Iselin, of Swiss nationality, former Chairman of the Commission of Enquiry. The Council asked the Governments concerned to communicate to it the Boundary Protocol as soon as it had been definitely established.

#### DEVELOPMENT OF THE MANDATORY SYSTEM IN PALESTINE AND SYRIA.

The Mandates Commission, in reviewing the annual report on the administration of Palestine for 1931, noted that the programme of constructive policy in that territory had not yet been completed, and that it would therefore be premature to express an opinion in regard to it. It noted, however, that, as a result of the measures taken to ensure security and of an exceptionally favourable economic situation in the territory, the year 1931 had been a period of calm and prosperity.

The Mandates Commission obtained from the representatives of the mandatory Power information on the evolution of the mandate for Syria and the Lebanon and on the stages leading up to the point at which these territories would no longer need the advice and assistance of the mandatory Power. The Commission considered that it would be premature to express any opinion on this subject until more detailed material on which to form a judgment was

available as to the policy of the Mandatory and the negotiations in progress. It expressed the hope that the mandatory Power would continue to keep it informed of the development of the situation.

The Council, in reviewing these observations, reserved its consideration of the evolution of the mandate for Syria and the Lebanon until the Commission had submitted more complete information and the conclusions of its enquiry. The representative of Italy, however, submitted certain observations regarding the method which the mandatory Power was stated to be contemplating for conferring independence on that country. He wondered, in particular, whether it was in conformity with the spirit of Article 22 of the Covenant or the letter of the Syrian mandate to dismember the territory into a number of political units which were to be treated differently from one another, and whether the portions into which the territory had been divided should not, for political, social and economic reasons, be restored to their traditional unity. Were the general conditions in Syria, moreover, really such as to demand that the independence of the four provinces should be effected separately and by successive stages? The representative of Germany associated himself with these observations.

The representative of France recalled that the Mandates Commission had been satisfied with the information it had received and had been driven to the conclusion that the problem was not sufficiently ripe, and that the information available was not sufficiently precise, for it to be able at that moment to form a judgment.

#### THE ISLANDS UNDER JAPANESE MANDATE.

The Commission, reviewing the administration for 1931 of the islands under Japanese mandate, noted a statement made by the accredited representative, and subsequently confirmed by his Government, to the effect that rumours regarding the establishment of a naval base in the mandated territory were unfounded. The Japanese Government had not contemplated, and had no intention in the future of contemplating, such a measure.

#### SLAVERY.

The Committee of Experts appointed under the resolution adopted by the Assembly on September 25th, 1931, submitted a report to the Council, dated September 1st, 1932, showing the present position in regard to slavery and analogous conditions and indicating the measures which might be used in combating the various aspects of slavery thus described. It suggested, in particular, that an Advisory Commission of Experts should be appointed to study, among other matters, institutions or facts coming under the definition of slavery or analogous conditions, and to keep in touch with information relating to these matters.

The Assembly, on October 12th, 1932, drew the attention of the Members of the League and of States parties to the Convention of 1926 to the recommendations contained in this report and decided to appoint the proposed Advisory Commission of Experts. The Secretary-General was asked to include in the budget for 1934 the credits necessary for that purpose. The Council, on January 24th, 1933, acting under this recommendation, invited the Secretary-General to draw up a list of experts with the necessary qualifications with a view to the constitution of the Advisory Commission as soon as the necessary credits had been voted.

#### REQUEST OF THE LIBERIAN GOVERNMENT FOR ASSISTANCE.

The Committee of the Council which was appointed in January 1931 to study the problems raised by the request for assistance from the Government of Liberia laid down, in May 1932, the general lines of a scheme of assistance, which involved the introduction in Liberia of reforms in general administration, health and finance, with the assistance of foreign experts. The Committee further recommended that new arrangements should be concluded with the Finance Corporation of America for a loan contract and with the Firestone Plantations Company for a concessions contract.

The Finance Corporation of America, in November 1932, intimated that it considered it necessary, before undertaking to negotiate a contract, to obtain direct and complete information on the spot regarding the situation in Liberia and that it had sent its Vice-President to Monrovia for that purpose. A further difficulty arose towards the end of the year, when the Government of Liberia, owing to an increasingly difficult financial situation, suspended the service of the interest and redemption of the loan it had concluded with the Finance Corporation of America, and took other steps in connection with important clauses in the loan contract. The representative of the United States of America intimated that his Government considered these decisions to be a breach of the provisions of the contract and that no negotiations could take place at Geneva until they had been rescinded.

The Committee, in January 1933, proposed as a compromise that the Government of Liberia should cancel the measures which it had taken, pending a *de facto* recognition by the Finance Corporation of a moratorium for a limited period, which would enable direct negotiations to go forward at Geneva on all the questions at issue. The Government of Liberia did not, however, think it possible to reconsider its decisions until the plan of assistance had come into force and afforded the necessary financial relief.

The Government of the United States of America had sent a representative to Liberia on a special mission, with a view to seeking a solution which might at the same time safeguard American rights in Liberia and enable the present efforts to be continued with a view to assisting the country. The United States representative succeeded in bringing about a resumption of the conversations between the Government of Liberia and the Vice-President of the Finance Corporation.

The Committee of the Council will resume its consideration of the question as soon as the result of these conversations has been communicated.

#### PREPARATION FOR THE MONETARY AND ECONOMIC CONFERENCE.

The preparatory work for the Monetary and Economic Conference, in conformity with a decision taken by the Conference of Lausanne and with the instructions of the Council, was entrusted to a Committee of the Council, which was asked to take the necessary practical measures for the organisation of the Conference, and to a Preparatory Committee of Experts which was asked to prepare the Agenda of the Conference.

The Organising Committee, sitting under the chairmanship of Sir John Simon (United Kingdom), included representatives of Belgium, France, Germany, Italy, Japan, Norway and the United States of America. The Committee met in October and November 1932 and in January, April and May 1933. It dealt with various matters in connection with the material preparation of the Conference, such as choice of the place in which the Conference should meet, its technical organisation and the co-operation of various international bodies in its work. The Council appointed Mr. Ramsay MacDonald, Prime Minister of the United Kingdom, to act as President of the Conference and decided that the Conference should meet in London. The Organising Committee, on April 29th, decided that the Conference should meet on June 12th, 1933.

The Organising Committee at its final session, held on May 12th, decided, at the request of Mr. Norman Davis, representative of the United States, that, along with the invitations to the participating countries, there should be forwarded a proposal for an economic truce by the terms of which the Governments would refrain from creating or making any material or upward modifications in tariff rates, or imposing any new restrictions, or enhancing any existing restrictions against the importation of goods which would give to domestic producers an additional advantage as compared with foreign producers. It was suggested that the truce should also provide that the Governments would agree not to introduce any additional direct or indirect subsidies for the expansion of their export industries, or any discriminatory trade methods, or any additional measures to promote dumping. The Governments represented on the Organising Committee accepted this proposal and agreed as between themselves, subject to certain explanations and qualifications, that they would not, before the opening of the Conference or during its proceedings, take any steps which might increase existing obstacles to international commerce.

The Council, on May 23rd, 1933, reviewing these arrangements, adopted a resolution expressing its satisfaction that the eight Governments represented on the Organising Committee had agreed to accept the proposed economic truce and urgently appealed to all the Governments invited to the Conference to participate in the truce and to act in accordance with this spirit.

The Preparatory Committee of Experts consisted of fourteen members appointed by the Governments of Belgium, the United Kingdom, France, Germany, Italy, Japan and the United States of America, each Government appointing two delegates, one to deal with financial and the other with economic questions. It further included: (a) three experts appointed respectively by the Governments of China, India and Norway, (b) three financial experts and three economic experts appointed by the Council of the League of Nations, and (c) two financial experts appointed by the Bank for International Settlements. Further, the Committee co-opted three representatives of the International Labour Organisation and a representative of the International Institute of Agriculture to assist it in dealing with questions falling within the competence of these bodies.

The Committee, during its first session, held in November 1932, entered upon a preliminary discussion of its task, having regard to the indications furnished by the Conference of Lausanne, by the Council of the League and by the Organising Committee. Between sessions, the members of the Preparatory Committee continued in their respective countries the enquiries and consultations necessary for establishing an annotated agenda for the Conference.

The Committee, during its second session, held in January 1933, again surveyed the problem as a whole and determined the text of its report. The Committee, in its introduction to the report, gave a general review of the present economic situation. It referred in particular to the unemployment of at least 30,000,000 workers; the decline in wholesale commodity prices as expressed in gold by roughly one-third and of raw material prices by from 50 to 60 per cent; the continued accumulation of world stocks of agricultural products; the contraction of industrial production, particularly in trades producing capital equipment; the impediments placed upon the international flow of goods owing to currency disorders and Government interventions and the reduction of goods in foreign trade by at least 25 per cent. Emphasis was laid on the need for immediate and broad measures of reconstruction, and it was urged that the present conflict between national economies must be resolved and abandoned as a prelude to any full or durable recovery.

The report contained a general programme of the Conference, together with an annotated agenda. The agenda of the Conference as proposed in the report was as follows :

1. Monetary and credit policy.
2. Prices.
3. Resumption of the movement of capital.
4. Restrictions on international trade.
5. Tariff and trade policy.
6. Organisation and production of trade.

The Committee, in its annotations upon the agenda, submitted observations on the various problems falling under the general items.

The Council, on January 26th, noted the draft annotated agenda and forwarded it as a basis of discussion to the States invited to the Conference.

## ECONOMIC QUESTIONS.

### WORK OF THE ECONOMIC COMMITTEE.

The Economic Committee met for its thirty-ninth session at Geneva from May 15th to May 17th, 1933. The Committee had not come together since June 1932. It suspended its work for this lengthy period, feeling it to be inexpedient to carry on its activities simultaneously with those of the Committee of Experts which was preparing for the Monetary and Economic Conference. During its session in May, it reviewed the preparations which had been made for the Conference and made arrangements for its representation there in an advisory capacity.

### WHEAT PROBLEM.

The Preparatory Committee of the Monetary and Economic Conference had felt that the wheat problem should be studied in advance of the Conference, and the Economic Committee accordingly organised an exchange of views between the experts representing the four principal wheat-exporting countries : the Argentine, Australia, Canada and the United States of America.

The experts of these countries met at Geneva from May 10th to May 17th, 1933. They considered a possible limitation of production and exports and measures for the liquidation of existing stocks. It was arranged that they should resume their conversations in London on May 29th after having consulted their Governments, when it was hoped that definite conclusions might be reached.

### CUSTOMS NOMENCLATURE.

The Secretary-General sent to the Governments of all the States Members and non-members of the League, in November 1932, the draft uniform nomenclature drawn up by the Sub-Committee of Experts of the Economic Committee, together with the explanatory notes drafted by the Sub-Committee. The Governments were asked to submit the draft nomenclature for study to their competent departments and to forward to the Secretary-General any observations which they might consider to be useful. It was understood that these observations would be considered by the Sub-Committee of Experts with a view to making such amendments in the draft nomenclature as seemed to them to be essential or desirable.

### PROCEDURE FOR THE FRIENDLY SETTLEMENT OF INTER-STATE ECONOMIC DISPUTES.

The Council approved, on January 28th, 1932, the procedure proposed by the Economic Committee for the friendly settlement of inter-State disputes and invited the Committee to submit a list of experts to be appointed under Article 4 of the Regulations. The experts named have accepted their appointments and resort to the new procedure has been open to States Members and non-members of the League of Nations as from January 1st, 1933.

### NON-RATIFICATION OF ECONOMIC CONVENTIONS.

The Convention for the Regulation of Whaling opened by the Assembly on September 24th, 1931, has not yet come into force, owing to the fact that it has not yet received the ratification of the United Kingdom, which is necessary to bring it into effect.

The three Conventions for the Unification of the Laws relating to Bills of Exchange and Promissory Notes have not yet come into force owing to the fact that they have not yet received the ratifications of Germany and France.

## FINANCIAL QUESTIONS.

### WORK OF FINANCIAL RECONSTRUCTION.

The Financial Committee, in accordance with the instructions of the Council, has continued closely to follow the situation in those countries of Europe which have had recourse to its assistance in the past. It has devoted three sessions, in September 1932 and in January and April 1933, to these questions and has sent delegations to Bulgaria and Greece. It has further, in agreement with the Roumanian Government, established the basis of an advisory technical co-operation in Roumania. Further, at the request of the Chinese Government, an expert of

the Financial Section of the Secretariat has visited China on a six months' mission in order to co-operate with the Chinese Government in the study of the financial problems concerning that country.

The Protocol for an Austrian loan signed at Geneva on July 15th, 1932, came into force on December 31st, 1932, after ratification by Austria, the United Kingdom, France and Italy. Belgium and the Netherlands have tabled bills for ratification and the Swiss Confederation will also share in the loan. Under the Protocol, M. Rost van Tonningen has been appointed representative of the League in Austria, and M. Frère as adviser to the National Bank.

The Austrian Government undertook, under the Protocol, to establish and maintain budgetary equilibrium, to abolish trade restrictions and to carry out a certain number of measures with the object of putting its financial situation on a sound basis. These undertakings have already to a large extent been met. The budget voted in 1932 was balanced and the deficit on the railways was covered. All exchange operations are now carried on at market rates in Austria, and the restrictions still in force are merely used in order to prevent a flight of capital and to ensure the execution of measures concerning the payment of foreign debts. Austria, since the beginning of 1933, has resumed her monthly transfers for the service of the guaranteed loan of 1923-1943 and carried out the necessary transfers for the payment of the last coupon of the 1930 loan. The Financial Committee, reviewing these measures, paid a tribute to the Austrian Government, which, "so far as could be reasonably expected in present circumstances, has carried out the plan of reforms contemplated in the Protocol".

The Financial Committee has endeavoured to make its co-operation with the Bulgarian Government more effective. In April 1933, a delegation of the Financial Committee went to Sofia at the request of the Bulgarian Government. Its enquiries revealed that the budget deficit for 1932-33 was considerable and that the Treasury had entirely exhausted its resources. The State was spending on an average 110 million leva a month more than it received.

The Bulgarian Government, after consultation with the Financial Committee, made a declaration in which it outlined certain reforms. It undertook to adopt for the period 1933-34 a budget showing an increase of 560 millions of new taxation and an economy of 300 millions as compared with the previous budget. It expressed its readiness to adopt a stronger control over the execution of the budget, to apply strictly the system of monthly budgets as a basis for expenditure, to earmark certain receipts for salaries and pensions, to pay off all arrears in respect of these items and to enact a series of laws before the end of the year dealing with debts, debt agreements, interest rates and the activities of the banks.

The Financial Committee, noting these intended reforms, recommended certain measures with a view to improving the situation of the Treasury during the coming months.

At the request of the Greek Government, a delegation of the Financial Committee was sent to Greece with instructions to report to the Committee at the beginning of June. The Greek Government, in conformity with the recommendations of the Council, concluded a provisional agreement in 1932 with the foreign holders of Greek loans.

The situation in Hungary has continued to be extremely difficult. The budget for the financial period 1931-32 closed with a deficit of 160 million pengő. It is hoped that the deficit for 1932-33 may be reduced by an increase in direct taxation and a reduction in expenditure on staff. Certain signs of improvement have been evident since the beginning of 1933. In particular, exports increased 11 per cent in value in the first quarter of 1933 as compared with the same period in 1932, showing a balance over imports of 10 million pengő. The Bank of Hungary has thereby been enabled to increase its purchases of foreign exchange.

An interesting development of the Financial Committee's activities is the agreement concluded in January 1933 for technical co-operation with Roumania as a result of a request by the Roumanian Government. The agreement provides for the appointment by the Roumanian Government, on the recommendation of the Council, of an accounting expert, an expert on treasury and budget matters and an expert on taxation. Their work will be co-ordinated by a financial adviser appointed by the Council of the League in agreement with the Roumanian Government.

#### FISCAL COMMITTEE.

The enquiry conducted by the Fiscal Committee, with the assistance of the Rockefeller Foundation, into the taxation of foreign and national enterprises and the methods of apportioning the profits applied to enterprises working in several countries is now concluded. It has covered more than thirty countries situated in various parts of the world.

Meanwhile, the Sub-Committee set up by the Fiscal Committee to conduct the enquiry into double taxation met from March 17th to 30th, 1933, in New York and in Washington at the request of the American section of the International Chamber of Commerce. A draft recommendation covering double taxation as applied to industrial and commercial profits was drawn up for submission to the Fiscal Committee.

#### SCHEME FOR A CURRENCY NORMALISATION FUND.

The Conference which met at Stresa in September 1932 contemplated the establishment of a currency normalisation fund and referred the matter to the Commission of Enquiry for



European Union, which recommended the Council to entrust it for thorough and detailed examination to a committee of experts.

The Committee of Experts met from October 26th to November 1st, 1932. The Committee drafted a general outline and laid down certain general principles. It recommended that the fund, which would be used for normalising currency conditions in Central and Eastern Europe, should be at the disposal only of countries which were prepared to abolish as quickly as possible existing restrictions upon exchange transactions. The administration of the fund would be entrusted to the Bank for International Settlements and contact maintained between the Bank for International Settlements and the Financial Committee of the League.

The report of the Committee of Experts was communicated to the Preparatory Committee of Experts of the Monetary and Economic Conference, which, in the annotated agenda of the Conference, drawn up in January 1933, referred to the constitution of such a fund as one of the methods which had been suggested for stimulating the international movement of capital.

#### ECONOMIC INTELLIGENCE SERVICE.

The *Statistical Year-Book of the League of Nations* for 1932-33, published in June, contains a large body of internationally comparable and up-to-date statistics relating to all the countries of the world.

The *Monthly Bulletin of Statistics* now gives greater prominence to special tables and diagrams relating to questions of current economic interest. Improved arrangements have been made to publish the latest accessible information.

The *World Economic Survey* is brought out in accordance with a special resolution of the Assembly. The second edition will be available to the members of the Assembly in 1933. It will contain an analysis of the evolution of the economic situation in 1932 and up to the middle of 1933, including a preliminary account of the discussions of the Monetary and Economic Conference.

A new edition of the *Review of World Production* will be issued in July, under the title *World Production and Prices*; it will give information covering the period 1925 to 1932.

The *Review of World Trade*, published in December 1932, covers the year 1931 and the first half of 1932. A further edition, covering the year 1932 as a whole, was published for the Monetary and Economic Conference.

*Balances of Payments, 1931-32*, will be issued towards the end of 1933 and will include a general study of the movements of capital in 1932 and during the first half of 1933.

*International Trade Statistics 1931-32*, containing detailed trade statistics for sixty-four countries, will be published towards the end of 1933.

A second edition of the *Memorandum on Commercial Banks* will be published towards the end of the year and will contain a general study of the activities of commercial banks between 1925 and 1933.

#### TRANSIT QUESTIONS.

##### PUBLIC WORKS.

The Committee of Enquiry on questions relating to public works and national technical equipment, appointed in June 1931 to study the question of large-scale public works for the reduction of unemployment and the mitigation of the economic crisis, held a third session at Geneva from September 7th to 10th, 1932. It continued its consideration of proposals made by certain Governments for large-scale public works in their several countries and submitted a second report to the Council declaring its approval of certain schemes. The Council, in September 1932, decided to forward this report, together with the report previously submitted in May 1932, to the Preparatory Committee of Experts for the Monetary and Economic Conference, with a view to the inclusion of the question of public works in the agenda of the Conference. The Preparatory Committee of Experts duly inserted this question in the draft annotated agenda of the Conference.

##### ASSISTANCE AFFORDED TO STATES MEMBERS OF THE LEAGUE.

The Organisation for Communications and Transit acceded to a request submitted by the Siamese Government in February 1933 that experts should be appointed to advise as to the improvement of the approaches by sea to the port of Bangkok and of the installations of the port.

The Chairman of the Advisory Committee for Communications and Transit referred the question to a Committee of Experts, which drew up a list of supplementary economic and technical data which it considered necessary before it could give an advisory opinion. The Committee of Experts entrusted the necessary investigations on the spot to one of its members, who went to Siam in June.

The Organisation for Communications and Transit has continued to assist in carrying out the reconstruction programme of the National Economic Council of China. The Director of the Communications and Transit Section of the Secretariat of the League returned to China in November 1931 to advise the Chinese Government how it might best use the services of the

technical organisations of the League of Nations and to make arrangements which would enable the National Economic Council to keep in touch with them.

Considerable improvements have already been effected on the waterways system of Northern China and in the port of Greater Shanghai. Important progress has also been made in carrying out an organised programme of road construction. The first of the new roads, from Shanghai to Hangchow, was opened in October 1932.

The Chinese Government has centralised in the hands of the National Economic Council all important work connected with river improvement throughout the country. A Hydraulic Works Commission of the National Economic Council has been instructed to direct and supervise the necessary work and to examine the results obtained. Special attention is now being devoted to urgent work for the improvement of the Yangtze and its tributaries. Important work has been started on the lower reaches of the Hwai river upon the advice of the League experts on hydraulic questions, which will involve an expenditure of some 14 million Mexican dollars.

#### AIR TRANSPORT CO-OPERATION.

The Air Transport Co-operation Committee of the Transit Organisation is completing its study of the constitution and operation of a main network of permanent air routes, started in May 1932. The main network would include essential air services on the European continent and in the Mediterranean basin as far east as Istanbul, Beirut and Alexandria and as far west as Casablanca.

#### LEAGUE WIRELESS STATION.

The wireless station "Radio-Nations" has, during the past year, performed the special political services on behalf of the bodies of the League and the delegations accredited to them for which it was intended. It has, in particular, on occasions when certain disputes between States have been under consideration by the League, made it possible for direct and independent contact to be maintained between the bodies of the League and the missions which they have sent to the spot. The effective existence of the station has also, in certain cases, considerably facilitated the rapid working of the League procedure. Important and urgent documents have been transmitted to distant countries by wireless telegraphy, and the delegations of non-European countries at Geneva have been able to keep in touch with public national opinion at home. Finally, the station has enabled the League of Nations regularly and directly to keep an increasingly numerous public outside Europe informed of the activities and discussions of the League—a field of activity which may shortly be extended to the European public.

Particularly important services were rendered by the station in connection with the Sino-Japanese dispute. It enabled the Consular Committee at Shanghai to correspond directly with the Secretariat of the League at Geneva. The station was also used by the Commission of Enquiry appointed by the Council on December 10th, 1931, when staying at Shanghai and at Peking. Moreover, the Committee of Nineteen appointed by the Assembly, on completing its report on the Sino-Japanese dispute, in February 1933 decided, both for reasons of time and cost, to make use of the wireless station, and the report was broadcast *in extenso*, after the various Governments concerned had been warned.

Further important services were rendered by the station in connection with the dispute between Colombia and Peru.

#### HEALTH QUESTIONS.

##### CO-OPERATION IN PUBLIC HEALTH MATTERS WITH THE GOVERNMENTS OF VARIOUS COUNTRIES.

The Health Administration of the Chinese Republic has made considerable progress with the three-year plan of re-organisation established in 1930 with the assistance of the Health Organisation. The Central Field Health Station at Nanking is now installed in a new building equipped with modern appliances. Among the activities of the station may be mentioned the organisation of courses for doctors and for sanitary inspectors. The station has received requests for co-operation and advice of every kind, and health programmes are in course of execution in the provinces of Hupeh, Kiangsi, Hunan and Honan. Campaigns have been undertaken against schistosomiasis in the province of Chekiang and against cholera and smallpox at Shanghai.

The National Quarantine Service, re-organised as a result of the enquiry made in 1929 by experts of the Health Organisation in agreement with the Chinese authorities, has taken over three new ports (Tientsin, Tsingtao and Chinwangtao), and will henceforth be able to ensure the health supervision of all the river and maritime ports of interest to international traffic.

The health centre at Athens, established by the Greek Government under the scheme of health re-organisation framed in agreement with the Health Organisation in 1929, continues to make progress. The Malariological Section of the Health School has assumed the direction of all the anti-malarial work in the country.

The Health Committee, complying with a request submitted by the Czechoslovak Government in September 1932, has placed at the disposal of the Czechoslovak Ministry of Public Health a member of the Health Section and the experience of its technical commissions.

#### LIAISON WITH THE HEALTH ADMINISTRATIONS OF VARIOUS COUNTRIES.

Only one collective study tour was arranged for 1933. It took place in Poland from May 28th to June 29th. It seemed interesting, in the present economic circumstances, to draw attention to a health organisation and a system of social medicine which, although very complete, was nevertheless working at small cost.

Since October 1st, 1932, fellowships have been granted to medical officers belonging to the health administrations of ten countries.

The Health Section, in June 1932, established an information service for questions of general interest to health administrations and medico-social institutions, thus placing at their disposal the considerable body of information centralised by the Section.

#### RURAL HYGIENE.

The European Conference on Rural Hygiene (1931) recommended that certain questions should be further studied by a number of institutes and schools under the auspices of the Health Organisation. Special reference was made to the prevention of typhoid fever, the milk supply, the cost of various types of rural health services, the problem of flies and manure, methods of analysis applied to drinking-water, etc. These studies have been undertaken in Berlin, Buda-Pesth, Copenhagen, Madrid, Nancy, Prague, Warsaw and Zagreb. The bacteriologists of the institutes dealing with the problem of typhoid fever, meeting at Warsaw in November 1932, discussed the methods of standardising certain laboratory processes used in the diagnosis of typhoid fever.

#### CONFERENCE OF REPRESENTATIVES OF THE HEALTH SERVICES OF CERTAIN AFRICAN TERRITORIES AND OF BRITISH INDIA.

The Conference convened at the request of the Government of the Union of South Africa to discuss certain questions of interest to Central Africa, South Africa and British India met at Cape Town from November 15th to November 25th, 1932. The principal question before the Conference was the practical application of the chapter dealing with yellow fever of the new International Sanitary Convention for Aerial Navigation. The subject is of special interest from the fact that new air services are now traversing Africa from north to south and from west to east, and may carry for long distances, not only persons in a state of incubation, but also infested mosquitoes. The Conference recommended the Governments of the countries of Africa to ratify the International Sanitary Convention for Aerial Navigation of 1932 and it suggested that the Health Organisation should be invited, in 1937 at latest, to obtain from the administrations concerned their suggestions and wishes in regard to a further Conference within a period to be fixed.

#### EFFECTS OF THE ECONOMIC DEPRESSION ON PUBLIC HEALTH.

The Health Organisation has given special attention to this problem.

In order to secure a mutual understanding on the way in which individual nutrition should be studied, a Conference of Experts was convened at Berlin in December 1932. The programme framed by that Conference provides for clinical enquiries to be undertaken according to methods simply and rapidly applicable and is being carried into effect in Germany, Austria, the Netherlands, Poland and Yugoslavia, while Belgium and Hungary are considering its application.

A group of experts has been requested to exchange views on the most suitable methods by which, in a period of economic depression, the public health can be safeguarded by the co-ordination of the work of all available public health institutions, whether public or private. Their report emphasises that measures for the prevention and treatment of disease are in the interests of true economy, and that any restriction placed on the budgets of preventive medicine, already inadequate, must be regarded as anti-economical.

#### WORK OF THE TECHNICAL COMMISSIONS.

The Malaria Commission of the Health Organisation has continued its studies into the distribution and treatment of malaria, the quinine requirements of malarial countries and the curative value of totaquina. International courses in malariology have been organised this year in Paris and Rome, with practical stages to follow subsequently in Italy, Spain and Yugoslavia.

Progress has been made with the enquiry into the organisation of the campaign against tuberculosis, more particularly in regard to the general principles which should be applied in its prevention.

The Permanent Commission on Biological Standardisation has continued its work with the assistance of the Institutes at Copenhagen, Frankfurt, London, Paris and Washington.

The Opium Commission is completing its studies with a view to standardising the methods of estimating the morphine content of the various opiums and has undertaken similar work in respect of cocaine.

The Reporting Committee dealing with venereal diseases has submitted to the Health Committee the first results of its enquiry in a chapter dealing with the sero-diagnosis of syphilis based on the results of laboratory conferences at Copenhagen and Montevideo.

#### EPIDEMIOLOGICAL INTELLIGENCE SERVICE.

The Eastern Bureau at Singapore, owing to the extension of the National Quarantine Service of China, is now able to obtain more rapid information in regard to ports under Chinese control, and it may be claimed that no outbreak of plague, cholera or smallpox will henceforth be declared in any one of the ports of the zone extending from the Cape to Vladivostok and from the Red Sea to the Panama Canal without the Eastern Bureau being advised by telegram.

#### TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

##### WORK OF THE ADVISORY COMMITTEE.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs met for its sixteenth session on May 15th, 1933. A summary of the proceedings and recommendations of the Committee will be given in the supplementary report on the work of the League.

##### RATIFICATION OF THE CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS.

The Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, of 1931, had, by April 10th, 1933, obtained twenty-eight ratifications or accessions. To bring the Convention into force, twenty-five ratifications or accessions were necessary, including those of four manufacturing States. Article 30 of the Convention provides that it should come into force ninety days after the necessary number of ratifications had been received. The Secretary-General was accordingly able to announce on April 10th that the Convention would come into force on July 9th, 1933. On April 20th, 1933, a total of thirty-five ratifications or accessions had been received.

The Government of the United States of America exerted all its influence to secure a prompt ratification of the Convention by the various countries. These efforts, moreover, were supported by social and religious organisations, which made frequent appeals to the Governments for the necessary action.

##### MODEL ADMINISTRATIVE CODE.

The Advisory Committee for the Traffic in Opium and Other Dangerous Drugs, in 1932, instructed a Sub-Committee, consisting of the representatives of the United Kingdom, France, Germany, Italy, Japan, the Netherlands, Spain, Switzerland and the United States of America, to draw up a model code, with a view to assisting the Governments in preparing the necessary legislation for the application of the Limitation Convention of 1931. On the instructions of the Council at its sixty-ninth session, in November 1932, the Secretary-General communicated the Model Code elaborated by the Sub-Committee to the various Governments, drawing attention to the hope expressed by the Council that they would, as far as possible, take it into consideration in framing the necessary legislative and administrative measures for the application in their territories of the provisions of the Convention.

##### WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

The report of the Permanent Central Opium Board is submitted annually to the Council in September, and its conclusions cannot therefore be summarised in the annual report to the Assembly until September of the following year. The report submitted by the Board to the Council in September 1932 embodied important conclusions, reached as a result of its examination of the statistics for 1931 as communicated by parties to the Geneva Convention of 1925.

The Board draws attention to important omissions in the statistical information supplied by certain States parties to the Convention. It notes, in particular, that Bulgaria, Greece, Italy, Monaco, New Zealand, Roumania and Yugoslavia failed to report on the consumption of narcotics within their territories during 1931. The Board takes a serious view of these omissions.

There was a decrease in the total world manufacture of morphine, diacetylmorphine and cocaine, not only from 1929 to 1930, but also from 1930 to 1931. Turkey, however, though manufacturing on a large scale, made no report on its manufactures during 1931. Nor had the Board any information as to the amount of morphine manufactured in the Union of Soviet Socialist Republics. There were, moreover, countries where the manufacture of certain drugs increased during 1931. There was an increase in the manufacture of cocaine in the United Kingdom and Formosa, an increase in the manufacture of morphine and diacetylmorphine in Switzerland, and an increase in the manufacture of morphine and cocaine in the United States of America. Further, the manufacture of morphine and diacetylmorphine in Czechoslovakia assumed considerable proportions.

The Board has devoted special attention to the problem of consumption, with special reference to the system to be applied in estimating and comparing the consumption of the different countries, and during its sessions in 1932 it endeavoured to find a satisfactory basis of comparison as between the different countries with a view to deciding whether the consumption in any given country was excessive and justified the inference that a certain part of it, recorded as legitimate, escaped into the illicit traffic.

The Board noted in 1931, as compared with 1930, a large decrease in the total quantities of the principal substances reported as seized on account of illicit import. Though the quantities of drugs seized is not necessarily a true indication of the extent of the illicit traffic, this decrease in the seizures of manufactured drugs may be regarded as evidence that the contraband trade in them is diminishing. Even so, nearly a ton of diacetylmorphine and over half a ton of morphine were seized in the course of the year. The details of seizures seem to indicate that the United States of America is the chief victim of the illicit traffic.

The Board has devoted a considerable time during its last three sessions to preparing for the work to be undertaken under the Limitation Convention of 1931, and drafts have been drawn up of the new statistical tables which will be required.

The Board, during its session held in May 1933, considered the serious situation which, according to the Central Narcotics Intelligence Bureau of the Egyptian Government and other sources of information, had arisen in Bulgaria owing to the establishment of factories for the manufacture of narcotic drugs.

It also drew up the form which the Governments would be invited to use in supplying the estimates of their legitimate requirements which constitute the basis of the whole machinery for the limitation of the manufacture of drugs.

## PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

### THE ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

The Advisory Commission for the Protection and Welfare of Children and Young People held its twelfth session at Geneva from March 27th to April 8th, 1933, and its report was considered and approved by the Council on May 22nd, 1933.

The Commission, after examining in plenary session the report of the Commission of Enquiry on the Traffic in Women and Children in the East, and after discussing its re-organisation and its programme of work, divided into its two constituent Committees dealing respectively with child welfare and the traffic in women and children.

The Commission proposes to maintain the two Committees for Child Welfare and the Traffic in Women and Children. It is suggested, however, that these Committees should be constituted in such a way as to make them more representative of the social institutions and more in touch with the different social problems connected with their work. To this end, three other countries will be invited by the Council to participate in the work of the Commission, and the number of official delegates will accordingly be increased from twelve to fifteen. The delegates will be chosen with a view to including national groups not at present represented, and invitations to serve on the Commission will be limited to five years, after which period the question of making further changes will again be considered.

The Commission urged that the Secretariat of the Social Section should be strengthened by the addition of permanent or temporary members and that larger credits should be authorised, pointing out that, whereas the economic difficulties experienced by most countries had obliged them in spite of the crisis to increase their expenditure on social welfare, the League of Nations budget for social questions was continuously decreasing.

The Commission made a preliminary examination of the report of the Commission of Enquiry on the Traffic in Women and Children in the East, but postponed full discussion of the report till next year. It drew attention, however, to the position of Russian women in the Far East, victims of the traffic in Manchuria and North China, and requested the central organs of missions and private international or national organisations to study the report and submit written suggestions for communication to the members and assessors of the Commission at their next session.

The Advisory Commission, in view of the emphasis laid by the Commission of Enquiry on the close connection existing between the international traffic in women and children and the maintenance of licensed houses in the Far East, further asked the Secretariat to obtain information on the latest developments in regard to the system of licensed houses, more particularly as to the results achieved in countries where they had been suppressed.

### TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

The Traffic in Women and Children Committee, sitting from April 6th to 8th, 1933, noted that Egypt, Mexico, Persia and the Sudan had ratified or acceded to the Convention of 1921, and that the number of annual reports received from Governments on the suppression of the traffic in women and children was increasing. Twenty-three States Members of the League had, however, not sent in reports.

The Committee gave special attention to the question of the abolition of the age-limit in the Conventions of 1910 and 1921 and to the penalties to be inflicted upon *souteneurs*. It adopted, with reference to the age-limit, a preliminary draft Protocol, to be submitted to the Governments for their observations, providing that any person who, in order to gratify the passions of another person, had procured, enticed or led away a woman or girl over age, even with her consent, for immoral purposes in a foreign country should be punished. The proposed Protocol refers only to traffic in women sent to a foreign country.

The Council, on May 22nd, 1933, decided to communicate the draft Protocol to the Governments, and expressed the hope that it would be possible for their delegates present at the Assembly in 1933 to sign an international agreement.

The Committee encountered serious difficulties in its efforts to revise the text of a preliminary draft Protocol relating to the penalties to be inflicted on *souteneurs*. The draft was considered by a Legal Sub-Committee in January 1933, together with comments submitted by the Governments. The Sub-Committee found it impossible to frame a satisfactory definition of the offence, and further noted that there were very great divergencies between the different legislations. The Committee could not make any immediate progress with the question, but strongly recommended the Governments which did not yet possess penal legislation applicable to *souteneurs* to introduce penal provisions involving exemplary punishments. It asked the Council to draw the special attention of Governments to this recommendation.

#### THE CHILD WELFARE COMMITTEE.

The Child Welfare Committee, sitting from March 27th to 30th, 1933, gave special attention to the effects of the economic crisis and unemployment on children and young people. The Turkish delegation, with the support of the French delegation, had, in 1932, submitted a resolution to the Assembly calling attention to this question. The Committee noted that, not only did children suffer from the hardships and privations occasioned by poverty, but they were, at the same time, victims of a moral depression resulting from a decrease in the authority of the parents and a decrease in the stability of the home. The case of young people who had completed their education in the last three years was regarded as specially serious. The Committee considered that action was necessary and appealed urgently to the voluntary associations to forward to the Secretariat the results of the enquiries so far conducted. It further asked the International Labour Office to keep it informed of any efforts made in this field.

The Committee also considered the question of the production of films for the education and recreation of children. It asked the Secretariat to collect information relating to this subject for further consideration next session. It further suggested that the International Educational Cinematographic Institute at Rome might ascertain whether certain advantages could not be accorded, either by exemption from Customs duties or preferential fiscal treatment or by subsidies, to films specially suited for children and young people.

Among other subjects considered by the Committee were the introduction into national legislations of penalties for the offence of deserting the family; the discovery and education of blind children; measures to attenuate the disadvantages arising from illegitimacy, more particularly by the issue of abridged birth certificates and other official documents; the protection of children of migrant workers; reports from the Health Organisation of the League on its activities in the sphere of child welfare; the adoption by the International Labour Conference of a draft Convention fixing a minimum age for the employment of children in non-industrial occupations and the question of issuing a further questionnaire concerning juvenile courts and the institutions to which erring or delinquent minors were entrusted.

#### NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

The thirteenth Assembly requested, *inter alia*, the Nansen International Office for Refugees to consider, in consultation with the mandatory Power, the question of an early solution of the refugee problem in Syria; to examine the possibility of effecting the transfer to the Armenian (Erivan) Republic of a further 20,000 Armenian refugees from other countries, and to endeavour to assist the Russian refugees in China rendered destitute by the floods.

Up to the end of 1932, the Office had evacuated 21,378 Armenian refugees from the temporary camps and settled them in agricultural colonies and urban quarters. M. Werner, appointed President of the Office in February 1933 in place of M. Max Huber, has come to the conclusion, as the result of a recent mission to Syria, that the settlement work could only be terminated by the end of the year 1934.

Armenian refugees to the number of 8,500 have now been transferred from Bulgaria, Greece and France to Soviet Armenia. Representatives of the Armenian Government, in February 1933, intimated that their Government was willing to receive 20,000 or 30,000 more Armenian refugees if a loan could be arranged for their settlement expenses. The Office has taken steps to decide whether it would be in a position to co-operate further in the transfer of Armenian refugees to Erivan.

The Office has received a report from its representative in Shanghai to the effect that 7,000 Russian refugees are seriously affected by the floods in the region of Harbin. It was estimated that 1,500 of the most destitute refugees could be made self-supporting by an advance of 70,000 Swiss francs.

During the period under review, the Office has assisted 4,900 refugees to find employment ; 140,000 Swiss francs had been granted to organisations, and 11,000 refugees have thus been assisted. By the end of March 1933, assistance in obtaining Nansen passports, visas, legal and other facilities had been given to 47,066 refugees.

The Governing Body of the Office and Inter-Governmental Advisory Commission for Refugees have decided that a Convention for the protection of the refugees will be necessary after the liquidation of the Office. The Council has entrusted the Presidents of the two organisations with the preparation of a Convention for the consideration of the interested Governments.

#### INTERNATIONAL RELIEF UNION.

The Convention for the Establishment of an International Relief Union, dated July 12th, 1932, came into force on December 7th, 1932. The Council, under the Statutes of the Union, adopted a resolution on January 26th, 1933, instructing the Secretary-General to convene the first meeting of the General Council of the Union at Geneva on July 10th, 1933.

The General Council is composed of the delegates of the countries members of the Union. The agenda for the meeting of the General Council was fixed by the Council of the League of Nations. It consists for the most part of items relating to the election of officers and members of the Executive Committee and the establishment of rules of procedure and administrative regulations.

#### CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE.

The last Assembly had expressed the hope that a further Conference of Governmental Press bureaux and representatives of the Press, organised on lines similar to those of the one convened in January 1932 by the Danish Government at Copenhagen for the purpose of considering, among other things, the problem of preventing the spread of false information which might threaten the peace of the world and the good understanding between the nations, would result in definite proposals.

The Spanish Government has subsequently informed the Secretary-General that it intended to convene such a Conference, and an Organising Committee met in February at Geneva for the purpose of making suggestions in this connection. The Conference will meet in Madrid on October 17th, 1933.

#### INTELLECTUAL CO-OPERATION.

The International Committee on Intellectual Co-operation will meet for its fifteenth session on July 17th, 1933. A summary of the results will be given in the supplementary report.

##### PLENARY COMMITTEE.

The Council, on September 27th, 1932, appointed five members of the Committee to replace the members whose term of office had expired, renewing for a period of five years the membership of Professor Gilbert Murray (United Kingdom), Chairman of the Committee, and of Mme. Curie-Skłodowska (Poland), and electing as new members M. Krüss (Germany), Dr. Shotwell (United States of America) and M. Loder (Netherlands).

##### PERMANENT COMMITTEE ON ARTS AND LETTERS.

There has been no plenary session of the Permanent Committee on Arts and Letters, but on the invitation of the Spanish Government a "conversation" was organised at Madrid from May 3rd to May 6th, 1933, on the future of civilisation.

#### CO-OPERATION WITH THE NATIONAL GOVERNMENT OF CHINA.

The Intellectual Co-operation Organisation has, during the past year, continued its co-operation in the reform of education in China. It has assisted the Central Government of Nanking to organise a visit of Chinese educational experts to Europe.

#### WORK OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The International Institute of Intellectual Co-operation, in addition to organising the correspondence and conversations recommended by the Permanent Committee on Arts and Letters, has continued its work of co-ordinating the scientific study of international relations,

undertaken for the first time in 1928. Special attention may be directed to the studies made, with the help of experts, of broadcasting and its possible effects on the good relations between nations, bearing on the legal responsibility of broadcasting bodies and the steps which Governments and broadcasting concerns might take in order to adapt this new force to international interests and constructive measures for encouraging good feeling between nations.

In March 1932 there was a meeting of directors of higher education of several countries for the study of the legal constitution of higher education, the relations between universities and Governments, extra-university organisations for the encouragement of scientific work, practical teaching in modern languages at the universities, co-ordination of national university statistics and the organisation of biological studies.

The Institute continued its normal activities in the educational field, more particularly in connection with university exchanges and holiday courses, the meetings of the International Students' Associations, co-operation between institutes dealing with archæology and the history of art and between national centres of educational information, the travelling and interchange of pupils, the use of wireless in schools and the use made by workers of their spare time.

An English edition, more complete and detailed than the original volume, of the volume first issued in 1932 on the revision of school text-books has been issued.

The Institute has continued its activities in the field of the exact and natural sciences, more particularly in connection with the co-ordination of terminologies of the physical and chemical sciences, co-operation between scientific museums and co-ordination of scientific bibliographies.

Among other matters dealt with by the Institute in the normal course of its activities were measures intended to enable a more effective use to be made of libraries and archives, the preservation of works of art, the legal protection of national artistic treasures and preparations for the revision of the Berne Convention on authors' rights. This last question is of importance in view of the meeting which will be held in Brussels in 1935 in order to revise the Convention.

#### INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Council, in January 1933, considered the report of the Governing Body of the Institute during the period October 1931 to October 1932.

The Institute has completed its work on the draft Convention to facilitate the international circulation of educational films, and the Convention will be considered by a meeting of Government delegates in July 1933. The Governing Body has framed draft regulations for giving effect to the Convention.

The Institute is assisting the Intellectual Co-operation Organisation in organising the preparation of films relating to the work of the League.

The Council of the League, in May 1933, approved provisions for re-organising the Institute on the basis of proposals submitted by the Italian Government. The Governing Body of the Institute was reduced in membership and a new permanent body, called the Advisory and Technical Committee, was set up to ensure co-operation between groups of producers and scientific experts, to give advice and to render technical assistance.

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1.

LEGAL QUESTIONS.

I. NATIONALITY OF WOMEN.

The Council, on January 24th, 1933, considered those parts of the Assembly's resolution of October 12th, 1932, which contemplated action by the Council. The relevant paragraphs of the resolution, recognising the question of the nationality of women to be in process of evolution, instruct the Secretary-General to obtain from time to time from the various States information as to the effect which they have found it possible to give to the recommendation of the Hague Conference and request the Council, on the basis of the information so obtained, to follow the development of public opinion in order to determine when such development has reached a point at which further concerted international action would be justified.

The Council decided that it would be prepared to take appropriate action so soon as the conditions contemplated by the Assembly were realised.

As regards the information to be obtained for the Council by the Secretary-General, the Council concurred in the following proposal of its Rapporteur :

" The Assembly (paragraph 4 of the resolution) has considered that amendment of the Hague Convention, outside the normal procedure for revision, which cannot come into operation before January 1st, 1936, is not practicable. Furthermore, any immediate change in the attitude of the Governments, as shown in the written statements which they presented to the Assembly and in the discussions of the First Committee, can hardly be expected. Any development of national legislation in the direction indicated by the recommendation of the Conference will be likely to extend over a number of years and will occur at different dates in different countries.

" On the other hand, as from January 1st, 1936, provided the Hague Convention is in force, a proposal for its amendment can be made by any Party, and, if this proposal is supported by nine other Parties, it will be the duty of the Council to consult all the Parties to the Convention and to decide whether a Conference should be convened with a view to a revision of the Convention (Article 27 of the Convention). This is the normal procedure of revision referred to in the Assembly's resolution. It appears to me that it would be convenient that, when the time has come at which the Council may be called upon to deal with proposals for the amendment of the Hague Convention, it should have in its possession the information which is to be obtained under the Assembly's resolution.

" In view of the above considerations, I suggest that the Secretary-General should write to the Members of the League and the other Governments which were invited to the Hague Conference, asking them to inform him of any changes which may be made in their laws in regard to the nationality of women, and requesting that they will in any case be so good as to supply him, during the course of the year 1935, with statements as to the effect of their nationality laws upon the nationality of women."

The Secretary-General has addressed a letter to the Governments requesting them to supply information in accordance with the Council's decision.

II. COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTION TO THE COUNCIL.

The Committee to study the Existing System of Election to the Council was appointed by the Council in January 1932, in execution of the Assembly's resolution of September 25th, 1931, requesting the Council " to appoint a special committee to study the existing system of election to the Council and to report to a future session of the Assembly on any reforms which may appear desirable". Under the Council's resolution, the Committee was composed of representatives of the following Members of the League selected by the Council : Argentine, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Colombia, Czechoslovakia, France, Germany, Italy, Japan, Poland, Portugal, Spain, Sweden. The Government of the Argentine being unable to be represented, the Council in agreement with that Government, invited Uruguay to appoint a representative on the Committee at the Committee's last session.

As a result of two sessions held from January 30th to February 4th, and May 16th to 19th, 1933, under the chairmanship of the Italian representative, M. DEI CONTI PIOLA-CASELLI, the Committee adopted a report which is being communicated to the Assembly and the Council.

As stated in the report, the principal purpose of the creation of the Committee was to examine the possibility of providing a remedy for the situation to which the Portuguese Government had called the attention of the Members of the League and the Assembly. The situation is described by the Committee in the following terms :

" Apart from the permanent Members of the Council and the two States which have an expectation of being declared re-eligible for election to the Council on the termination

of a period of office on that body, representation on the Council is at present habitually limited to States belonging to certain groups, namely, the Latin-American States (three seats), the so-called ex-neutral States (one seat), the Little Entente (one seat), the British Dominions (one seat) and the Asiatic States (one seat). These groups, together with the two States mentioned, occupy in practice the existing nine non-permanent seats. The result of this situation, which represents, not indeed a permanent representation on the Council of particular geographical areas, but a permanent representation on the Council of certain tendencies and points of view, is that there remain some ten to fifteen Members of the League which at present have no effective prospect of entering the Council."

The Committee unanimously agreed that "such a *de facto* exclusion from the Council of a large number of Members of the League was open to very grave objections". It discussed two possible remedies, namely :

(1) A modification of the present practice in regard to the representation of groups which would make room for representation of a new group composed of the States not at present belonging to any group ; and

(2) The creation of one or two additional non-permanent seats on the Council.

Objections were urged in the Committee against both these courses, and, although the majority of the Committee considered that the solution of the problem would have to be found in an increase in the number of non-permanent seats on the Council, there was general agreement that the present was not an opportune moment for the adoption of a decision making far-reaching constitutional changes in the composition of the Council.

The Committee has therefore adopted "a compromise solution which will have the effect of giving provisional recognition to the claim of the non-grouped States to be able to enter the Council, while postponing any final decision as to further constitutional changes".

The Committee reports "that it is desirable that, for the period commencing with the election of the non-permanent Members of the Council at the Assembly's session of 1933 and ending with the election of the said non-permanent Members in the year 1936, the number of non-permanent seats on the Council should be provisionally increased from nine to ten, on the understanding that, towards the end of that period, the question of the number of the Members of the Council will be reconsidered and that all the Members of the League will remain entirely free to propose any final solution of this question which they consider desirable".

In view of its decision to make only a provisional recommendation as to the number of the Council, the Committee did not discuss extensive changes in the method of election to the Council. The majority of the Committee was, however, of opinion "that one change in procedure might be suggested for the consideration of the Assembly—namely, that candidates for election to the Council should be publicly nominated in writing before the election".

A draft provision to carry out this proposal is submitted for the Assembly's consideration in the report.

### III. GRADUAL UNIFICATION OF CRIMINAL LAW AND CO-OPERATION OF STATES IN THE PREVENTION AND SUPPRESSION OF CRIME.

In accordance with the Assembly's resolutions of September 23rd, 1931, and October 11th, 1932, the Secretary-General has communicated to the Governments, with the other relevant documentation, the joint reply of the international organisations which, in execution of the resolution of September 23rd, were invited to express their views as to the manner in which they considered that the assistance of the League of Nations might be of value with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime, and has asked the Governments to state whether they consider that the League should lend its assistance for this purpose.

At the date of writing, 22 replies have been received. The replies will be submitted to the Assembly for its consideration.

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## 2.

### FINANCES OF THE LEAGUE.

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#### I. GENERAL FINANCIAL POSITION.

During the year 1932, 79.2 per cent of the amount of the contributions due for that year was received from the States Members, as against 85.62 per cent in 1931.

The total amount received on account of arrears during 1932 was 1,899,144.61 gold francs, as compared with 1,565,521.80 gold francs during 1931.

The cash position of the three autonomous organisations of the League on December 31st, 1932, was as follows :

	Surplus	Deficit
	Gold francs	
Secretariat .. .. .	2,375,675.76	—
International Labour Organisation .. ..	—	836,355.57
Permanent Court of International Justice	—	263,663.13
	2,375,675.76	1,100,018.70

A general view of the questions relating to League finances dealt with since the last session of the Assembly will be obtained by referring to the reports of the Supervisory Commission which, apart from the extraordinary session devoted to the question of rationalisation, met on two occasions since October 1932.

## II. ACCOUNTS FOR 1932.

After examining the auditor's report, the Supervisory Commission recommended the Assembly to approve the accounts for 1932 in the form in which they are shown in the document forwarded to the Members of the League (document A.3.1933.X).

The Supervisory Commission felt some misgivings as to the financial position and particularly the payment of contributions. At each of its sessions, it discussed the matter with the Secretary-General and with the competent officials of the autonomous organisations. As the result of a letter which it had addressed to the Director of the International Labour Office and to the Registrar of the Permanent Court of International Justice, it considered the question, at its February meeting, with a delegation of the Governing Body of the International Labour Office.

Finally, at its April session, it forwarded a letter to the Chairman of the Council in which it drew attention to the seriousness of the position, and asked the Council to consider what steps could be taken to hasten payment of contributions.

The Council, on May 22nd, adopted a report submitted by the representative of Guatemala which contained the following passages :

" In the letter which has been communicated to us, the Chairman of the Supervisory Commission has very properly drawn the attention of the Council to the grave situation created by the tendency of States Members to delay the payment of their contributions. During the first four months of this year, only four States have remitted their full share of the expenses of the League, while thirty-seven States have not contributed towards the current budget. It appears in fact that, if payments continue at the same rate, the League cannot hope to collect much more than one-half of the amount due for 1933.

" The regular official action, as regards current contributions, was taken by the Secretary-General on April 1st when, in accordance with the Financial Regulations, he addressed letters to twenty-three Governments which, by that date, had neither made payment nor given notice of payment. In addition to these official reminders in respect of current contributions, which are repeated at intervals of three months, the Secretary-General is unofficially in touch with a number of States on the subject.

" I venture to suggest that, in order to strengthen the Secretary-General's hands, we should communicate this letter from the Chairman of the Supervisory Commission to all States which have neither paid in respect of the current year nor given notice of payment, and invite them to give it their most serious attention.

" The Council will be able to judge the results of this action at its September session, when it will be in possession of a statement of the financial situation at the end of August."

## III. DISPOSAL OF SURPLUS FOR 1932 AND REIMBURSEMENT TO WORKING CAPITAL FUND.

The Commission was of opinion that, according to precedents, the reimbursement of the advances, amounting to 1,100,018.70 francs, made, during 1932, out of the Working Capital Fund to the International Labour Office and the Permanent Court of International Justice, should be considered as a first charge on the surplus, which would thus be reduced to 1,275,657.06 gold francs.

Further, the Commission thought that, in view of the present difficult financial position of the League, the balance, amounting to 729,478.60 gold francs, of the sums which, in accordance with previous decisions of the Assembly, were withdrawn from the Working Capital Fund to cover the construction expenses of the Wireless Station should be repaid to the Fund from the surplus. The construction expenses of the Station will thus be paid off.

Finally, the Commission proposed that the balance of the surplus, amounting to 546,178.46 gold francs, should be used for the setting up of a fund to cover such losses on exchange as, during the present conditions of instability, have arisen.

#### IV. RATIONALISATION OF THE SERVICES OF THE SECRETARIAT AND OF THE INTERNATIONAL LABOUR OFFICE, AND TECHNICAL CONCENTRATION OF THE ACTIVITIES OF THE LEAGUE.

The Commission considered this question, which was referred to it by the last Assembly, at sessions held in October and November 1932, and February and April 1933.

Many aspects of the question have already been dealt with by the Commission on the basis of reports which it received from the competent officials and from experts. As, however, definite conclusions have, as regards certain particular points, not as yet been reached, it has not been possible for the Commission to come to final decisions on the question as a whole. It will, however, forward to the Assembly, in due course, a special report on the subject.

#### V. BUDGET FOR 1934.

The budget for 1934, as forwarded to the Members of the League for submission to the Assembly, amounts to 30,639,275 gold francs, a reduction of 2,789,857 francs or 8.34 per cent as compared with 1933.

The budget of the Secretariat is 15,703,631 gold francs, as compared with 17,322,459 gold francs for 1933 and 19,174,317 gold francs for 1932. There has thus been, in the course of two years, a reduction of 3,470,686 francs or 18.10 per cent.

The Supervisory Commission accepted the proposal made by the Secretary-General that a lump-sum reduction of 200,000 francs should be made in salaries on account of vacant posts which, as a result of the imperative requirements of economy, and the process of rationalisation, will not be filled. The Commission will consider at its July and September meetings; on the basis of the studies which are now being prepared on certain points, what further reductions can be made under this head.

As compared with 1933, reductions of 594,096 francs, 121,369 francs and 34,659 francs were made in the budgets of the International Labour Office, the Permanent Court of International Justice, and Buildings at Geneva, respectively.

For the reasons which are explained in its report, the Supervisory Commission did not oppose the proposal that, in the budget submitted to the Assembly, the subvention for the International Nansen Office for Refugees should be shown at the figure of 300,000 francs, an increase over this year's contribution, but made it clear that it reserved to itself full liberty of action when the matter was discussed by the Assembly.

### 3.

#### CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

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#### I. INTRODUCTION.

The work of the first phase of the Conference for the Reduction and Limitation of Armaments, from its opening on February 2nd, 1932, up to and including the adoption by the General Commission of the Conference of the resolution of July 23rd, 1932, prior to its adjournment, was dealt with in the report,<sup>1</sup> and the supplementary report<sup>2</sup> on the work of the League since the twelfth ordinary session of the Assembly.

<sup>1</sup> Document A.6.1932.

<sup>2</sup> Document A.6(a).1932.

The present report deals with the second phase of the Conference from September 21st, 1932, to March 27th, 1933, when the General Commission adjourned for the Easter vacation.

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#### PROGRAMME OF WORK TO BE UNDERTAKEN DURING THE RECESS.

Under the resolution adopted by the General Commission, on July 23rd, 1932,<sup>1</sup> the Bureau was instructed to continue its work during the recess, with a view to framing draft texts covering the questions on which agreement had already been recorded.

The following questions were mentioned in this connection :

- (1) *Air forces* (prohibition of attack against civil population; abolition of bombardment from the air subject to agreement with regard to measures to be adopted for the purpose of rendering effective the observance of this rule);
- (2) *Material of land armaments* (artillery and tanks);
- (3) *Chemical, incendiary and bacterial warfare*;
- (4) *Supervision*.

The General Commission further decided that the following points, which called for detailed examination, should be examined by the Bureau or by the appropriate committees with the assistance of the Governments concerned in order that definite conclusions might be reached as soon as the General Commission was again convened :

- (1) Effectives;
- (2) Limitation of national defence expenditure;
- (3) Trade in and manufacture of arms;
- (4) Naval armaments;
- (5) Violations of the rules of international law to be formulated in connection with the provisions relating to the prohibition of the use of chemical, incendiary and bacterial weapons and bombing from the air.

The General Commission decided that, pending the resumption of its meetings, the Bureau should keep the delegations informed of the progress of its work. The Bureau was further requested to fix the date of the next meeting of the General Commission. It was understood that the General Commission would be called together with one month's notice and not later than four months after the resumption of the work of the Bureau, which would meet during the week beginning September 19th, 1932.

## II. GENERAL SUMMARY OF THE WORK OF THE BUREAU AND GENERAL COMMISSION FROM SEPTEMBER 21ST, 1932, TO MARCH 27TH, 1933.

### Bureau.

The Bureau of the Conference in accordance with these arrangements met at Geneva on September 21st, 1932, to begin the work assigned to it under the resolution adopted by the General Commission on July 23rd, 1932.

#### REPRESENTATION OF GERMANY AND THE UNION OF SOVIET SOCIALIST REPUBLICS.

The President of the Conference informed the Bureau of the action which he had taken during the recess. He read, in particular, a letter from the German Government stating that it could not take part in the further work of the Conference until the question of Germany's equality of rights had been satisfactorily settled, together with his reply to that communication. He also informed the Bureau that the Soviet Government had notified him that it did not wish to send representatives to sit on the Technical Commissions of the Conference until the General Commission had taken important decisions of principle.

#### GENERAL MEASURES.

The Bureau, at meetings held during September, October and November 1932, took the necessary action in regard to most of the items mentioned in the General Commission's resolution of July 23rd. An indication of the results obtained in dealing with these questions will be found below in Sections IV to VIII, X and XI.

#### THE FRENCH MEMORANDUM.

On November 4th, the Bureau heard a statement by M. Paul-Boncour (France) prior to the submission on November 14th by the French delegation of a memorandum (document Conf.D.146) dealing with the questions of security and disarmament.

<sup>1</sup> See document A.6(a).1932, pages 22 to 25.

The following is a summary of the French memorandum :

The French Memorandum opens with a statement that it is not intended to lead the work of the Conference into entirely new channels, but to enable the Conference to determine a system which shall combine previous proposals, including in particular those of President Hoover.

It has been proved that the reduction of armaments is necessarily bound up with security conditions, existing or to be created. The aim of the Conference should be to strengthen defence by the reduction of forces of aggression, and to this end to work out a form of military organisation which, in a given region and under specific political conditions, would render aggression more difficult. The French Government considers it idle to attempt to solve all the questions involved by means of a universal plan. It therefore suggests that, apart from a general convention for the limitation, reduction and supervision of armaments, a special plan should be drawn up for Europe.

Chapter I provides that all the Powers should endorse the principles arising out of the Pact of Paris, and recognise that a war in violation of this Pact is necessarily a matter of concern to all the Powers who, in the case of such a breach or threat of breach, would be called upon to take concerted action. Further, any breach of the Pact of Paris would involve prohibition of all economic and financial relations with the aggressor State, the Powers declaring their determination not to recognise any *fait accompli* resulting from a breach of an international undertaking.

Chapter II provides that the application of the principles laid down in the preceding Chapter should enable the States Members of the League of Nations to give full effect to their obligations under the Covenant and in particular under Article 16.

Chapter III outlines a system for Europe which is, however, only practicable on condition that, if not all, at least a sufficient number of Powers, taking into account their size and geographical situation, adhere to it. This Chapter contains both political and military provisions.

The first aim of the political provisions is to define the conditions in which each contracting State shall have the right to the co-operation of the others. Mutual assistance would take effect following on an attack or invasion, duly established by a Commission of diplomatic officials and military *attachés* appointed by the Council of the League. All contracting States must adhere to the General Act of Arbitration. Should any signatory State refuse to conform to the method of pacific settlement of disputes, or refuse to execute an arbitral or judicial settlement, or to take action upon the establishment by the League Council of the fact of a violation of an international undertaking, the other party may bring the matter before the Council, which shall decide upon the measures to be taken. The contracting parties shall lend their co-operation in the execution of such a decision. The decisions of the Council shall be taken by a majority vote.

The military provisions have a twofold object : first, in accordance with the principles of the Hoover proposals, to reduce the offensive character of national forces, and, secondly, to prepare for the rendering of mutual assistance in accordance with Articles 8 and 16 of the Covenant.

To achieve the first of these objects, the land defence forces of the continental Powers of Europe would be standardised to a uniform type : that of a short-service army with limited effectives. In estimating effectives the conditions peculiar to each State and in particular the inequalities and variations in the recruiting resources of the signatory Powers should, in conformity with Article 8 of the Covenant, be borne in mind. Likewise account should be taken of pre-regimental and military instruction received in political formations as well as of the effectives of the home police forces.

National armies are to possess no powerful mobile material and especially no material such as would permit of attack upon permanent fortifications. On the other hand, each State would permanently maintain at the disposal of the League, for purposes of common action, a limited number of specialised units consisting of relatively long-service troops equipped with powerful material. In addition, each State would maintain, under international supervision, stocks of the mobile land material forbidden to national armies, to be placed, should occasion arise, at the disposal of a contracting party on whose behalf collective action was taken.

Each contracting party would recover, in a case of legitimate defence, the free use of the contingent maintained by it and of the stocks of material in its territory.

Provision is made for the progressive unification of war material and for regular and permanent supervision involving investigation at least once a year.

This programme would be achieved by stages in such a manner as to ensure that neither the forces nor the armaments expenditure of any State would be increased save in exceptional circumstances duly justified and approved.

Chapter IV deals with naval and oversea forces, which cannot be directly subjected to the continental system set out in Chapter III. Oversea forces are to be strictly limited and specialised in view of their peculiar duties.

Where naval matters are concerned, regional political agreements, such as, for example, a Mediterranean Pact, would promote the reduction of battle fleets. In any case, in accordance with the Hoover plan, the major reductions would apply to those types of warships most useful for offensive purposes, and be achieved by means of qualitative reduction of given characteristics.

As regards quantitative reduction, the existing relation between armaments would be left intact ; hence, subject to special arrangements for fleets of less than 100,000 tons aggregate

tonnage, the uniform percentage of reduction would apply to the aggregate tonnages as declared in 1931.

The plan further provides that each signatory State possessing naval forces should, when called upon by the League, supply the emergency assistance to which the State victim of aggression is entitled, such assistance to include a certain proportion of vessels in every category, that proportion being stipulated beforehand by the Convention.

Chapter V deals with air armaments. It is recalled that, on July 23rd, the Conference provided for the complete prohibition of aerial bombardment and the correlative abolition of bombing aircraft, subject to security guarantees with regard to civil aviation. These results might be detailed within the framework of a regional system in which all the great military air Powers of Europe, whether continental or not, would take part. There would be created a "European Air Transport Union"—an international body to direct and supervise public air transport and provide safeguards against the use of civil aircraft for military purposes.

Over and above placing specialised air units at the disposal of the League of Nations, the creation of an organically international air force is suggested, composed, more especially, of the bombing craft forbidden to national forces, whose personnel would be recruited from volunteers from the different nations on the basis of quotas to be determined.

In conclusion it is emphasised that the several parts of the plan form one indivisible whole.

#### PROPOSALS SUBMITTED BY THE UNITED KINGDOM DELEGATION.

On November 17th, Sir John Simon (United Kingdom) submitted to the Bureau a series of proposals embodying a programme of work for the Conference intended, more particularly, to meet the claim to equality of rights submitted by the German Government.

The following is a summary of the proposals :

It is emphasised that the Treaty of Versailles is a binding document and can only be modified by common assent, but it is urged that the disarmament imposed on Germany was clearly intended to be the prelude to a substantial measure of general disarmament which has yet to be effected.

The proposals begin with a suggestion that all European States should solemnly affirm that they will not in any circumstances attempt to solve any present or future differences between them by resort to force, and it is emphasised in this connection that acknowledgment of the moral right to parity of treatment put forward by Germany entails upon Germany along with others the acceptance of such an obligation. It is then urged that the claims of Germany to equality should be met so far as they do not involve measures of re-armament. The limitations on the armaments of Germany should be contained in the same Disarmament Convention as that defining the limitations of the armaments of other nations ; they should last for the same period and be subject to the same methods of revision. In the new Disarmament Convention, the principle should be embodied that the kinds of arms permitted to other countries should not be prohibited to Germany. In other words, the principle of qualitative equality should be acknowledged.

This refers to the kinds of arms and not to the amounts ; the amounts must be separately and subsequently treated. By what means and by what stages the principle of qualitative equality could be applied must be the subject of detailed discussions in which it is essential that Germany should join. In the meantime the Government of the United Kingdom emphasises two points : First, the object of the Disarmament Conference is to bring about the maximum of positive disarmament that can be generally agreed and not to authorise in the name of equality an increase of armed strength. Secondly, the full realisation in practice of the principle of equality cannot be achieved all at once.

The immediate task of the Disarmament Conference is to settle the programme of the first stage and, if possible, establish the main outlines of the second stage. Certain methods are suggested for application in the first stage. The principle of according to Germany equality of rights demands that Germany should be permitted to build ships of a type similar to that upon which the great naval Powers finally agree. Exhaustive investigation has shown that the arbitrary figure of 10,000 tons as the limit of a capital ship would fail to command general acceptance. The principle, however, that the reorganisation of Germany's fighting forces must not conflict with the limitation and reduction of armaments requires that any construction undertaken by Germany should not increase the total tonnage in any category to which her navy is at present restricted. The Government of the United Kingdom have already expressed their willingness to limit cruisers to vessels of 7,000 tons mounting six-inch guns, a limit closely approximating to the limit now imposed upon Germany. The Government urges also that the best way of meeting Germany's claims to equality in regard to submarines would be to consent to their abolition.

It is proposed that all tanks above a given weight should be abolished, and that the maximum weight should be fixed with a view to prohibiting tanks suitable for offensive employment. The admission of equal treatment would make it impossible to deny, in principle, to Germany the right to possess a limited number of such weapons.

It is urged that the best way to accord Germany equality of treatment in regard to mobile land guns is to press for a general reduction in their size. The maximum calibre of large mobile guns permitted to Germany is 105 mm., a figure intended to limit them to a type suitable for defence operations.

The United Kingdom Government are prepared to discuss the ultimate abolition by international agreement of military and naval aircraft and of bombing from the air, combined with an effective international control of civil aviation. It suggests, as an immediate practical measure of disarmament, the reduction of the air forces of the leading Powers to the level of those of the United Kingdom, a cut of one-third in the air forces of the world thus reduced, including those of the United Kingdom, and a limitation of the unladen weight of military aircraft to the lowest figure on which general agreement can be obtained. It is felt that Germany, should this programme be carried into effect, might not unreasonably be asked to refrain from making any claim to possess military or naval aircraft.

The admission of Germany's claim to equality of treatment and freedom in the matter of her fighting forces or effectives should be governed by respect for the principle of limitation and reduction, that is to say, if Germany wishes, for instance, to be free from the prohibition against compulsory military service, the numbers of men annually compulsorily given a militia training must be deducted, at a ratio to be agreed on, from the numbers of her long-service troops. Again, the reduction of the term of service of these long-service troops from twelve to six years, if accepted, would be conditional on the number of long-service reserves not being augmented; that is, in that case, the number of long-service troops with the colours must then be reduced from 100,000 to 50,000. Elaborate calculations as to the proper ratios would be required, but the guiding principle must remain, that is to say, a reorganisation of German forces must not involve an increase of Germany's powers of military aggression.

The Government of the United Kingdom are favourably impressed by the Hoover proposals in regard to military effectives, and are prepared to accept them in principle as constituting a basis for discussion. They agree that there shall be set up a Permanent Disarmament Commission, as suggested in the draft Disarmament Convention, with such extension of its powers as may be deemed necessary by the Disarmament Conference for an effective application of the Convention. It urges that such supervision must be subject to agreed conditions accepted by all States represented at Geneva.

#### EQUALITY OF RIGHTS.

At the conclusion of the statement made by Sir John Simon when submitting the United Kingdom proposals, referred to above, the President of the Conference declared that the object of both the French and the United Kingdom proposals was to indicate a basis upon which it was hoped the Conference might continue its work. He emphasised that the essential co-ordination of the various proposals and drafts before the Conference would be facilitated if Germany were to resume her participation. Every delegation had admitted that the restrictions imposed upon Germany and her former allies by the Treaty of Versailles and the other Treaties had been intended to prepare the way for a general reduction of armaments. It would be difficult, however, to achieve any satisfactory result until the problem of equality of rights had been solved. The acceptance of the principle of equality by the Powers principally concerned would, in his opinion, provide a basis for discussion in seeking a permanent solution of the problem. Any such discussion should be grounded upon the assumption that the limitation of Germany's armaments, and those of her former allies, would, as in the case of other signatories, be contained in the Convention to be drawn up by the Conference. He hoped, in conclusion, that the German Government would shortly decide once more to take part in the work of the Conference.

The hopes expressed by the President were endorsed by several speakers.

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#### General Commission.

##### PROGRAMME OF WORK (December 1932).

The General Commission, convened in accordance with the resolution of July 23rd, 1932, met on December 14th, 1932. The German delegation was present.

The President informed the Commission of the progress made by the Bureau, and the Special Committees, in application of the resolution of July 23rd, 1932, and of the proposals submitted during the preceding weeks by the French,<sup>1</sup> United Kingdom,<sup>2</sup> and Japanese<sup>3</sup> delegations.

He considered that the time had come for the General Commission to embody the material comprised in these and the other proposals before the Conference in a draft Convention.

<sup>1</sup> See page 5 above.

<sup>2</sup> See page 7 above.

<sup>3</sup> Document Conf.D.150. See section on naval armaments, page 18.



EQUALITY OF RIGHTS : DECLARATION OF THE FIVE POWERS.

The President announced that, as a result of conversations in Geneva between the representatives of Germany, the United Kingdom, the United States of America, France and Italy, agreement had been reached between the five delegations on the political principles underlying the work of the Conference. The German delegation, in consequence of this agreement, would continue to participate in the proceedings of the Conference.

The agreement communicated to Mr. Henderson by the Prime Minister of the United Kingdom, who had presided over the conversations, was in the following terms :

" 1. The Governments of the United Kingdom, France and Italy have declared that one of the principles that should guide the Conference for the Reduction and Limitation of Armaments should be the grant to Germany, and to the other Powers disarmed by Treaty, of equality of rights in a system which would provide security for all nations, and that this principle should find itself embodied in the Convention containing the conclusions of the Conference for the Reduction and Limitation of Armaments.

" This declaration implies that the respective limitations of the armaments of all States should be included in the proposed Disarmament Convention. It is clearly understood that the methods of application of such equality of rights will be discussed by the Conference.

" 2. On the basis of this Declaration, Germany has signified its willingness to resume its place at the Conference for the Reduction and Limitation of Armaments.

" 3. The Governments of the United Kingdom, France, Germany and Italy are ready to join in a solemn reaffirmation to be made by all European States that they will not in any circumstances attempt to resolve any present or future differences between the signatories by resort to force. This shall be done without prejudice to fuller discussions on the question of security.

" 4. The five Governments of the United States of America, the United Kingdom, France, Germany and Italy declare that they are resolved to co-operate in the Conference with the other States there represented in seeking without delay to work out a Convention which shall effect a substantial reduction and a limitation of armaments, with provision for future revision with a view to further reduction."

The Prime Minister of the United Kingdom, in communicating this document to the President of the Conference, had informed him that the representatives of the participating Powers considered it desirable that he should participate in any further conversations which might be held. The President informed the General Commission that the Bureau had approved that suggestion at a meeting on December 13th and he was ready to accept the invitation.

The representatives of Poland, Yugoslavia, Turkey, Hungary, Roumania, Uruguay, Greece, the Union of Soviet Socialist Republics, Belgium, Spain, China, France, the United Kingdom and the Irish Free State, emphasised that conversations such as those which had taken place between the five Powers did not constitute a precedent and that there could be no question of decisions being taken out of the hands of the Conference or of presenting it with agreed solutions. The five-Power agreement was not to be regarded as an act of the Conference and it in no way modified the rights of the General Commission.

The President, supported by a number of delegations, expressed his satisfaction at the presence of the German delegates at the Conference for the first time since July 23rd, 1932.

The German delegate thanked the President and his colleagues for their sympathetic welcome. He was sure that no unexpected difficulties would arise in applying the five-Power agreement. The agreement had been reached in a spirit of confidence and goodwill and the Conference would, in the same spirit, resume its task and bring it to a rapid conclusion.

The General Commission, on the proposal of the President, unanimously adopted the following resolution :

" The General Commission of the Conference for the Reduction and Limitation of Armaments, taking note of the conclusions reached in the conversations of the five Powers as stated in the document handed by the British Prime Minister to the President of the Conference and reported to this Commission to-day,

" (1) Expresses its thanks to the British Prime Minister and his co-signatories for the success of their efforts, which have resulted in a notable contribution to the work of the Conference ;

" (2) Welcomes the declaration that the five Powers are resolved to co-operate in the Conference with the other States represented in seeking without delay to work out a Convention which shall effect a substantial reduction and a limitation of armaments with provision for future revision with a view to further reduction."

THE FRENCH MEMORANDUM : PROGRAMME OF WORK SUBMITTED BY THE  
UNITED KINGDOM DELEGATION (February to March 1933).

The General Commission met again from February 2nd to 8th, 1933. The first meetings were devoted to a general discussion of the French Memorandum.<sup>1</sup>

On February 9th and 10th, the Bureau considered the following programme of work of the Conference submitted by the United Kingdom delegation (document Conf.D.154) :

" His Majesty's Government in the United Kingdom desire to suggest that it would be advisable, as soon as the general discussion of the French plan has been completed in the General Commission, to agree on a programme of work which would enable the Conference to embody in a Convention the proposals made by various delegations since the opening of the Conference. With that object, they suggest that the Bureau should submit to the General Commission a resolution containing directions for the ordering of the work, and they offer for consideration the following draft of such a resolution :

" The General Commission decides that the future work of the Conference should be conducted on the following lines, the direction of the work being placed in the hands of the Bureau :

" I.

" The aim of the Bureau should be to organise without delay practical discussion of the following topics, with the object of framing a Convention or Conventions embodying them so far as they are ultimately approved :

" (1) A solemn affirmation, to be made by all European States, that they will not in any circumstances attempt to resolve any present or future differences between them by resort to force.

" (2) The immediate study by the continental European States with a view to their mutual security of the possibility of reaching political arrangements defining the conditions in which each of them will be entitled to the co-operation of the other contracting States.

" (3) The application of the principle that the limitations on the armaments of Germany and the other disarmed States shall be contained in the same Disarmament Convention as that which will define the limitations on the armaments of others, so that the articles in Part V of the Treaty of Versailles, which at present limit Germany's arms and armed forces, and the corresponding provisions of the other peace treaties, would be replaced by the Disarmament Convention as far as the disarmed States are concerned.

" (4) The application of the principle that the newly expressed limitations in the case of Germany and the other disarmed States shall last for the same period and be subject to the same methods of revision as those of all other countries ; and the embodiment in the Disarmament Convention of an undertaking on the part of the signatory States to enter upon negotiations in due course before the expiry of this Convention with a view to concluding a new Disarmament Convention for the purpose of further adjustment of armaments.

" (5) The embodiment in the Convention, as regards war material, of the principle of qualitative equality, and the provision for the realisation of such equality, if not immediately after its entry into force, then by specified stages. The reduction of the armies of the continental European States to a uniform general type of organisation would have to be considered in this connection.

" II.

" A. *Security.*

" The Political Commission should be instructed at once to study the methods of giving effect to point (1) above.

" A Committee of the continental European States should be immediately constituted to examine point (2) above.

" B. *Disarmament.*

" (a) *Effectives.*—The Bureau shall at once undertake the following work :

" (i) In accordance with the plan for the calculation of land forces contained in the proposals of President Hoover, compute the totals of personnel of the 'police component' (the irreducible component) of the existing land forces of each country, both metropolitan and oversea. For this purpose it shall instruct the Effectives Committee to make to it within . . . days recommendations concerning the ratios to be employed in this calculation. If within that time the Effectives Committee

<sup>1</sup> See page 5.

has been unable to reach a unanimous recommendation, it must report fully to the Bureau the state of its discussions, and it will be for the Bureau to take a definite decision.

“ (ii) Agree upon the percentage by which the ‘defence component’ (the excess over the ‘police component’) of each State shall be reduced, such reduction to be effected by a certain date or dates to be specified.

“ (iii) Determine the stages and methods by which continental European armies may be brought into harmony with the general type of organisation adopted (see I (5)). For the discussion of this point, the Bureau may require the Effectives Committee to submit recommendations.

“ (b) *Land War Material.*—The Bureau shall :

“ (i) Fix the maximum tonnage of tanks ;

“ (ii) Fix for the future the maximum calibre of mobile land guns ;

“ (iii) Decide whether there should be a limitation of the number of tanks of allowed tonnage and of mobile land guns of allowed calibre ;

“ (iv) If a limitation of the number of tanks is accepted, decide as to the disposal of tanks exceeding that limit.

“ (c) *Air.*—The Bureau shall at once constitute a committee of representatives of the principal air Powers to examine the possibility of the entire abolition of military and naval machines and of bombing from the air, combined with an effective international control of civil aviation. As a preliminary to the decision to be taken by the Committee of Air Powers, the Bureau shall at once :

“ (i) Fix the maximum unladen weight of military and naval aircraft ;

“ (ii) Decide as to the disposal of machines exceeding that limit—whether they shall be scrapped, and, if so, the dates by which scrapping must have been effected ;

“ (iii) Fix the numbers of machines not exceeding the unladenweight limit which may be allowed to each State.

“ (d) *Naval Forces.*—The Bureau shall fix the maximum tonnage and maximum calibre of gun for :

“ (i) Capital ships ;

“ (ii) Aircraft-carriers (if these are allowed to be retained or replaced) ;

“ (iii) Cruisers ;

“ (iv) Destroyers ;

“ (v) Submarines (if these are allowed to be retained or replaced).”

The General Commission decided, on February 13th, to send at once to the Political Commission the various proposals concerning security and to retain for its own consideration the proposals concerning effectives, land war material, air and naval forces.

The General Commission at meetings held between February 13th and March 6th, discussed the question of effectives<sup>1</sup> and the instructions to be given to the Air Committee.<sup>2</sup> On March 9th, it took up the subject of land material and instructed a Drafting Committee under the chairmanship of M. Politis to frame either definite proposals or a questionnaire bringing into relief the main principles involved.<sup>3</sup> A questionnaire was drafted and circulated to the General Commission on March 15th.

#### DRAFT CONVENTION SUBMITTED BY THE UNITED KINGDOM DELEGATION.

The General Commission, on March 16th, 1933, heard a statement by Mr. Ramsay MacDonald (United Kingdom) prior to the submission by the United Kingdom delegation of a draft Disarmament Convention (document Conf.D.157).

The following is a summary of the main provisions of the draft Convention :

#### *Security.*

The part relating to security is based on the existence of the Pact of Paris. In the event of a breach or threat of breach of the Pact, there is to be a conference between the parties, if any five of them, including one at least of the great Powers, so request. The conference may be summoned through the machinery of the League of Nations. Any conclusions reached must be concurred in by the representatives of all the great Powers and by a majority of the

<sup>1</sup> See page 16.

<sup>2</sup> See page 21.

<sup>3</sup> See page 17.

other Governments participating in the conference. It will be the object of the conference, if called in view of a threat of breach of the Pact, to agree upon the steps which could be taken, and, if a breach has actually occurred, to determine which party is to be held responsible.

An article in the final provisions states that the Convention is not to be interpreted as restricting the provisions of the Covenant of the League, in particular those which fix the powers of the Council and Assembly.

### Disarmament.

*Effectives.*—The whole of the land forces of continental Europe are to be put on a comparable basis, and, with a view to limiting the power of aggression, they are to be reduced to a militia basis by fixing eight months as the maximum period of service. To suit the differing conditions in certain States, provision is made for an extension to twelve months in certain cases to be decided by the Conference.

Once agreement has been reached on the size of European continental land forces, it is thought that it will not be difficult to fix figures of limitation for other armies.

There follows the appended table of average daily effectives which are not to be exceeded in the land armed forces.

	Stationed in home country	Total including overseas
Germany .. .. .	200,000	200,000
Belgium .. .. .	60,000	75,000
Bulgaria .. .. .	60,000	60,000
Spain .. .. .	120,000	170,000
France .. .. .	200,000	400,000
Greece .. .. .	60,000	60,000
Hungary .. .. .	60,000	60,000
Italy .. .. .	200,000	250,000
Netherlands .. .. .	25,000	75,000
Poland .. .. .	200,000	200,000
Portugal .. .. .	50,000	60,000
Roumania .. .. .	150,000	150,000
Czechoslovakia .. .. .	100,000	100,000
Union of Soviet Socialist Republics .. .. .	500,000	500,000
Yugoslavia .. .. .	100,000	100,000
Each other continental European State .. .. .	(No separate figure)	50,000

This table contains only the figures which are suggested for the countries of continental Europe. It would of course require to be completed by the addition of figures in respect of all the other parties.

*Material.*—With regard to mobile land guns, a limit of 105 mm. is imposed for the future. It is proposed that States shall retain their existing armament up to 155 mm. (6-inch), but that all future construction shall be within the lower limit of 105 mm. (4.5-inch) approximately.

Coast-defence guns must approximate to the limit for naval guns. Their limit has been fixed at 406 mm. (16-inch), the size of the largest naval gun.

The maximum limit for tanks has been fixed at 16 tons.

All prohibited material is to be destroyed on the basis of one-third within one year and of two-thirds within three years of the coming into force of the Convention.

*Naval Armaments.*—As regards naval armaments, reductions and limitations have already been effected by the Washington and London treaties. The object is to extend the Treaty of London to include two principal naval Powers—viz., France and Italy—which are at present not within its framework; and further to stabilise the remaining naval forces of other Powers at the figures taken from returns to the Secretary-General of the League of Nations reproduced in the *Armaments Year-Book, 1932*.

The articles, therefore, in the draft Convention are designed to hold the situation created by the London and Washington treaties until the Naval Conference which is to meet in 1935 regulates the naval armaments of all Powers on a satisfactory basis for the future.

The naval chapter arranges that the truce in capital-ship building is extended to all, except that Italy may lay down one ship.

Except as provided for by the London Naval Treaty, there will be no construction of 8-inch cruisers. All other construction will be purely for replacement and will conform to the qualitative limitations in force in the naval treaties.

Provision is made for a Permanent Disarmament Commission and the immediate examination by that body of the further naval qualitative limitations which have been before the Conference, with a view to their consideration by the Naval Conference which is to meet in 1935.

*Air Armaments.*—Bombing from the air is to be completely prohibited (except for police purposes in certain outlying regions).

With a view to effecting, during the next five years, the reductions necessary to facilitate further air disarmament after that period, a table sets out the figures of aeroplanes capable of use in war which, by the end of that period, are not to be exceeded by the countries which at present possess such aeroplanes. As regards other countries, the *status quo* is maintained, each of the principal air Powers—France, Japan, Italy, the Union of Soviet Socialist Republics, the United States of America, and the United Kingdom—is to reduce its figure to 500.

No naval or military aircraft (excluding troop carriers and flying boats) is to exceed three tons in unladen weight.

No dirigibles are to be built or acquired during the period of the Convention. Countries which at present possess dirigibles may retain them during the period of the Convention, but may not, during this period, acquire or build any more.

Aeroplanes exceeding the quantitative and qualitative limitations imposed must have been disposed of, half by June 30th, 1936, and the remainder by the end of the period of the Convention.

Pending any further proposals, in subsequent conventions, for air disarmament, civil aviation is to be regulated.

The Permanent Disarmament Commission is to draw up a scheme for the complete abolition of naval and military aircraft, conditional upon an effective supervision of civil aviation in order to prevent its misuse for military purposes.

Alternatively, if such effective supervision is not found to be practicable, they are to prepare a scheme to determine the minimum numbers of naval and military aircraft required by each contracting party.

These schemes are to be submitted to the second Disarmament Conference.

#### *Chemical Warfare.*

Chemical, incendiary and bacterial warfare is prohibited on the lines already accepted by the Conference.

#### *Permanent Disarmament Commission.*

The provisions relating to the composition, functions and operations of the Commission follow the lines which have already been agreed upon by the Conference. It will, in particular, be the duty of the Commission to make provision for the second Disarmament Conference which is to be held before the expiry of the Convention.

#### *Other Provisions.*

The Convention is to remain in force for a few years, except the naval provisions, which will terminate on December 31st, 1936 (before which date a further naval conference is to be held), and the rules forbidding certain methods of warfare, which are to remain in force indefinitely.

Before the expiry of the Convention, a further Disarmament Conference is to be held in order to conclude a new convention which would carry on the work of the limitation and reduction of armaments begun by the Convention at present proposed.

The Convention, together with the subsequent ones to be concluded, would replace the provisions of the peace treaties which at present limit the armaments and armed forces of Germany, Austria, Hungary and Bulgaria.

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The delegates of France, the United States of America, Germany and Italy expressed their appreciation of the initiative of the United Kingdom delegation. There was a general discussion of the draft Convention at meetings held from March 24th to 27th, 1933.

The General Commission, on March 27th, at the close of this general discussion, unanimously adopted the following resolution :

“ The General Commission,

“ In view of the results of the general discussion concerning the draft Convention submitted by the United Kingdom delegation ;

“ Noting that this draft remains within the general framework of the draft Convention drawn up by the Preparatory Commission and, at the same time, embodies new elements resulting, on the one hand, from the studies undertaken in pursuance of the resolution of July 23rd, 1932, and, on the other hand, from the decisions taken since the beginning of the session on the basis of the previous proposals of other delegations, and notably of the French delegation :

“ Decides,

“ (1) To take this draft as a basis for its subsequent discussions, the various delegations retaining the right to propose modifications, amendments or additions according to the wishes then manifested in their communications to the General Commission ;

"(2) To proceed, at its next meeting, after the Easter vacation, to the examination of this draft part by part and article by article ;

" Delegations wishing to submit amendments to Part I are requested to communicate them in writing to the Secretary-General of the Conference not later than April 20th, 1933."

Forty-two delegations voted for the resolution. No delegation voted against it.

The Soviet delegation accepted the decisions but could not associate itself with all the considerations. It objected, in particular, to the reference made to the resolution of July 23rd, 1932, against which the Soviet delegation had voted.

The German delegation stated that it was in the same position as the Soviet delegation, having voted against the resolution of July 23rd, 1932. There were other points to which the German delegation had raised objections and it could therefore agree only to paragraph 1 and the text of the decision.

The Italian delegation voted for the resolution, observing, however, that it was in the same position as the Soviet and German delegations in so far as concerned the reference to the resolution of July 23rd, 1932, having abstained from voting that resolution. It associated itself with the German and Soviet reservations.

The Hungarian delegation stated that it was in the same situation as the Italian delegation as regarded the resolution of July 23rd, 1932, and it made the same reservations as that delegation to the second paragraph of the considerations.

The Austrian delegate stated that, since the Austrian delegation had refrained from voting on the resolution of July 23rd, 1932, he must adopt the same attitude as the delegates who had made reservations in that connection.

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The General Commission then agreed to hold its next meeting on April 25th, 1933, leaving the Chairmen of Committees to decide whether or not their Committees should meet during the intervening period.

### III. SECURITY.

The Political Commission met from February 14th to March 10th, 1933, to consider the questions relating to security referred to it by the General Commission.

It first considered the proposed declaration of non-resort to force, applicable to Europe, put forward by the United Kingdom delegation, and on March 2nd adopted a text and a report submitted by its Drafting Committee. The text was as follows :

" The Governments of . . . . .

" Anxious to further the cause of disarmament by increasing the spirit of mutual confidence between the nations of Europe by means of a declaration expressly forbidding resort to force in the circumstances in which the Pact of Paris forbids resort to war :

" Hereby solemnly reaffirm that they will not in any event resort, as between themselves, to force as an instrument of national policy. "

It was emphasised in the report that the question of the universal scope of the obligation was to be a matter of subsequent enquiry by the Conference. It was also pointed out that the text was not to be considered as an interpretation of the Pact of Paris, but as embodying an obligation distinct from the Pact. The principle underlying the declaration was that it should remove the doubts to which the use of the word " war " might give rise. Finally, it was observed that the object of the declaration would not be secured if it merely involved a renunciation of recourse to force in the event of force being employed to settle a dispute since there might well be recourse to force without any formal dispute.

The Political Commission next considered the question of mutual assistance as raised in the French Memorandum<sup>1</sup> and in the United Kingdom programme of work,<sup>2</sup> the definition of the aggressor on the basis of a proposal by the Soviet delegation (document Conf.D./C.G.38) and the procedure to be used in establishing the facts in cases of aggression or threatened aggression on the basis of a proposal of the Belgian delegation (document Conf.D./C.P.12).

The Soviet proposal established five criteria for the definition of an aggressor :

- (a) Declaration of war ;
- (b) Invasion by armed forces of the territory of another State without declaration of war ;
- (c) Bombardment of the territory of another State by land, naval or air forces, or wilful attack upon its air or naval forces ;

<sup>1</sup> See page 5.

<sup>2</sup> See page 10.

(d) The introduction within the frontiers of another State of land, naval or air forces without the permission of such State ;

(e) The establishment of blockade of the coast or ports of another State.

The text of the Belgian proposal was as follows :

“ I. There shall be set up at the seat of the Government of each of the High Contracting Parties a Commission for establishing the facts, consisting of  $x$  members (five, for example) chosen from among the diplomatic agents and military, naval and air attachés accredited to the said Government.

“ II. The members of this Commission shall be appointed, in conditions to be agreed upon, by the Council of the League of Nations (or : by the Permanent Disarmament Commission) which shall also designate the President of the Commission.

“ III. Any High Contracting Party which believes itself to be the victim of, or to be threatened with, any aggression or violation of its territory, shall have the option of calling upon the Commission set up at the seat of its Government to establish all the facts likely to throw light on the situation and, if necessary, to determine responsibilities.

“ IV. A High Contracting Party making use of this option must, at the same time, notify the Secretary-General of the League of Nations (or : the Secretary of the Permanent Disarmament Commission) as quickly as possible. The latter shall immediately notify the Government of the High Contracting Party accused, in order that the latter may without delay have the facts established on its side by the Commission set up at the seat of its Government.

“ V. If the Commission considers it useful for the accomplishment of its task to verify certain facts other than those to which its attention has been drawn by the complainant Government, it shall inform the latter, which shall decide what action should be taken in this respect.

“ VI. Any Commission before which a request for the establishment of facts has been laid shall, as soon as possible, make a detailed report on the result of its mission and on the conditions in which it has been carried out to the Secretary-General of the League of Nations (or : to the Secretary of the Permanent Disarmament Commission).

“ The Commission shall supply the Council of the League of Nations and the Permanent Disarmament Commission with any supplementary written or verbal explanations which it may be asked to give in this connection.

“ VII. The decisions of the Commission shall be taken by a majority vote, the members of the minority having the right to add to the report a note explaining the reasons for their disagreement.”

On March 10th, the Committee instructed a Drafting Committee under the chairmanship of M. Politis (Greece) to consider the question of the definition of the aggressor on the basis of the Soviet proposal, the procedure for establishing the facts in the case of aggression on the basis of the Belgian proposal and other questions relating to security, including the question of mutual assistance.

Up to March 27th, this Committee had not reported.

#### IV. EFFECTIVES.

The resolution adopted by the General Commission on July 23rd, 1932, contained the following paragraphs :

“ A strict limitation and a real reduction of effectives shall be brought about.

“ For this purpose, the Conference invites the Bureau to examine, with the collaboration of such delegations as it considers necessary, the proposal of President Hoover relating to effectives. These studies should take into consideration, in the case of each country, the actual conditions of defence and the number and character of its forces.”

Giving effect to this invitation on September 22nd, the Bureau, on the proposal of the United States representative, set up a Special Committee on Effectives. The members were to be not experts, but Government delegates of the countries represented on the former Committee on Effectives,<sup>1</sup> together with those of countries members of the Bureau not represented on the former Committee.

This enlarged Committee, subject to the Bureau's approval, was to draw up its own terms of reference and programme of work. As in all the Commissions and Committees of the Conference, countries not represented on the Committee might express their views on any aspects of the problem in which they were particularly interested.

The Special Committee met on September 30th, 1932, with M. de Brouckère (Belgium) as Chairman, and M. Westman (Sweden) as Vice-Chairman.

It decided to consider separately home and oversea forces and adopted a plan of work, submitted by the United States representative, based on President Hoover's proposals. All the delegations represented, except that of the Union of Soviet Socialist Republics, which, however, stated that it was in favour of the ideas underlying the Hoover proposals accepted

<sup>1</sup> See the report on the work of the League for 1932 (document A.6.1932, page 12) and the supplementary report (document A.6(a).1932, page 20).

the principle of the division of effectives into two components, one irreducible and the other reducible.

The Committee, in respect of home forces, adopted as a basis for calculating the irreducible component the following text :<sup>1</sup>

“ The Committee is of the opinion that, in order to obtain the basis of calculation, in accordance with the regime prescribed for the Powers whose forces are limited by the treaties of peace, for the strength of the irreducible component for home territories, it is necessary, in order to obtain a first approximation, to base it upon the figures of population. For this calculation, the rates may vary in an inverse ratio to the population.

“ The index figures thus obtained, in terms of professional soldiers, will be transformed in accordance with rules to be subsequently determined, in order to take into account the character of the forces of each country.

“ Corrections will subsequently be made, if necessary, empirically, in consideration of the special conditions of States in various regional groups, by taking into account the following factors :

“ (a) Area ;

“ (b) Length and nature of frontiers ;

“ (c) Situation of vital centres in relation to frontiers.”

The Committee referred the question of oversea effectives to a Sub-Committee, composed of representatives of countries possessing colonies. This Sub-Committee considered the factors which should be taken as a basis in calculating the irreducible components for oversea effectives.

The Committee decided that naval and air effectives should provisionally be left aside in the calculation of the effectives covered by the Hoover proposal.

The Committee set up a Technical Committee of Experts to :

(1) examine the characteristics of the various police forces and similar formations belonging to the States represented on the Committee on Effectives, in order to enable the Committee later to determine which police forces of the various States should be taken into account in calculating effectives ;

(2) determine what part of the naval forces should be assimilated to land forces when establishing the irreducible component.

The Technical Committee, reporting to the Committee on point 1, stated that it had examined all the police forces of the States represented on the Technical Committee, including those of a non-military character, and set forth the general conclusions at which it had arrived.

In regard to point 2, the Technical Committee submitted a text drawn up by a Committee of Experts which it had requested to consider the question.

The Committee approved the report of the Technical Committee and requested it to examine the police forces and similar formations of all the countries invited to the Conference.

The Technical Committee, in conducting its enquiries, sent out relevant questionnaires to the countries concerned.

The Bureau of the Conference, on November 6th, approved the report of the Technical Committee submitted by the Committee on Effectives, together with the terms of reference and programme of work which the Committee proposed to follow.

The General Commission, on February 13th, 1933, considered the question of effectives in the light of the proposals embodied in the French memorandum<sup>2</sup> and in the programme of work submitted by the United Kingdom delegation<sup>3</sup> and the amendments proposed by the various delegations. It requested a Drafting Committee, under the Chairmanship of M. Politis (Greece), to consider the various proposals in regard to effectives which were before the Conference and to draw up a list of questions, on which the General Commission would be required to take decisions of principle before referring them for detailed examination to the Committee on Effectives.

The list of questions was submitted to the General Commission on February 16th. It decided to consider the list in three parts—first, questions framed on the basis of the French memorandum,<sup>2</sup> and associated with the idea of the standardisation of the European continental armies ; secondly, questions relating to effectives generally ; thirdly, questions regarding oversea effectives.

The General Commission, on February 23rd, decided by a majority vote in favour of the standardisation of the European continental armies in the form of armies with short-term service and limited effectives, and, on February 27th, it decided by a majority vote that standardisation should not apply to oversea effectives.

The General Commission took up the discussion of the other questions relating to effectives on February 28th and, on March 6th, it appointed a Sub-Committee, consisting of delegates of countries directly concerned in the question of colonial troops, to consider whether a distinction should be drawn between effectives stationed in the home country and those stationed in oversea territories. The Commission then referred the list of questions, with its replies to them, back to the Special Committee on Effectives for consideration and action.

<sup>1</sup> The Soviet delegation declared that it could not support this text, and the United Kingdom delegation expressed certain misgivings as to the second paragraph.

<sup>2</sup> Document Conf.D.146.

<sup>3</sup> Document Conf.D.154.



The General Commission further requested the Special Committee on Effectives to establish, after consultation with the countries concerned, a table showing the effectives as they would stand in each country if the principles approved by the General Commission were applied.

The Special Committee on Effectives, following the adoption by the General Commission on March 27th of the resolution by which it agreed to take the United Kingdom draft Convention<sup>1</sup> as a basis for its subsequent discussions, reviewed the position thus created in regard to its work, and instructed its Technical Committee to deal with the questions relevant to this draft Convention, in particular, the following items :

(1) To continue its examination of the characteristics of the various police forces and similar formations ;

(2) To examine the question of military instruction given outside the army—particularly in the case of young men before their incorporation in the armed forces.

## V. LAND WAR MATERIAL.

The resolution adopted by the General Commission on July 23rd, 1933, contained the following paragraphs :

### “ 2. LAND ARMAMENTS.

#### “ (a) *Land Artillery.*

“ 1. All heavy land artillery of calibres between any maximum limit as determined in the succeeding paragraph and a lower limit to be defined shall be limited in number.

“ 2. The limitation of calibre of land artillery shall be fixed by the Convention.

“ Subject to an effective method being established to prevent the rapid transformation of guns on fixed mountings into mobile guns, different maxima for the calibre of land guns may be fixed as follows :

“ (a) A maximum limit for the calibre of coastal guns, which shall not be less than the maximum calibre of naval guns ;

“ (b) A maximum limit for the calibre of guns in permanent frontier or fortress defensive systems ;

“ (c) A maximum limit for the calibre of mobile land guns (other than guns employed for coastal defence).

#### “ (b) *Tanks.*

“ The maximum unit tonnage of tanks shall be limited.”

The Bureau, at its meeting on September 22nd, 1932, requested M. Buero (Uruguay), President of the Land Commission,<sup>2</sup> to get into touch with the delegations in order to ascertain whether they had any definite proposals to make which might serve as a basis for the decisions of the Bureau in regard to fixing the figures.

M. Buero informed the Bureau, on November 15th, that his consultations with the various delegations had not advanced far enough for him to be able to submit definite conclusions. He hoped, however, that it would be possible very shortly to submit a report containing such conclusions and suggested that the examination of the questions relating to heavy artillery material and tanks should for the moment be adjourned.

The Bureau adopted this suggestion.

The General Commission began its consideration of the question of land war material on March 9th, 1933.

The President, reviewing the position, referred to the resolutions which had been adopted by the General Commission, the declaration of the Five Powers, which had been noted by the General Commission on December 14th, 1932,<sup>3</sup> and the proposals before the Conference.

The General Commission, after a general discussion, appointed a drafting committee to draw up, on the basis of the proposals before the Conference, either definite proposals or a questionnaire in which items raising important questions of principle would be placed first with a view to their consideration and decision by the General Commission.

The questionnaire was circulated to the General Commission on March 15th. It presented a series of definite questions under four heads :

- I. Qualitative limitation.
- II. Quantitative limitation.
- III. How is land material prohibited for national purposes to be disposed of ?
- IV. Various questions relating to land material.

The General Commission, in view of its decision adopted on March 27th to take as a basis for its subsequent discussions the draft convention<sup>4</sup> submitted by the United Kingdom delegation, did not proceed with the consideration of the questionnaire.

<sup>1</sup> Document Conf.D.157.

<sup>2</sup> See the report on the work of the League for 1932 (document A.6.1932, page 11) and the supplementary report (document A.6(a).1932, pages 18 and 20.)

<sup>3</sup> See page 9.

## VI. NAVAL ARMAMENTS.

The resolution adopted by the General Commission on July 23rd, 1932, contained the following paragraphs :

“ As regards the proposals made by President Hoover and other related proposals concerning naval armaments, the Conference invites the Powers parties to the Naval Treaties of Washington and London, which have already produced important results, to confer together and to report to the General Commission, if possible before the resumption of its work, as to the further measures of naval reduction which might be feasible as a part of the general programme of disarmament.

“ The Conference further invites the naval Powers other than the Powers parties to the above treaties to make arrangements for determining the degree of naval limitation they are prepared to accept in view of the Washington and London Treaties and the general programme of disarmament envisaged in the present resolution.

“ The Bureau will be kept informed of the progress of these negotiations, which it will be its duty to co-ordinate within the framework of the General Convention in preparation for the comprehensive decisions of the General Commission.”

The Bureau, at its meeting on September 26th, requested Sir John Simon (United Kingdom) to keep it informed of the progress made in these negotiations.

On December 9th, 1932, the Proposal of the Japanese Government for the Reduction and Limitation of Naval Armaments,<sup>1</sup> which follows, was circulated to the Conference.

The Japanese proposal embodied the following provisions :

For the qualitative and quantitative reduction of naval armaments the Conference should observe the following guiding principle :

Relying on the basis of the resolution adopted by the General Commission in the early stages of the Conference which embodies : (a) the principle of reduction of armaments; (b) the criteria for the limitation and reduction of armaments, and (c) the principle of qualitative disarmament, the Conference should seek to reduce forces aggressive in character and strong in offensive power and to find a fair and rational solution, such as would meet existing conditions, with due regard to the geographical situations and special circumstances of the various countries, so that the sense of security may not be impaired.

The procedure to be followed in future discussions should be most carefully considered, the Japanese Government believing it to be practically impossible for a world conference such as the present to conclude a comprehensive agreement at a single stroke with all the Powers taking part in the discussion of every problem. It proposes in regard to naval questions, that :

“ (1) The general outline of agreements to be concluded shall form the subject-matter of prior negotiations between the United States, the British Empire, France, Italy and Japan, as was contemplated by the resolution of the General Commission on July 23rd ;

“ (2) The agreements shall be of two kinds—general and special. Discussions on matters of a general character will be followed by discussions on matters of a sectional and detailed nature ;

“ (3) A distinction shall be made between powerful naval vessels, which possess a high degree of relativity as between Powers, and less powerful vessels, which, having a close relation to geographical situation and special circumstances, are primarily necessary for defence and patrol services; in other words, such vessels as capital ships, aircraft-carriers and A-class cruisers on the one hand, and such vessels as B-class cruisers, destroyers and submarines on the other, shall be dealt with separately.”

In the general agreement, qualitative limitation of all categories of naval vessels and quantitative limitation between the five leading naval Powers of capital ships, aircraft-carriers and A-class cruisers are to be effected so that the offensive power of these vessels will be greatly reduced ; and the maximum tonnages, applying uniformly to the aforementioned five Powers, for B-class cruisers, destroyers and submarines respectively shall be fixed.

In the special agreements, quantitative reduction to be applied mainly to B-class cruisers, destroyers and submarines shall be effected within each group of Powers most closely related, taking into account their geographical situation and special circumstances.

### A. GENERAL AGREEMENT.

It is the purpose of this agreement to provide for qualitative limitation of naval vessels of all countries, together with a quantitative limitation between the United States, the British Empire, France, Italy and Japan, of vessels having a great offensive power and to fix the maximum tonnages, applying uniformly to the said five Powers, for B-class cruisers, destroyers and submarines respectively.

<sup>1</sup> Document Conf.D.150.

1. Reduction in the unit size of the various naval vessels and the calibre of the guns shall be agreed upon.

2. The reduction and limitation of the tonnages of capital ships, aircraft-carriers and A-class cruisers of the above-mentioned five Powers shall be agreed upon.

3. The maximum tonnages, applying uniformly to the five naval Powers, for B-class cruisers, destroyers and submarines respectively shall be agreed upon in the general agreement. The actual tonnages of these vessels to be retained by the five Powers shall, however, be fixed as low as possible within the above-mentioned maximum, by means of special agreements, between the Powers in the respective groups to which the said five Powers belong, taking the tonnages actually possessed by each Power as a basis and also bearing in mind the geographical situation and special circumstances of each country concerned.

4. As for the tonnages of the Powers other than the United States, the British Empire, France, Italy and Japan, it shall be agreed in the general agreement that they shall be limited and reduced by means of the special agreements, upon the basis of the actual tonnages of the Powers and with due regard to their geographical situation and special circumstances.

#### B. SPECIAL AGREEMENTS.

For the purpose of these agreements, the world shall be divided broadly into the Pacific, Atlantic, European and South-American groups, and the limitation and reduction of the tonnages to be actually retained by a country shall be agreed upon between that country and other countries of the same group on the basis of the provisions embodied in the general agreement. (As for the United States of America, the British Empire, France, Italy and Japan, the special agreements apply to the tonnages of B-class cruisers, destroyers and submarines.) A country which is closely related to more than one group shall participate in the negotiation of the agreement of each of those groups.

Throughout the discussions of the Conference in the first six months, the most important point unanimously agreed upon was the principle of qualitative limitation, which was adopted with the basic idea in mind of strengthening defensive power by weakening offensive power.

Having this end in view, the Japanese Government urge, first of all, the total abolition of aircraft-carriers, which were admitted by a great majority of the members of the technical Commissions to be most offensive, most efficacious against national defence, and most threatening to civilian populations. The Japanese Government also urge the reduction in the unit size of all categories of naval vessels, especially that of capital ships and A-class cruisers.

In view of the fact that the basic idea referred to above of strengthening defensive power by weakening offensive power necessarily demands a larger sacrifice on the part of larger navies in comparison with that of smaller navies, the former should be prepared to take the lead in larger reductions than the latter. To apply the same percentage of reduction to both large and small navies alike would naturally impair the sense of national security of countries with lesser navies, and this sense of security will diminish as the measure of reduction is increased. It is absolutely necessary, therefore, that, in effecting the reduction in the tonnages of vessels possessing a high degree of relativity as between Powers, such as capital ships and A-class cruisers, the above consideration of national security should be taken into account in order that lesser naval Powers may not be disturbed in this regard. B-class cruisers and destroyers, having no great offensive power, are less important in the consideration of relativity. The tonnages required by each Power should therefore be determined primarily by the needs of that Power in view of its geographical situation and with due regard to the function of these types of vessels in coastal defence and protection of lines of communication in war time, and for patrol and similar services in time of peace. Submarines, as was recognised by a large majority of the members of the Naval Commission, are of defensive and not offensive character. The degree of their relativity as between Powers is extremely slight, and they constitute an arm indispensable for the defence of a lesser naval Power. The required tonnage should be determined, therefore, solely by the geographical situation and defensive needs of each country.

In short, the greatest importance should be attached to considerations of the geographical situation and special circumstances of each country in determining the tonnages of B-class cruisers, destroyers and submarines. The Japanese Government therefore propose that the actual tonnages of these vessels to be retained by the various Powers be determined by means of special agreements, and that the uniform maximum tonnages acceptable to all the Powers, for these three types of vessels, be stipulated in the general agreement.

The Japanese Government put forward the following concrete proposal for the general agreement :

" 1. The maximum unit size and gun-calibre of vessels to be constructed in the future shall be reduced and limited as follows :

Type	Tonnage	Gun-calibre
Capital ship .. .. .	25,000	14 inches (355 mm.)
A-class cruiser .. .. .	8,000	8 inches (203 mm.)
B-class cruiser .. .. .	6,000	6.1 inches (155 mm.)
Destroyer (including flotilla leader) .. .. .	1,500	5.1 inches (130 mm.)
Submarine .. .. .	1,800	5.1 inches (130 mm.)

" Aircraft-carriers shall be abolished ; and at the same time the construction of aircraft landing platforms or decks on naval vessels prohibited.

" 2. The strength of the United States of America, the British Empire, France, Italy and Japan in capital ships and A-class cruisers shall be reduced to the following figures :

" *Capital Ships.*

	Tonnage	Number of units
United States .. .. .	275,000	11
British Empire .. .. .	275,000	11
Japan .. .. .	200,000	8

" For France and Italy, the maximum tonnage shall be fixed at 150,000 (number of units not fixed) and within that limit the actual tonnage to be allowed each Power shall be agreed upon between the Powers concerned.

" *A-class Cruisers.*

	Tonnage	Number of units
United States .. .. .	96,000	12
British Empire .. .. .	96,000	12
Japan .. .. .	80,000	10

" For France and Italy, the maximum tonnage shall be fixed at 56,000 (number of units, 7) and within that limit the actual tonnage to be allowed each Power shall be agreed upon between the Powers concerned.

" 3. The maximum tonnages, applying uniformly to the United States, the British Empire, France, Italy and Japan for B-class cruisers, destroyers and submarines shall be fixed as follows :

Type	Tonnage
B-class cruiser .. .. .	150,000
Destroyer .. .. .	150,000
Submarine .. .. .	75,000."

## VII. AIR FORCES.

The resolution adopted by the General Commission on July 23rd, 1932, contained the following passage :

" The Conference, deeply impressed with the danger overhanging civilisation from bombardment from the air in the event of future conflict, and determined to take all practicable measures to provide against this danger, records at this stage of its work the following conclusions :

" (1) Air attack against the civilian population shall be absolutely prohibited ;

" (2) The High Contracting Parties shall agree as between themselves that all bombardment from the air shall be abolished, subject to agreement with regard to measures to be adopted for the purpose of rendering effective the observance of this rule.

" These measures should include the following :

" (a) There shall be effected a limitation by number and a restriction by characteristics of military aircraft ;

" (b) Civil aircraft shall be submitted to regulation and full publicity. Further, civil aircraft not conforming to the specified limitations shall be subjected to an international regime (except for certain regions where such a regime is not suitable) such as to prevent effectively the misuse of such civil aircraft."

The Bureau, on September 26th, 1932, requested M. de Madariaga (Spain), Chairman of the Air Commission, to prepare a report on the best procedure to be followed in regard to :

(a) 1. Complete prohibition of air attacks against the civil population.

(b) 1. Abolition between contracting parties of all aerial bombardment subject to agreement regarding measures to be adopted for rendering effective the observance of such abolition.

The Bureau, on November 22nd, adopted the report prepared by M. de Madariaga (document Conf.D.141) and, in accordance with a proposal contained in the report, set up an Air Committee, composed of persons with political responsibilities and not of experts, to deal with the question of air forces.

The Air Committee constituted under this decision never met, and the questions referred to it were eventually dealt with by an Air Committee which was set up later by the General Commission (see below).

On February 13th, 1933, the General Commission reconsidered the air questions before the Conference on the basis of the proposals submitted by the United Kingdom delegation.<sup>1</sup> It requested the United Kingdom delegate to circulate draft terms of reference for the Air Committee, to be discussed by the General Commission.

The Commission considered these draft terms of reference on February 16th, 1933. With amendments put forward by the German delegation and proposals submitted by the French delegation, they were referred to a special Air Committee, composed of delegates of the principal air Powers.

This Committee met on February 20th, 1933, under the chairmanship first of M. de Madariaga (Spain) and subsequently of Dr. Lange (Norway), to consider the following matters :

(1) The proposal of the United Kingdom delegation, as follows :

“ To examine the possibility of the entire abolition of military and naval machines and of bombing from the air, combined with an effective international control of civil aviation.”

(2) The German amendment to the United Kingdom proposal to the effect that the General Commission itself should decide whether the entire abolition of military and naval aircraft, combined with an effective control of civil aviation, should be effected and whether bombing from the air should be absolutely prohibited.

(3) The French proposal :

(i) That a Drafting Committee should be appointed to draw up a list of general principles on which the General Commission would have first to reach agreement ;

(ii) That, when the General Commission had reached conclusions on the general principles, the Air Committee should be instructed to make a detailed study of the problem and, in particular, of all the measures for the application of the general principles determined upon and settled.

It was understood that the Committee would refer back to the General Commission any questions upon which it desired a decision from the General Commission.

On the assumption that military and naval aircraft would be completely abolished, the Committee first considered the measures to be taken in respect of civil aviation in order to render possible the abolition of military and naval aviation and of aerial bombardment, and then discussed successively the regulation, supervision and internationalisation of civil aviation.

The points raised in the Committee's discussion were embodied in a questionnaire<sup>2</sup> by a Drafting Committee and the Committee entered upon a consideration of this questionnaire. The Committee suspended its work on March 17th to enable the delegations of distant countries to consult their Governments.

## VIII. CHEMICAL, BACTERIAL AND INCENDIARY WARFARE.

The resolution adopted by the General Commission on July 23rd, 1932, in reference to chemical, bacterial and incendiary warfare contained the following paragraphs :

“ (1) Chemical, bacterial and incendiary warfare shall be prohibited under the conditions unanimously approved by the Special Committee.”

“ (2) Rules of international law shall be formulated in connection with the provisions relating to the prohibition of the use of chemical, bacterial and incendiary weapons and bombing from the air, and shall be supplemented by special measures dealing with infringement of these provisions.”

The Bureau considered these questions, together with the preparation of chemical, bacterial and incendiary arms in peace time and training in their use on September 21st, 1932.

It decided to request the Secretary-General to ascertain, from the records of previous enquiries, what were the views held by experts as to the practicability of prohibiting the preparation and training in the use of gas, as opposed to prohibiting its use in war time, and whether any sufficient reason existed why the preparation and possession of implements for use in gas warfare should not be forbidden.

The Bureau, having received this information, on September 22nd, requested M. Pilotti (Italy), Chairman of the Special Committee on Chemical, Bacterial and Incendiary Warfare, to submit a report on the subject and on the problems raised by possible violations of the prohibition of chemical, bacterial and incendiary warfare.

<sup>1</sup> See page 11.

<sup>2</sup> Document Conf.D./C.G./C.A.8.

<sup>3</sup> See report on the work of the League (document A.6.1932, page 12), and supplementary report (document A.6(a).1932, page 19).

The report of M. Pilotti<sup>1</sup> was received and discussed by the Bureau on November 8th. It consisted of four chapters dealing with the following matters :

Chapter I.—Absolute or Relative Character of the Prohibition.

Chapter II.—The Prohibition of Preparations for Chemical, Incendiary and Bacterial Warfare :

Section I : Prohibition of the Manufacture and Possession of Appliances and Substances ;

Section II : Prohibition of Training.

Chapter III.—The Supervision of the Observance of the Prohibition of Preparations for Chemical Warfare.

Chapter IV.—Sanctions in the Event of the Use of Chemical, Incendiary and Bacterial Weapons :

Section I : Establishment of the Fact of Infringement ;

Section II : Effect of the Establishment of the Fact of Infringement.

The Bureau, following its consideration of the report, referred to the Special Committee on Chemical, Bacterial and Incendiary Warfare a questionnaire on technical points arising out of the discussion, prepared by M. Pilotti, in regard to which it desired some further information, while a Drafting Committee was requested to reconsider the text of M. Pilotti's conclusions upon Chapter IV (Sanctions).

The Drafting Committee, in accordance with these instructions, submitted new texts dealing with the problem of sanctions, but the Bureau decided on November 12th to adjourn any further discussion of the matter until after the Special Committee had reported upon the questionnaire.

The Special Committee, meeting from November 17th to December 13th, drew up a reply to the questionnaire,<sup>2</sup> which, with a series of conclusions drawn up by the Rapporteur, M. Rutgers, was considered by the Bureau on January 25th and 30th. Texts were approved and referred to a Drafting Committee under M. Politis with instructions to draft articles for the Convention which would be considered in due course by the Bureau after the question of sanctions had been settled.

The texts approved by the Drafting Committee were subsequently used as a basis for the stipulations concerning chemical, incendiary and bacteriological warfare embodied in the draft Disarmament Convention submitted to the General Commission by the delegation of the United Kingdom on March 16th, 1933.

The use of chemical, incendiary and bacterial weapons as against any State, whether or not a party to the Convention, and in any war, whatever its character, is prohibited. All preparations for chemical, incendiary and bacterial warfare are prohibited in time of peace, as in time of war, and it is forbidden to manufacture, import, export or be in possession of appliances or substances exclusively suited to chemical or incendiary warfare. The manufacture of and trade in such substances as are suitable for both peaceful and military purposes is prohibited, when their use for war purposes is intended. It is further prohibited to instruct or train air forces in the use of chemical or incendiary weapons, or bacterial means of warfare. Provisions, however, are inserted to render possible protective experiments and training with a view to individual or collective protection against the prohibited weapons.

The supervision of the observance of these prohibitions will be effected by the Permanent Disarmament Commission, whose duty it will be to examine complaints put forward by any party alleging violation. The scheme provides for the appointment, if necessary, of commissions of investigation to make enquiries into complaints, if necessary, within the territory of the party against which the complaint has been made.

The Bureau, in reference to sanctions, adopted the following resolution :

“ The Bureau agrees to the principle of special measures being taken in case of a violation of the prohibition of use of chemical, incendiary and bacterial weapons. It decides to elaborate the relevant articles with regard to such special measures after the general penalties for the case of the violation of the Convention have been examined by the Conference.”

## IX. LIMITATION AND PUBLICITY OF NATIONAL DEFENCE EXPENDITURE.

The Technical Committee of the National Defence Expenditure Commission completed the second reading of its report before the Easter recess, and the report was published on April 8th, 1933. It embodies the results of work begun more than a year ago. The work has involved about one hundred and thirty plenary meetings of the Technical Committee and a considerable number of meetings of Sub-Committees.

The Committee was instructed by the National Defence Expenditure Commission to examine, in the light of the material submitted by the various States, the technical problems raised by the application of the provisions of the draft Convention for the Reduction and Limitation of Armaments, prepared by the Preparatory Commission, which related to

<sup>1</sup> Document Conf.D.142.

<sup>2</sup> Document Conf.D.152.

the limitation and publicity of national defence expenditure. The General Commission, in referring the relevant articles to the National Defence Expenditure Commission, did not decide what system would be finally adopted.<sup>1</sup> In particular, the question was left open whether it should be a system of limitation combined with publicity, or merely a system providing for publicity in regard to expenditure. The enquiries of the Technical Committee were therefore conducted with a view to a possible application of either of these two systems.

Out of the sixty States represented at the Disarmament Conference, twenty-nine supplied the Technical Committee with all the information relating to their budgetary systems and their expenditure on national defence required for the purposes of its investigation.<sup>2</sup> The Committee completed its examination of the material relating to nineteen States.<sup>3</sup> Furthermore, it has partially examined the budgetary documents of ten other States.<sup>4</sup> These twenty-nine countries account for 90 per cent of the total expenditure on national defence of the world at large. Thirty-one States have submitted incomplete documents or none at all.

#### DEFINITION OF NATIONAL DEFENCE EXPENDITURE.

The Committee has taken national defence expenditure for the purposes of the Convention to mean :

“ All expenditure necessitated or entailed by the creation, maintenance and training in time of peace of armed forces and formations organised on a military basis and by measures immediately connected with preparations for national mobilisation.”

The Committee recognised that the definition was somewhat arbitrary, but felt it necessary practically to determine those classes of expenditure which in its view were incontestably of a specifically military character, to the exclusion of all expenditure which, though primarily of a general character, might nevertheless increase the war potential of States.

The definition given to national defence expenditure is more exactly explained by means of a list of items of expenditure to be regarded as national defence expenditure for the purposes of the Convention. The list includes, among other factors, such items as subsidies granted by the State to private undertakings whose activities include the manufacture of war material in time of peace, subsidies granted to firms for the adaptation of plant and equipment in time of peace with a view to their manufacturing or constructing material of use to the armed forces as from the first days of mobilisation ; expenditure on such formations or associations as may be deemed by the Conference to be formations organised on a military basis ; subsidies granted to sports associations or shooting clubs with a view to military educational training ; sums of money or material given or bequeathed by associations or individuals to the defence services. These items are to be regarded as additional to the essential factors of military expenditure.

Ordinary pensions as opposed to war pensions should, in the opinion of the Committee, be subject to a special publicity but not included in the figures subject to limitation.

M. Worbs (Germany) represented that certain expenditure of considerable importance could not be ascertained with adequate precision because it was impossible to separate it from the war potential, and there was no alternative but to leave it to the States themselves to decide whether to include such expenditure.

#### UNIFORM PRESENTATION OF FIGURES.

The Technical Committee, like the Committee of Budgetary Experts set up by the Preparatory Commission, considered it essential to establish a uniform framework (Model Statement) in which States can enter all national defence expenditure within the meaning of the Convention, irrespective of the nature and origin of the resources from which that expenditure is met. The key to this operation is supplied by reconciliation tables showing how each figure of the accounts has been transferred to the Model Statement. All States will thus be able to show their national defence expenditure in an identical form.

#### PAYMENTS MADE IN THE COURSE OF THE FINANCIAL YEAR TO BE TAKEN AS THE JURIDICAL BASIS FOR EITHER THE PUBLICITY OR LIMITATION OF EXPENDITURE.

The legal basis of limitation should be payments actually effected, for the reason that they are usually contemporaneous with, or follow shortly after, the acquisition of armaments or the rendering of services and are shown in the accounts of all States. The Committee contemplates special measures of publicity relating to armaments acquired and not paid for during the year and for services rendered without payment. The Committee recognises that limitation of expenditure cannot affect withdrawals from stocks of consumable stores, during the period of the Convention, for the requirements of the defence forces.

<sup>1</sup> See report on the work of the League (document A.6.1932, page 11).

<sup>2</sup> For the procedure followed by the Committee in examining this information, see the supplementary report on the work of the League (document A.6(a).1932, page 21).

<sup>3</sup> Belgium, United Kingdom, Czechoslovakia, Denmark, France, Germany, India, Irish Free State, Italy, Japan, Netherlands, Norway, Poland, Roumania, Sweden, Switzerland, Union of Soviet Socialist Republics, United States of America, Yugoslavia.

<sup>4</sup> Albania, Australia, Austria, Bulgaria, Canada, Finland, New Zealand, Portugal, South Africa, Spain.

## BUDGETS AND ACCOUNTS.

The Committee examined the budgetary systems of the various countries which supplied it with the necessary information with a view to determining :

(a) To what extent publicity of credits and acts relating to the application of budgets enable the true nature of national defence expenditure to be ascertained ;

(b) To what extent the control of the internal audit services over the public finances ensures the authenticity of the payment figures entered in the published accounts.

In regard to the publicity of credits, the Committee concluded that the value of the guarantee which such publicity affords varies according to tradition, custom and parliamentary practice and according to the real efficacy of the supervision which Parliament, through the continuous nature of its action, exercises over the granting of credits. It is noted in this connection that *de facto* situations exist, in some cases of a temporary nature, whose consideration lies outside the scope of the Technical Committee but which will have to be taken into account when the Convention is signed.

The application of a Limitation Convention, based on payments made in the course of the financial year, rests essentially on the accuracy of the payment figures, which primarily depends on the rules governing the organisation of public accounting and the action of the independent supervisory bodies responsible for seeing that the budgets are properly executed. The Committee finds that almost all national defence expenditure within the meaning of the Convention appears in the accounts of the States. These accounts show payments made under credits granted by the public authorities. The authenticity of the payment figures entered in the accounts is ensured through the application of the public accountancy regulations—that is to say, the rules governing the preparation and execution of the budget, the supervision over that execution and the establishment of the final accounts. Among these regulations the Committee attaches special importance to the activities of the bodies responsible for the higher audit of the accounts and to the independence of their members as regards the Executive. The Committee observes that the degree of independence of these bodies is not the same for every State, but it has ascertained that there are in all the countries whose systems it has examined laws and regulations relating to public finance and accountancy whose observance guarantees the authenticity of the figures in the closed accounts.

Reservations, however, were made by M. Ando (Japan) regarding the necessity of ensuring the independence of the higher auditing bodies and by M. Hägglöf, representing M. Sandler (Sweden), regarding the degree to which closed accounts, audited and published officially by the various States, might or might not be called in question.

The Committee is of opinion that the various States signatories of the Convention should assume a contractual obligation to publish their accounts at a sufficiently early date and in a form suitable for meeting the requirements of the Convention, and, in view of the fact that the present practice of certain States is in this respect deficient, proposes that the attention of the Governments concerned should be drawn to the necessity for immediately taking all the necessary steps to this end.

The Committee considers to what extent it is possible for each State to draw up complete accounts of its national defence expenditure. It observes that the major part of national defence expenditure, within the meaning of the Convention, appears in the State accounts (budgetary accounts of the national defence departments, of the colonial department, of the civil departments and special accounts), and that, in addition, a very large proportion of such expenditure is included in the accounts of the defence departments, where it is indicated under separate items. National defence expenditure appearing in the budgetary accounts of the civil departments or services, and in special accounts, represents only a small proportion of the total and is sometimes merged with expenditure having no bearing upon national defence. Expenditure not included in the State accounts is of small importance. Certain principles are indicated which the States should follow in calculating their total national defence expenditure, and the Committee expresses the view that, in the few cases where States may be in doubt as to the interpretation of the rules laid down, the sums affected could never be very considerable. The Committee concludes that it is possible for all practical purposes for States to produce a complete statement of their national defence expenditure within the meaning of the Convention.

### VERIFICATION OF TOTAL NATIONAL DEFENCE EXPENDITURE.

The Committee considers with what degree of accuracy it would be possible for an international supervisory body to verify the total national defence expenditure effected by each State. It concludes that, in spite of difficulties, which vary appreciably in different States, it would be possible to verify with a high degree of accuracy, by means of the accounts, whether the rules proposed by the Committee for calculating the total national defence expenditure are being applied.

### SEPARATE LIMITATION OF TOTALS FOR EXPENDITURE ON LAND, NAVAL AND AIR FORCES AND ON LAND AND NAVAL MATERIAL.

The Committee observes that not all countries could at present provide separate totals on the basis of controllable figures owing to the form in which their accounts are established. Such separation, however, is not in itself impossible, provided certain countries agree to



prepare separate accounts in future. It is pointed out that, if the principle of separate limitation should be adopted at the present date, a considerably lower degree of "controllability" must be accepted than that attainable in checking the grand total of expenditure.

#### CLASSIFICATION OF EXPENDITURE FOR PUBLICITY PURPOSES.

The Committee expresses the view that, if the Conference should adopt a system of limitation, publicity by means of a Model Statement would facilitate supervision. M. Worbs (Germany), however, makes a reservation on this point. The Committee considers that, in any case, there would be an undoubted advantage in having all national defence expenditure shown in a uniform Model Statement in which the various items would be given in some detail, even though the figures under each of them might not always be entirely accurate, and even though an international supervisory body might encounter considerable difficulties in checking them.

It points out that more detailed publicity of expenditure on war material was contemplated in Article 33 of the Disarmament Convention drafted by the Preparatory Commission, which provided for publicity in regard to the sums annually expended on certain categories of land and naval war material. It endorses the view of the Committee of Budgetary Experts, however, that publicity in regard to the exact amount actually expended on the maintenance, repair, purchase and manufacture of the various categories of war material is impossible under the present system of budgetary accounts in the majority of countries.

#### FLUCTUATIONS IN THE PURCHASING POWER OF CURRENCIES.

The Committee, after studying recent developments in this field, considers the question of the fluctuations in the purchasing power of the national currencies in which the limits of expenditure must necessarily be expressed. It expresses the view that any automatic adjustment of limits as a result of such fluctuations is impossible and that only a "living organisation" could make the necessary corrections. It proposes that this duty should be entrusted to the Permanent Disarmament Commission.

The Committee is of opinion that, if the purchasing power of currencies were affected by changes which were both very considerable and very rapid, and if these changes were not universal and occurred at different periods and to a different degree in the various countries, the budgetary limitation method would no longer operate.

But, should fluctuations in the different countries not be too violent, the Committee considers that the living organisation which it recommends would suffice to provide for a readjustment of limits such as would allow the latter to retain their full contractual value.<sup>1</sup>

#### VARIATIONS OF EXPENDITURE FROM YEAR TO YEAR.

The Committee of Budgetary Experts proposed that an average annual limit for four years should be laid down, the contracting parties being entitled to exceed this average by a percentage to be fixed by the Conference and to be kept as low as possible. The present Committee, after carefully studying these proposals and recognising the necessity for *annual* limits, does not feel that, in the absence of information as to the duration of the Convention and the relations which may exist between the present expenditure of the different States and the limits fixed in the Convention, it is possible to make definite recommendations either regarding the period over which the annual limits should be averaged or the permissible percentage of excess—or, indeed, the proposal to adopt such a percentage. It expresses the view, however, that the period to be covered by the average annual limit should be sufficiently long to make it possible during its course to estimate the manner in which the States have observed their limitation undertakings. It should also be short enough to enable proof of compliance with the average annual limit to be produced within a reasonably short period.

#### UNFORESEEABLE AND EXCEPTIONAL EXPENDITURE.

The Committee feels it necessary to provide for a special procedure to cover certain unforeseeable and exceptional expenditure not involving an increase in the armaments of the country incurring it. Such expenditure might be necessary as a result of natural disasters, accidents, the suppression of internal disorder or the protection of the lives and property of nationals. The Committee suggests that the States should include such items in the Model Statement, but that they should indicate to the Permanent Commission the nature and amount of such exceptional expenditure and prove by definite evidence that it does not represent an increase in its armaments. It would be for the Permanent Disarmament Commission to decide whether the expenditure in question should be regarded as unforeseeable and exceptional and therefore to be excluded from the Model Statement produced in evidence of limitation.

#### MODEL STATEMENT.

The Committee definitely recommends the adoption for publicity purposes of a detailed Model Statement showing the expenditure on each category of the land, air and naval forces, and proposes for this purpose to maintain the model adopted by the Committee of Experts on

<sup>1</sup> M. Worbs (Germany), M. Ando (Japan) and Major-General Barberis (Italy) submitted a note on the defects of the system of limitation due to fluctuations of purchasing power.

Budgetary Questions, subject to certain amendments. States would also supply for publicity purposes additional information on various important items. The Committee considers it essential for the machinery of limitation and publicity of expenditure that the States should supply explanatory or reconciliation tables showing exactly how the various items in the accounts of each State have been transferred to the Model Statement, and it emphasises that these tables should intimate to what extent States have been obliged to derogate from the rules adopted by the Conference for the necessary transfers. It is understood that the Conference will itself decide to what extent the States will be entitled to resort to such derogations.

#### PUBLICITY OF CREDITS AND EVIDENCE OF LIMITATION.

The Committee considers that, in order to diminish the inconvenience arising from the necessary delay in producing the Model Statement based upon actual payments estimated at fourteen months from the end of the financial year, States might be asked to forward to the Permanent Disarmament Commission—at least during the earlier years of the application of the Convention—a Model Statement based upon the budgets as voted. This would enable the Permanent Disarmament Commission to form some idea of the extent to which the budget estimates were consistent with the limitation undertakings.

The Permanent Disarmament Commission should be supplied with the draft budgets, the budgets as voted, an account of the total payments annually made, and such laws and regulations as the Commission might require. The Permanent Disarmament Commission would then have sufficient data to enable it to satisfy itself that the expenditure of the States remained below the fixed limits.

#### SUPERVISION BY THE PERMANENT DISARMAMENT COMMISSION OF THE PROVISIONS RELATING TO THE LIMITATION AND PUBLICITY OF EXPENDITURE.

Supervision will involve a verification of the payment figures inserted in the statements to be effected on the basis of the closed accounts and other official documents with the help of the reconciliation tables. The Committee expresses the view that the Permanent Disarmament Commission should be entitled to ask any State for further particulars and explanations, should it have reason to believe that certain national defence expenditure has been excluded from the Model Statement.

The Committee submits observations in regard to difficulties which may arise with reference to particulars of a secret character not generally published by Governments.

It is recommended that there should be a special sub-committee of the Permanent Disarmament Commission responsible for all problems relating to the publicity and limitation of expenditure.

#### POSSIBILITY OF COMPARING THE ARMAMENTS OF STATES ON THE BASIS OF EXPENDITURE.

The Committee emphasises that there can be no common measure of comparison for expenditure on armaments owing to the varying character of national institutions, the fluctuations of currencies and the differences which exist in rates of remuneration of staff, in the cost of the maintenance of armies, and, to a somewhat less extent, in the cost of manufacture and purchase of war material. The Committee considers that, taking countries or regional groups as a whole, a comparison of expenditure on armaments cannot furnish any precise information as to the relative size of the actual armaments. It is nevertheless of opinion that, if the facts are correctly interpreted and if variations in the purchasing power of the currencies are taken into account, the comparison of the expenditure returns of the same State from year to year will enable the evolution of its expenditure on armaments to be followed and will provide very useful information as to the variations of its armaments.

#### RESERVATIONS.

The report was unanimously adopted, subject to reservations on the part of certain members to some of which reference has been made. The two following general reservations were submitted:

*General Reservation submitted by M. Ando (Japan), Major-General Barberis (Italy) and M. Worbs (Germany).*

Noting that, in certain countries, there are technical difficulties which stand in the way of the successful operation of the system of budgetary limitation recommended by this report;

Considering it indispensable that the said countries, in order to surmount these difficulties, should make vigorous efforts to adjust or modify their budgetary and financial systems and the method and time-limits of submission of budgets and closed accounts;

Being unable to anticipate in the present economic state of the world that fluctuations in the purchasing power of currencies in the near future will not render inoperative the system of limitation of expenditure or will not stand in the way of its successful working;

M. Ando, Major-General Barberis and M. Worbs believe that, from the technical point of view, a period of from four to five years must be provided during which the system of publicity alone can be applied and after which the situation should be re-examined in order to ascertain whether at that moment it is possible to apply the system of budgetary limitation recommended in this report—i.e., to frame a Convention on the legal basis of the payments effected.

*Reservation by Lieut.-Colonel G. V. Strong (United States of America).*

In the opinion of the American expert, the report of the Technical Committee constitutes a thorough, painstaking and valuable contribution to the work of the Conference. The report evidences the impracticability of measures of budgetary limitation at this time. However, it does indicate, not only the value,

but also the practicability of application in so far as budgetary publicity is concerned. Budgetary publicity may give valuable indications in showing the trend of national defence expenditure on the part of the nations which are parties to such publicity.

In signing the report of the Technical Committee, the American expert limits his concurrence therein to measures of budgetary publicity and makes full reservation on all subjects which deal with budgetary limitation.

The National Defence Expenditure Commission began the examination of the report of the Technical Committee on May 22nd, 1933.

## X. REGULATION OF THE TRADE IN, AND PRIVATE AND STATE MANUFACTURE OF, ARMS AND IMPLEMENTS OF WAR.

The resolution adopted by the General Commission on July 23rd, 1932, contained the following paragraph :

“ The Bureau will set up a special committee to submit proposals to the Conference immediately on the resumption of its work, in regard to the regulations to be applied to the trade in, and private and state manufacture of, arms and implements of war.”

The Bureau, on September 22nd, 1932, accordingly constituted the Committee for the Regulation of the Trade in, and Private and State Manufacture of, Arms and Implements of War.<sup>1</sup>

The Committee sat from October 4th to 19th, with M. de Scavenius (Denmark) in the chair and M. Komarnicki (Poland) as Rapporteur. It embarked upon a general discussion on the question of trade in and the manufacture of arms, on the basis of the 1925 Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War,<sup>2</sup> and of the draft Convention of 1929 with regard to the Supervision of the Private Manufacture and Publicity of the Manufacture of Arms and Ammunition and of Implements of War.<sup>3</sup>

Wishing to receive certain information regarding the manufacture of arms, the Committee drew up a questionnaire, which, through the President of the Conference, was circulated to all the countries represented at the Conference. Replies to this questionnaire were received from thirty-nine Governments.

The Committee, at the close of its general discussion, adopted a progress report<sup>4</sup> which contained the following conclusions :

(a) That the Committee is not yet in a position to submit concrete proposals for regulating the trade in and manufacture of arms ;

(b) That such proposals will be so framed, *inter alia*, as to place producing and non-producing States as far as possible on a footing of equality ;

(c) That it is already clear that the proposals which the Committee will have to submit regarding the regulation of the manufacture of arms will differ from the draft Convention framed by the Special Commission in 1929 ;

(d) That it is already agreed that the 1925 Convention concerning the trade in arms will have to be revised.

The report was considered by the Bureau on November 18th and 22nd, and on November 22nd the Bureau adopted the following resolution :<sup>5</sup>

“ The Bureau of the Conference,

“ Having taken cognisance of the report of the Rapporteur of the Committee for the Regulation of the Trade in, and Private and State Manufacture of, Arms and Implements of War and heard the proposals and comments made by the various delegations at the Bureau's meeting on November 18th :

“ Approves the Committee's report and the methods of work adopted by it :

“ (1) Requests the Committee and its sub-committees to resume work as quickly as possible in order that the Bureau may at the earliest possible moment have at its disposal all the necessary material to enable it to submit to the Conference the proposals provided for in the General Commission's resolution of July 23rd ;

“ (2) Considers that the Committee has been entrusted with the examination of all the aspects of the problem of the regulation of the trade in and manufacture of arms, but that it must choose a practical method of work based on the declarations made at the Bureau's meeting on November 18th ;

“ (3) Considers that it is already agreed that the provisions relating to the trade in and manufacture of arms and implements of war shall be included in the same legal instrument as the Convention for the Reduction and Limitation of Armaments ;

<sup>1</sup> The work of the special Committee appointed by the Council in December 1926 to prepare a draft Convention on the Manufacture of Arms and Ammunition and Implements of War was merged in the work of the Disarmament Conference and taken over by the Committee for the Regulation of the Trade in, and Private and State Manufacture of, Arms and Implements of War. (See report on the work of the League (document A.6.1932).)

<sup>2</sup> Document A.16.1925.IX.

<sup>3</sup> Document A.30.1929.IX.

<sup>4</sup> Document Conf.D.145.

<sup>5</sup> Document Conf.D.149.

" (4) Requests the Committee to consider in what conditions equality of treatment may be attained :

" (a) Between producing and non-producing countries ;

" (b) Between the different contracting countries (special zones, etc.) ;

" (c) Between State manufacture and private manufacture.

" (5) The Bureau requests the Committee to consider whether within the general framework of supervision already adopted by the Bureau it is necessary to provide a technical procedure better adapted to the international supervision of the trade in and manufacture of arms.

" (6) As regards the Committee's conclusions concerning the questions of the limitation of and publicity in regard to war material, the Bureau considers that any final formula should be postponed until appropriate solutions have been reached by the competent organs of the Conference.

" (7) The Bureau draws the Committee's attention to the desirability of collecting the necessary documentation with regard to the licence systems adopted by the different countries, and of studying the possibility of framing an international licence system."

The Committee set up a Sub-Committee on the Manufacture of Arms and a Sub-Committee on the Trade in Arms, which were requested to consider the points raised, each in its respective sphere, and report to the Committee.

At a meeting on February 22nd, 1933, the Committee drew up a report on matters in regard to which it wished to have the opinion of the General Commission, which contained the following resolution, adopted by the Committee by a majority vote :

" That this Committee, before proceeding further with the consideration of the manufacture of arms, finds it necessary to request the General Commission to decide two questions on which it has not been able to reach a unanimous decision, and a solution of which is indispensable for the continuation of its work :

" (1) Shall the private manufacture of arms be suppressed ?

" (2) Shall the manufacture of arms be internationalised ? "

In consequence of this vote, the Committee adjourned its examination of the report of the Sub-Committee on the Manufacture of Arms, and requested the General Commission to take decisions on the two questions raised in the foregoing resolution.

The work of the Sub-Committee on the Trade in Arms proceeded.

## XI. SUPERVISION.

The General Commission, by its resolution of July 23rd, 1932, decided that there should be set up a Permanent Disarmament Commission with the constitution, rights and duties generally as outlined in Part VI of the draft Convention drawn up by the Preparatory Commission, with such extension of its powers as might be deemed necessary by the Conference.

On September 26th, 1932, the Bureau asked M. Bourquin (Belgium) to study the question and to prepare a report.

M. Bourquin submitted his report to the Bureau on October 24th, 1932 (document Conf. D.140). The Bureau discussed and adopted the report in its general lines in the course of its meetings of November 3rd, 7th and 8th. M. Bourquin subsequently drafted a second report summarising the essential points (document Conf. D.148) and, on November 15th, this second report was approved by the Bureau. A Drafting Committee was then appointed to prepare texts to be inserted in the draft Convention, it being understood that they would be considered by the Bureau before being referred to the General Commission.

The Bureau, on January 23rd, 1933, considered the report and texts submitted by the Drafting Committee. It referred them to the General Commission, due account being taken of certain amendments and reservations.

The texts as approved by the Bureau (document Conf. D./Bureau 39) were taken as a basis for the provisions embodied in the draft Convention submitted by the United Kingdom delegation on March 16th, 1933. They provide for the composition of the Commission, its duties and its procedure.

The Permanent Disarmament Commission would be composed of representatives of the Governments of the contracting parties, each Government appointing one member to the Commission. It would be the duty of the Commission to watch the execution of the Convention. The Commission would be entitled to receive all necessary information and to have any person heard or consulted who was in a position to throw any light on a question under consideration. A contracting party, whose attitude might have been the subject of criticism, would have the right to request the Commission to conduct investigations in its territory and the Commission might decide, at the request of one or more of the contracting parties, to have investigations of alleged infractions of the Convention conducted on the territory of a contracting party. Further, it would be entitled to conduct periodic investigations in regard to States which had made a special agreement to that effect. The Commission would report at least once a year on the situation regarding the execution of the Convention.

Any contracting party of opinion that the Convention had been infringed would have the right to address a complaint to the Commission. The Commission might then invite the contracting party whose attitude had produced the complaint to supply it with all useful

explanations. The Commission would draw up a reasoned report on the result of its investigations, which would immediately be forwarded to the Council of the League of Nations and published.

It would be one of the duties of the Commission to make preparations for a second disarmament conference to be held in order to facilitate the subsequent stages of disarmament.

The Commission would meet at least once a year in ordinary session and within three months of the entry into force of the Convention. It would meet in extraordinary session either of its own motion or on the request of one of the contracting parties or of the Council of the League. Its decisions would be taken by a majority of the members present.

No recommendations have as yet been adopted by the Bureau on the question of immunity for those denouncing breaches of the Convention. This question, after discussion in the Bureau, was referred, on January 21st, with the relevant proposals, for further study to a Committee of Jurists.

## XII. ARMAMENTS TRUCE.

The Conference for the Reduction and Limitation of Armaments, at a plenary meeting held on July 23rd, 1932, adopted a resolution<sup>1</sup> recommending the Governments to renew for a period of four months from November 1st, 1932, the truce provided for by the resolution of the Assembly of the League of Nations of September 29th, 1931.

The following Governments replied in the affirmative to a circular letter from the Secretary-General communicating the resolution of the Conference :

Afghanistan	Finland	Norway
Albania	France	Panama
Austria	Germany	Poland
Australia	Greece	Portugal
Belgium	Guatemala	Roumania
United Kingdom of Great Britain and Northern Ire- land	Haiti	Siam
Bulgaria	Hungary	Spain
Canada	India	South Africa
Chile	Irish Free State	Sweden
Colombia	Italy	Switzerland
Costa Rica	Japan	Turkey
Cuba	Latvia	Union of Soviet Socialist Republics
Czechoslovakia	Liberia	United States of America
Denmark	Lithuania	Venezuela
Egypt	Mexico	Yugoslavia
Estonia	Netherlands	
	New Zealand	
	Nicaragua	

The reservations by which some of the replies were accompanied will be found in document Conf.D.144 (with two addenda).

### 4.

## COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

### I. CONFERENCE OF STRESA, SEPTEMBER 5TH TO 20TH, 1932.\*

The Conference of Lausanne instructed a Special Committee to submit to the Commission of Enquiry for European Union proposals with a view to the restoration of the countries of Central and Eastern Europe. These proposals included, in particular : (a) measures to meet the present transfer difficulties of these countries and to render practicable the progressive suppression, subject to necessary safeguards, of the existing systems of exchange control, and (b) measures to restore trade both among these countries themselves and between them and other States and to meet the difficulties of the agricultural countries of Eastern and Central Europe arising from the low prices of cereals, it being understood that the rights of third countries would remain reserved.

The Committee, under the chairmanship of M. Georges Bonnet, Deputy, Minister of Finance for France, sat at Stresa from September 5th to September 20th, 1932. The following States were represented : Austria, Belgium, the United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Greece, Italy, the Netherlands, Roumania, Switzerland and Yugoslavia.

The Conference, after a general discussion, decided to entrust to a special committee the study of financial and monetary questions, and to another committee the examination of economic questions, especially those connected with agriculture, the question of cereals being recognised as the most important. The Financial Committee sat under the chairmanship of

<sup>1</sup> See supplementary report on the work of the League, document A.6(a).1932, page 25.

<sup>2</sup> Document C.666.M.321.1932.VII.

M. Bachmann (Switzerland) and its Rapporteur was M. van Zeeland (Belgium). The Chairman of the Economic and Agricultural Committee was M. Bonnet (France) and the Rapporteur was M. Schüller (Austria).

The principal ideas which emerged in respect of economic matters were, as M. Bonnet explained to the Committee of Enquiry for European Union, governed by three main considerations.

First, the Conference was unanimous in noting that, though the crisis from which Central and Eastern Europe suffered was undoubtedly a consequence of the world crisis, it had nevertheless been appreciably aggravated by the obstacles and restrictions of all kinds imposed upon trade in the countries of Central and Eastern Europe, both among themselves and with other nations. It was observed that the restrictions which at present hampered international trade had been imposed partly owing to economic considerations and partly for the defence of currency and owing to difficulties of transfer.

The Conference of Stresa made a thorough study of restrictions in general, in whatever form they might be imposed: prohibitions, licences, indirect and administrative protectionism, quotas. All these forms of restrictions were found to be closely related.

The Conference drew attention to the great danger which Europe incurred in continuing to maintain these impediments to the freedom of trade. It declared that, not only the countries of Central and Eastern Europe, but all European countries, should endeavour to return to a system of unrestricted trade, subject to such adjustments as would doubtless be necessary.

The Conference, in conformity with these principles, adopted a series of recommendations which included in particular: the establishment of a rational contractual policy by the regulation and conclusion of commercial agreements of a nature to permit of the normal development of the trade of the countries of Central and Eastern Europe both among themselves and between them and other European countries; the removal, as rapidly as possible, of restrictions placed on dealings in foreign exchange; the progressive abolition of restrictions on trade; an increase, meanwhile, of unduly small quotas, by autonomous measures, with a view to a restoration in general of the normal movement of trade; and, particularly in the case of the States of Central and Eastern Europe, the introduction of greater elasticity in methods of application, so as to attenuate, to the greatest extent compatible with international agreements, the effects which the quota system may have on their economic development.

The Conference, noting that one of the principal causes of the crisis in Central and Eastern Europe was the disastrous fall in the price of agricultural products, and, in particular, of cereals, framed a draft Convention, valid until 1935, for the revalorisation of cereals. The Convention provides that facilities shall be accorded in respect of the average quantities of cereals exported by each country during the last three years. Each country would either grant a kind of premium by contributing to a fund, or would accord special facilities in respect of cereals by treaty. The fund devoted to the revalorisation of cereals would amount to 75 million Swiss francs. It would be drawn from the States, who would either meet their obligations by arrangements under bilateral treaties or by a special contribution. A Committee consisting of a delegate of each of the countries benefiting from the arrangement, a delegate of each of the purchasing countries, and two representatives of European non-importing countries would determine the share to be allotted to each of the beneficiary States.

The third part of the work of the Economic Committee of the Conference related to a number of further measures intended to improve the economic situation of the countries of Central and Eastern Europe. They include improvements to be effected in the system of transport, the adoption of a European programme of public works, the putting into force as quickly as possible of the international Convention of 1931 for the establishment of an international agricultural mortgage credit company and further efforts on the part of the International Institute of Agriculture to create an international short-term agricultural bank.

The Conference, in respect of financial matters, laid down certain general principles which should inspire the policy of the Governments concerned. Finally, it made certain suggestions regarding the settlement of short-term and long-term debts.

In the matter of short-term debts, it recognised that short-term credits were immobilised in long-term investments, and that the short-term credits which remained liquid could not be refunded abroad in the absence of any means of transfer. It noted that present agreements for postponing settlements (*Stillhalte*) presented serious disadvantages. In certain cases, they had resulted in lumping together the sums falling due, further increased by arrears and in fixing the same date of payment for all of them, thus intensifying the difficulty of a solution.

To put an end to this abnormal situation, the Conference suggested direct negotiations between debtors and creditors, in which account should be taken of the real value of the credits and of the adjustments which were necessary. It advised the debtor countries as soon as possible to make a progressive transfer of foreign short-term capital. Finally, it recommended that foreign short-term credits should be gradually, but as rapidly as possible, used within the countries concerned as freely as national capital.

The application of these measures seemed essential to the Conference with a view to the suppression of restrictions on exchange and commercial transactions which were unanimously condemned.

The Conference, turning to long-term debts, maintained that contractual obligations must necessarily be met and could only be modified with the consent of the creditors. It asked, moreover, that the treatment of foreign creditors should not be more unfavourable than that accorded to national creditors.

The Conference considered that the application of the measures thus recommended would safeguard the balance of payments of the countries concerned from any serious emergency. Nevertheless, when the necessary budgetary and financial reforms had been applied, there might arise numerous cases in which foreign assistance in currency matters would be necessary. Hence arose the idea of constituting a fund for the normalisation of currency conditions in Central and Eastern Europe. The immediate object of the fund would be to provide central banks with assistance by increasing their reserves at the opportune moment by means of repayable advances.

The Conference left it to the Commission of Enquiry for European Union to determine the details of the working of the organisation proposed.

## II. SIXTH SESSION OF THE COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The Commission of Enquiry held its sixth session from September 30th to October 1st, 1932. It elected M. Herriot (France) as Chairman.

The Commission heard a statement by M. Georges Bonnet (France), President of the Conference of Stresa, on the work of the Conference. The work of the Conference was reviewed in a discussion in which the representatives of the following countries took part: Austria, Belgium, United Kingdom, Bulgaria, Denmark, Estonia, Finland, Germany, Greece, Hungary, the Irish Free State, Italy, Lithuania, the Netherlands, Norway, Poland, Roumania, Sweden, Turkey and Union of Soviet Socialist Republics. The Conference adopted a resolution which, as the result of certain observations made during the discussion, was subject to the following reservations:

- (1) In all circumstances the rights of third States were reserved;
- (2) Governments would only give a final decision on definite drafts submitted to them for approval;
- (3) All the reservations put forward during the discussion would be set out in the Minutes and communicated to the Governments at the same time.

The States Members of the Commission of Enquiry declared in the resolution that the reports, conclusions and drafts of the Conference of Stresa contained the essential elements of a policy designed to restore the European economic and financial situation, and, in particular, that of the countries of Central and Eastern Europe. They stated, moreover, that they were prepared to apply as far as possible and without delay, subject only to the particular observations which they might have made, the general guiding principles embodied in the reports, conclusions and drafts. It was understood that the texts in question would be forwarded to the Council of the League of Nations, the Preparatory Commission of Experts for the Monetary and Economic Conference and to the Conference itself.

The Commission of Enquiry, at the same time, asked the Council to arrange, with the help of the competent organs of the League and other qualified experts, for the framing in detail of the scheme for a draft currency normalisation fund and for a consideration of the question whether and in what circumstances this fund might be combined with the fund for the revalorisation of cereals.

The Council was also asked to undertake, with the help of the competent organs of the League of Nations and other qualified experts, a practical examination of the problem of tobacco, which was of special concern to three States of Eastern Europe—namely, Greece, Turkey and Bulgaria. Further, the States which were in favour of bilateral agreements concluded in conformity with the principles laid down at Stresa declared that henceforward they were each individually ready to seek or to promote the conclusion of such agreements within the framework of the Convention established at Stresa.

Finally, the Commission expressed the hope that, at its in session December 1932, decisions might be taken regarding the monetary normalisation fund and the fund for the revalorisation of cereals in order that practical effect might be given to the draft Convention.

The Council, on October 15th, noted the resolution of the Commission of Enquiry and decided to authorise its President to appoint a committee of experts to examine the questions relating to the monetary normalisation fund and the fund for the revalorisation of cereals. It also asked the Bureau of the Economic Committee of the League of Nations to submit proposals as to the composition of a Committee to make a practical examination of the tobacco problem.

The Assembly, on October 10th, had meanwhile adopted a resolution inviting the Commission of Enquiry to continue its work and to submit a report to the next session of the Assembly.

The meeting of the Commission of Enquiry contemplated for December 1932 was postponed to a later date.

## III. COMMITTEE FOR THE EXAMINATION OF THE TOBACCO PROBLEM IN EASTERN EUROPE.

The Council, on January 23rd, 1933, adopted the proposals submitted at its request by the Bureau of the Economic Committee relating to the composition of a Committee for the practical examination of the tobacco problem in Eastern Europe. Delegates of the following

States were invited : Austria, Belgium,<sup>1</sup> the United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Greece, Hungary, Italy, Poland, Sweden,<sup>2</sup> Switzerland, Turkey and Yugoslavia.

The Committee thus constituted met at Geneva in March 1933. In a report addressed to the Commission of Enquiry for European Union it dealt, in particular, with the three following points :

- (1) Extension of the market for eastern tobaccos ;
- (2) Amendment of the fiscal and Customs provisions applied to them ;
- (3) Measures of organisation in the producing countries.

The Committee considered a joint proposal, presented on behalf of the countries exporting eastern tobaccos, for a better organisation of the sale of tobacco abroad by the countries concerned. Without committing the purchasing countries and firms concerned, it endorsed the views put forward on behalf of these proposals with a view to moderating the disastrous variations in prices. The practical remedy suggested was the establishment of a regularising stock in each of the three countries concerned—namely, Bulgaria, Greece and Turkey.

The Committee recognised that, for the good working of such a system, two fundamental conditions were necessary :

- (1) The regulation of production ;
- (2) The possibility of selling the stocks within a fixed period.

The first of these conditions appeared to be on the point of realisation in each of the three countries concerned, while the second might be fulfilled by co-operation between buyers and sellers if the principal buyers undertook to obtain a small part of their supplies from the regulating stock.

The Committee did not feel competent to deal with the question of the constitution of a capital fund. In view, however, of the present distress it seemed to the Committee that a possible participation of countries interested in the economic restoration of the three countries concerned might be contemplated. The proposed organisation would have to avoid introducing any disturbance in the normal activities of existing enterprises.

## 5.

### POLITICAL QUESTIONS.

#### I. SINO-JAPANESE DISPUTE : APPEAL OF THE CHINESE GOVERNMENT.

##### ADOPTION BY THE ASSEMBLY OF THE REPORT ESTABLISHED UNDER PARAGRAPH 4 OF ARTICLE 15 OF THE COVENANT.

The Assembly, on February 24th, 1933, in view of the failure of the efforts which, under paragraph 3 of Article 15 of the Covenant, it was bound to make in order to ensure the settlement of the Sino-Japanese dispute submitted for its consideration, adopted, under paragraph 4 of Article 15, a report prepared by its special Committee, describing the circumstances of the dispute and the solutions which it deemed most just and proper in regard to it.<sup>3</sup> The report was unanimously adopted, the votes of the representatives of the parties not being taken into account in respect of this unanimity.

##### ACCEPTANCE BY THE CHINESE GOVERNMENT OF THE RECOMMENDATIONS OF THE ASSEMBLY.

The Chinese delegation, by a communication dated February 24th, intimated that its Government accepted the recommendations of the Assembly, subject to the sole condition that the other party also accepted them. The Chinese delegation added that it was clear from the nature of the recommendations that their full realisation would depend upon the likewise unreserved acceptance by Japan and that, pending such acceptance, the rights of China, the complying party, under paragraph 6, Article 15, could obviously not be prejudiced.<sup>4</sup>

##### JAPAN VOTES AGAINST THE REPORT AND NOTIFIES HER INTENTION OF WITHDRAWING FROM THE LEAGUE OF NATIONS.

Japan decided against accepting the report and the Japanese delegation, after the vote, left the Assembly and published, under paragraph 5 of Article 15, a statement of the facts of the dispute and her own conclusions.<sup>5</sup> The Japanese Government, on March 27th, notified her intention of withdrawing from the League of Nations on the expiration of the time-limit of two years mentioned in paragraph 3 of Article 1 of the Covenant.<sup>6</sup>

<sup>1</sup> Belgium and Sweden were not represented at the meeting.

<sup>2</sup> Document A(Extr.).22.1933.VII.

<sup>3</sup> Document A(Extr.).32.1933.VII.

<sup>4</sup> Document C.152.1933.VII.

<sup>5</sup> Document C.211.1933.VII.



COMMUNICATION OF THE REPORT OF THE ASSEMBLY TO THE STATES NON-MEMBERS  
OF THE LEAGUE PARTIES TO THE PACT OF PARIS OR THE NINE-POWER TREATY.

The Secretary-General, in conformity with the last paragraph of the report adopted by the Assembly on February 24th, communicated a copy to the States non-members of the League parties to the Pact of Paris or to the Nine-Power Treaty, expressing the hope, on behalf of the Assembly, that they would associate themselves with the views expressed in the report and, if necessary, concert with the Members of the League as to their attitude and action in the matter.

The Secretary of State of the United States of America, in reply to this communication, declared that the American Government was generally in agreement with the conclusions of the Assembly; that, in the statements made in regard to the principle of non-recognition and their attitude in that connection, the League of Nations and the United States were in agreement and that the United States Government, so far as was appropriate under the treaties to which it was a party, expressed its general endorsement of the principles recommended by the Assembly.<sup>1</sup>

The Senate of the Free City of Danzig also intimated that it associated itself with the views expressed in the report.<sup>2</sup>

The Soviet Government, in a communication dated March 8th, explained the circumstances which made it feel that it was impossible to accept the decisions taken by the Assembly.<sup>3</sup>

CONSTITUTION AND WORK OF THE ADVISORY COMMITTEE.

The Assembly, on February 24th, 1933, adopted, after approving its report, the following resolution :

“ Whereas, in virtue of Article 3, paragraph 3, of the Covenant, the Assembly may deal at its meetings with any matter affecting the peace of the world, and therefore cannot regard with indifference the development of the Sino-Japanese dispute ;

“ And whereas, according to Part IV, Section III, of the report adopted by the Assembly in virtue of Article 15, paragraph 4, the Members of the League ‘ intend to abstain from taking any isolated action with regard to the situation in Manchuria and to continue to concert their action among themselves as well as with the interested States not members of the League ’ and, ‘ in order to facilitate, as far as possible, the establishment in the Far East of a situation in conformity with the recommendations of the present report, the Secretary-General is instructed to communicate a copy of this report to the States non-members of the League who are signatories of or have acceded to the Pact of Paris or of the Nine-Power Treaty, informing them of the Assembly’s hope that they will associate themselves with the views expressed in the report, and that they will, if necessary, concert their action and their attitude with the Members of the League ’.

“ The Assembly decides to appoint an Advisory Committee to follow the situation, to assist the Assembly in performing its duties under Article 3, paragraph 3, and, with the same objects, to aid the Members of the League in concerting their action and their attitude among themselves and with the non-member States.

“ The Committee will consist of the Members of the Committee of Nineteen and the representatives of Canada and the Netherlands.

“ The Committee will invite the Governments of the United States of America and the Union of Soviet Socialist Republics to take part in its work.

“ It shall report and make proposals to the Assembly whenever it thinks fit. It shall also communicate its reports to the Governments of the States non-members of the League which are taking part in its proceedings.

“ The Assembly shall remain in session and its President, after consulting the Committee, may convene it whenever he thinks fit.”

The Secretary of State of the United States of America, in reply to the invitation addressed to him, recalled that it was necessary for the American Government to exercise its independent judgment as to the proposals which might be made or the measures which the Advisory Committee might recommend. He instructed the United States Minister in Switzerland to hold himself prepared to participate in the discussions of the Committee, but without the right to vote, if such participation was desired.<sup>4</sup> The Advisory Committee, on March 15th, invited the United States Minister in Switzerland to take part in its discussions under the conditions set forth by the Secretary of State.<sup>5</sup>

The Soviet Government, in its communication of March 8th, had intimated that it was not possible for it to take part for the moment in the work of the Committee.

The Advisory Committee, after having invited the representative of the United States of America, decided, on March 15th, to enter upon the study of two questions—viz., the export of arms in connection with the situation in the Far East and the application of the undertakings contained in Part IV, Section III, of the report adopted by the Assembly. Under the terms of that Section of the report, the Members of the League “ intend to abstain, particularly as

<sup>1</sup> Document A(Extr.).35.1933.VII.

<sup>2</sup> Document A(Extr.).45.1933.VII.

<sup>3</sup> Document A(Extr.).38.1933.VII.

<sup>4</sup> Document A(Extr.).39.1933.VII.

<sup>5</sup> Document A(Extr.).40.1933.VII.

regards the existing regime in Manchuria, from any act which might prejudice or delay the carrying out of the recommendations of the said report. They will continue not to recognise this regime either *de jure* or *de facto*. They intend to abstain from taking any isolated action with regard to the situation in Manchuria and to continue to concert their action among themselves as well as with the interested States not members of the League”.

The preliminary study of these two questions was entrusted to two Sub-Committees.

The Committee, at a meeting held on March 28th, noted that enquiries had been undertaken concerning the export of arms in connection with other disputes in another part of the world, and that definite questions relating both to principles and methods of application had already been put to the Governments represented on the bodies of the League which were dealing with these disputes. It was understood that the members of the Committee would consult their Governments on these questions so that the Sub-Committee appointed on March 15th might, as soon as possible, have at its disposal the essential facts.<sup>1</sup>

The problems raised by the application of the undertakings contained in Section III of Part IV of the report of the Assembly are still under consideration by the Sub-Committee specially appointed for that purpose. The Sub-Committee will submit proposals to the Advisory Committee for communication to the Members of the League.

#### DEVELOPMENT OF THE SITUATION IN THE FAR EAST.

The Japanese army, subsequent to the adoption of the report by the Assembly, occupied the province of Jehol, which Japan regards as forming part of “Manchukuo”. Japanese military operations have also extended to the south of the Great Wall, in the province of Hopei.

## II. THE DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

Serious incidents having occurred in the Chaco Boreal in June and July 1932 between Bolivian and Paraguayan forces, the representative of Guatemala, President-in-Office of the Council, considered it his duty on several occasions, and particularly on September 10th, 1932, to draw the attention of Bolivia and Paraguay to the obligations which rested upon them as Members of the League of Nations to seek a pacific settlement of their dispute under the Covenant of the League.

The representative of Guatemala, at a meeting of the Council on September 23rd, 1932, informed it of the steps he had taken as President-in-Office. He reminded the Council of the efforts made by the Commission of Neutrals (the United States of America, Colombia, Cuba, Mexico and Uruguay) and by the Powers adjacent to the countries concerned with a view to a settlement of the dispute, and drew attention to the declaration made on August 3rd by nineteen American Republics asking that it should be immediately submitted to arbitration or some other method of pacific settlement and stating that they would not recognise any territorial arrangement which had not been brought about by pacific means. The representative of Guatemala suggested that the Council should declare its readiness to assist the efforts of the American Republics with a view to a pacific settlement, and that the Secretary-General should be authorised, if the Council agreed, to forward to the nineteen American Republics an assurance to this effect.

The representative of Spain, after having commended personally and on behalf of his Government the steps taken by the President-in-Office while the Council was not in session, observed that the Covenant of the League of Nations was the sole legal bond existing under which the two countries concerned might be induced to have recourse to pacific means. The responsibility for the efforts to be made would therefore lie upon the Council, and, having regard to the special responsibility imposed on the Council by the Covenant, he proposed that a small committee of three members should be instructed to follow the question closely and to request the other parties interested in the case, if the need arose, to forward to the Council the necessary information.

The representatives of France, the United Kingdom and Panama declared their agreement with the representative of Spain, and, following an intervention by the representative of the Irish Free State, President-in-Office of the Council, the steps taken by the representative of Guatemala and the suggestion made by the representative of Spain were approved.

The Committee thus established consisted of the representatives of the Irish Free State, Guatemala and Spain.

The Acting President of the Council, on September 27th, addressed the following telegram to the Governments of Bolivia and Paraguay :

“ Council has noted with full approval action taken by M. Matos in its name during period when it was not in session. It now addresses to the two Governments solemn reminder that they are legally and honourably bound by their obligations to League not to have recourse to armed force to settle unhappy dispute which has arisen between them but to refer it either to arbitration, judicial settlement or to Council.

“ Council observes that certain American Republics are doing their best to assist parties in reaching amicable settlement. It welcomes and supports these endeavours and earnestly requests the two Governments to accept them and put immediate stop to military

<sup>1</sup> Document A(Extr.).43.1933.VII.

action and preparation. Such decision by the two Governments will constitute honourable and effective fulfilment of the engagements which they have undertaken towards all other Members of League. Council feels convinced that both Governments as original Members of League will duly fulfil those engagements and anxiously awaits assurances to this effect."

The Government of Paraguay, on September 27th, replied that it had put forth its best endeavours to settle the dispute by declaring to the Commission of Neutrals at Washington its decision to accept conciliation and arbitration procedures on the broadest basis. The telegram continued :

"For the purpose of these procedures it proposed to Commission of Neutrals total withdrawal of troops from the Chaco, and reduction of military effectives to minimum compatible with the internal security of each country under international supervision with a view to removing danger further war and ensuring a pacific settlement of the dispute. Paraguay is prepared to put an end to the struggle as soon as it has obtained assurances further clashes will be avoided and efforts made to seek a solution of the question by international justice."

The reply from the Bolivian Government, dated September 28th, was as follows :

"I have the honour to state that Bolivia was prepared at any time to settle the territorial dispute regarding the Chaco by direct agreement or by judicial arbitration. Bolivia has, as always, done everything in her power to stop the conflict. In the reply, dated the 13th instant, sent to the President of the Council of the League of Nations, my Government stated that it had accepted the truce proposed by the neutrals, but that the suspension of hostilities did not depend on its own action, in view of the Paraguayan offensive, which has never stopped to this day. For the rest the case will continue to be dealt with by the good offices of the neutral Governments."

The President-in-Office of the Council on September 30th sent to the Commission of Neutrals at Washington a telegram informing it that the Council had set up a Committee to follow the course of the dispute between Bolivia and Paraguay. He further informed the Commission of Neutrals that the Council desired to give all possible support to the endeavours of the Commission of Neutrals directed towards securing decisive action in the sense of the pacific declarations made by both parties. Finally, he expressed the hope that the Commission of Neutrals would keep him informed of the steps it was taking and of the developments of the situation in order that the Council, in discharge of its responsibilities, might give that support in the most effective manner.

The Commission of Neutrals on the same date replied to the effect that it would be happy to inform the Committee of the Council of any further development in the matter. The Commission of Neutrals stated in its telegram :

"The cause of peace and of the peaceful settlement of international disputes will be greatly advanced by the reconciliation of the belligerents and the preparation of the bases of a just arbitration which the Commission of Neutrals hopes to bring about. Any remarks your Committee may care to convey to the Commission of Neutrals will receive careful and sympathetic consideration."

On September 27th, during a general discussion in the Assembly, the representative of Paraguay announced that his Government acceded wholeheartedly and unreservedly to the establishment of the Committee of the Council. He repeated that Paraguay would accept for the solution of the dispute any procedure for a pacific settlement which would give the requisite guarantees of justice and impartiality. Paraguay would put herself in the hands of the arbiters, with a view to the framing of an agreement of reference.

The representative of Bolivia, on September 28th, said that the establishment of the Committee of the Council had given rise in his country to a feeling of relief. He asserted that Bolivia had unquestionable rights over the portion of its territory limited to the east by the River Paraguay. He added that his country had suffered too much from war not to be ready to accept a pacific solution, but it must be a solution offering permanence and security, adopted in the spirit of the Covenant of the League of Nations.

The President, on behalf of the Assembly, noted the declarations made regarding the firm intentions of the Governments of Bolivia and Paraguay to submit the dispute dividing them to a procedure of pacific settlement. He noted that a pacific procedure was in course and expressed his conviction that, in the circumstances, peace, which for the moment was troubled, would be permanently restored.

The Committee of the Council, in a telegram dated October 1st, informed the Commission of Neutrals that it seemed especially desirable that, without prejudicing in any way the final settlement of the dispute, the two Governments should withdraw their forces to such a distance from one another as would remove any risk of a serious incident. The experience of the Council indicated that the most effective method of bringing about this result would be to send a commission of military officers chosen with a view to enabling them to proceed to the spot as quickly as possible. These officers, acting in agreement with the military commanders in the field on both sides, would report on the measures to be taken to reduce the danger of local fighting.

The Committee of the Council, the President added, would be glad to receive any supplementary information which it was possible for the Commission of Neutrals to provide on the further results of the efforts made with a view to establishing an agreed basis on which to settle the dispute finally by arbitration.

The Council, at its meeting of October 3rd, approved the steps taken by the Committee of the Council.

The President of the Council, on October 15th, read to his colleagues the following telegram, which he had received on October 13th from the Commission of Neutrals:

" Commission of Neutrals received your telegram of October 1st suggesting Bolivia and Paraguay should withdraw forces such distance from one another as would eliminate existing risk, and the sending of a commission of military officers to the spot to act in harmony with military commanders both sides and report on measures taken to reduce danger of local fighting. Such a proposal had already been made by the Neutral Commission to both contending parties on September 14th. Both sides accepted the sending of a commission by the Neutrals, and this commission will proceed as soon as the situation seems appropriate. Therefore Neutrals still feel this question must be handled, as it has been in the past, with much patience, in order to avoid greater complications. Negotiations for termination of hostilities on satisfactory conditions of security to both are now proceeding satisfactorily, as are negotiations for securing acceptance of bases for final arbitration of conflict."

The Council was then on the point of rising, and the President proposed that the Committee of Three should be instructed to continue to follow the course of the question until the next meeting of the Council and to take such measures as it might consider necessary. The Council approved this proposal and further decided to send to the Commission of Neutrals at Washington a telegram expressing the hope that the negotiations in course would be continued and would be successful. The Council again declared that it was ready to do its utmost to assist in achieving this result.

The Commission of Neutrals informed the Chairman of the Committee of the Council, by a telegram dated November 5th, that Bolivia and Paraguay had accepted the proposal to open direct negotiations under the auspices of the Commission of Neutrals, with a view to terminating hostilities and arranging for an arbitral settlement of the dispute.

The Chairman of the Commission of Neutrals added that these negotiations had been duly opened and were proceeding normally.

The President of the Council on November 9th, replying to this communication; while stating that he was particularly glad to hear that direct negotiations had begun and were proceeding normally, expressed serious concern at the continuation of warlike action in the Chaco in spite of all the efforts made to arrest it. He expressed the hope that the hostilities would be definitely suspended, and that both parties would give formal assurances that they would not proceed during such suspension to any military preparations or take other action which might prejudice the progress of the negotiations.

The President of the Council, in reporting to the Council on November 25th upon the work of the Committee of Three, said that, in the opinion of the Committee, it was imperative to fortify the action of the Commission of Neutrals, which was directed towards the same purpose as the action of the Council—namely, the prevention of any further bloodshed and a pacific and total settlement of the dispute as soon as possible. The Council, on his proposal, agreed to send telegrams to the Governments of Bolivia and Paraguay inviting them to accept without delay the proposal of the Commission of Neutrals, and to accord to the proposed military commission the facilities necessary to enable them to contribute to the conclusion of provisional arrangements which, without prejudice to the ultimate settlement of the dispute, would terminate the present fighting and the danger of renewed military activities.

The Council also decided to send a telegram to the Commission of Neutrals informing the Commission of the communication which it was addressing to the Governments of Bolivia and Paraguay, and proposing that the military commission should be immediately constituted and enter upon its duties.

The President of the Council again drew attention to a question to which the Committee of Three attached special importance—namely, the fear which existed on either side of a possible rearmament of the other party under cover of a suspension of hostilities. Bolivia and Paraguay were not producers of arms, ammunition or implements of war, and any increase in their belligerent strength depended on consignments from abroad. The Committee of the Council thought it desirable to direct the attention of the Governments to this matter.

The representative of Bolivia undertook to submit to his Government the wishes expressed by the Council with regard to the termination of the conflict. He recalled that the Bolivian Government, on September 22nd, in a note addressed to the Commission of Neutrals, had agreed to the immediate cessation of hostilities. Negotiations had now begun in Washington and he fully hoped that they would be successful. The representative of Paraguay said that his country would listen to any suggestions which might facilitate recourse to arbitral or judicial procedure. Paraguay had always considered that only conservatory measures, applied under international supervision from the outset of the negotiations until the arbitral or judicial award had been given, would avail to prevent the aggravation or extension of the armed conflict or effectively arrest hostilities, thus ensuring an eventual final settlement of the dispute.

Paraguay, in view of the difficulty of satisfactorily establishing an agreement of reference by diplomatic means, proposed that the question should be submitted in its entirety to arbitral or judicial decision. An agreement of reference determining the object of the dispute would be

established by the arbiters with a view to subsequently submitting the substance of the case to the judicial authority or court designated by the parties.

Paraguay, on November 28th, replied to the telegrams addressed to her expressing an ardent desire for an immediate termination of the conflict in the Chaco, provided she obtained guarantees against further Bolivian aggression against her legitimate inheritance. The Government of Paraguay believed that the League of Nations might exercise a decisive influence by means of an investigation which would enable the country responsible for the conflict to be determined with a view to the application of the sanctions embodied in the Covenant.

Bolivia replied on December 1st to the effect that she was disposed immediately to suspend hostilities. She pointed out, however, that Paraguay had begun by assuming that the territory in dispute was her own legitimate inheritance and had desired to impose its material abandonment on Bolivia in the discussions before the Neutrals. That condition was unacceptable in law. Bolivia was a country suffering aggression, and it was not for the party which was defending itself to cease hostilities. Bolivia duly accepted the proposed commission, with the sole modification that it should be a civil commission, presided over by an American military officer of high rank. Bolivia added that she was continuing proceedings before the Commission of Neutrals.

The Commission of Neutrals informed the Council on December 3rd that it had learnt with pleasure that the Council was supporting its efforts to bring about peace in the Chaco. The negotiations were progressing satisfactorily and the Commission hoped very soon to be able to inform the Council that distinct progress had been made in the efforts towards peace.

The President of the Council, in communicating to his colleagues this reply from the Commission of Neutrals, expressed the opinion that, for the moment, any positive suggestions on the part of the Council other than those which had already been made might complicate the situation. He added that the Committee of the Council was keeping in touch with the Commission of Neutrals and was ready to co-operate with it as regarded the exact functions of the commission which it proposed to send to the spot and the nomination of its members.

The representative of Bolivia stated that his Government had submitted to the Commission of Neutrals five points which corresponded in its opinion with the essentials of what the Council desired :

- (1) Bolivia agreed to immediate suspension of hostilities.
- (2) Bolivia agreed to the establishment of a neutralised zone within limits to be fixed in advance.
- (3) Bolivia agreed to the sending of a military commission of neutral officers.
- (4) Bolivia reasserted her belief in the principle of arbitration, which she had been the first to uphold from the beginning of the dispute, as was proved by diplomatic papers, while at the same time laying down categorically that the zone to be submitted to arbitral decision was to be the subject of agreements after the suspension of hostilities.
- (5) The statement of these points of view did not imply, and never would imply, directly or indirectly, any kind of recognition by Bolivia of Paraguay's pretensions to the territory of the Chaco between the rivers Paraguay and Pilcomayo, pending a peaceful and definite solution.

The representative of Paraguay again stated that his country accepted arbitration *in toto*.

The President of the Council, at its meeting of December 17th, informed his colleagues that he had received from the Commission of Neutrals two communications. The Commission, in the first of these communications, dated December 10th, noted with satisfaction the declaration in which the Council expressed its intention of supporting the efforts of the Commission in every possible way with a view to putting an end to the dispute. The Commission, in the second telegram dated December 16th, transmitted the copy of a telegram which it had addressed on that day to the Governments of Bolivia and Paraguay proposing that they should agree to cease hostilities on the basis of an equitable arbitration.

The Commission of Neutrals suggested that the Governments concerned should authorise their representatives at Washington to sign immediately a Convention with the following provisions: suspension of hostilities within forty-eight hours; withdrawal within forty-eight hours after the exchange of ratifications—to take place by telegraph—of the Paraguayan forces to the River Paraguay and the Bolivian forces behind a line running from Fort Ballivian to Fort Vitrones; a commission nominated by the Commission of Neutrals should leave for the Chaco for the purpose of verifying the withdrawal of the troops; the territory to the south-east of the line Ballivian-Vitrones and to the west of longitude 60° 15' west of Greenwich should be guarded by a force consisting of not more than one hundred Bolivian police; the territory to the south-east of the line in question and to the East of longitude 60° 15' west of Greenwich should be guarded by a force consisting of not more than 100 Paraguayan police. It would be understood that nothing in the Convention would in any way affect the rights of either of the two parties to the dispute.

Not more than fifteen days after the exchange of ratifications, the two parties should begin negotiations to determine the basis of arbitration and with a view to the constitution of the tribunal to which the case would be submitted. If these negotiations broke down, three experts appointed by the Geographical Societies of New York, London and Madrid would establish a report relating solely to the boundaries of the Chaco. This report once made, the

Court of Arbitration accepted by the two parties should make an award determining the territorial limits of the two countries in the Chaco. If, within a period of four months, the two parties failed to agree upon the Court to which the case should be submitted, it should be automatically referred to the Permanent Court of International Justice. On the exchange of the ratifications of the Convention, all prisoners should be immediately released and diplomatic relations should be renewed.

In communicating these proposals, the Commission of Neutrals added that it would be very glad if it could count upon the support of the League and suggested that the President and the Governments Members of the League should cable to the Governments of Bolivia and Paraguay in support of its proposals.

The President of the Council drew particular attention to the last paragraph of the second telegram, which was in the following terms :

“ The Commission of Neutrals would be very glad if it could count upon the valuable support of the League in this work of peace and humanity. I venture to suggest that Your Excellency and the Governments Members of the League should cable to the Governments of Bolivia and Paraguay in support of the proposals in question, and I should be grateful if you would notify this Commission.”

He proposed on behalf of the Committee of Three that the Council should send a telegram to the Governments of Bolivia and Paraguay asking them to accept as soon as possible the agreement proposed by the Commission of Neutrals and expressing the opinion that, in the opinion of the Council, the proposal of the Commission of Neutrals provided an honourable and just settlement of the question, adding that the two parties, by accepting the proposed agreement and loyally observing it, would be fulfilling their duties under the Covenant of the League.

The Committee of Three also proposed that a telegram should be sent to the Commission of Neutrals acquainting it with the decision of the Council to assist the Commission by urging upon the two parties the solution which the Commission of Neutrals had proposed with a view to a settlement of the problem of the Chaco as a whole, and expressing the hope that the Council would be kept informed of the developments which resulted from the important proposal which the Commission of Neutrals had made.

The Council approved the two telegrams and the President asked the Members of the Council with diplomatic representatives in the capitals of Bolivia and Paraguay to instruct them to acquaint the two Governments with the sentiments expressed during the meeting of the Council.

The representatives of the United Kingdom, France, Italy and Spain said that their Governments would not fail to send the necessary instructions to their representatives in the two capitals concerned.

The Government of Paraguay replied to the communication of the Council by telegram on December 20th, stating that Paraguay, whose existence was threatened, had the right, before laying down her arms, to demand previous conditions of effective security. Paraguay was only prepared to agree to a cessation of hostilities on the basis of the evacuation of the Chaco, disarmament and investigation into the responsibility for the war. She repeated her decision to submit the fundamental dispute to an international jurisdiction when peace was restored.

The Government of Bolivia replied, also on December 20th, to the effect that it regarded the replies previously made as having accepted in principle the chief points of the proposal of the Commission of Neutrals, subject to observations and comments on the various articles. Bolivia, however, in view of the absolute refusal of Paraguay, did not think it desirable to discuss any particular point of the proposal.

The Chairman of the Commission of Neutrals, who on December 20th sent a telegram thanking the Council for the support given to its proposals, informed the Council, in a further telegram dated December 31st, that the Government of Paraguay had declared that the proposal of the Commission of Neutrals did not afford any guarantee against a resumption of hostilities. Paraguay was asking that Bolivia should completely evacuate the Chaco and had recalled her delegate from Washington. The Commission of Neutrals, in view of this situation, had asked the four countries adjacent to Bolivia and Paraguay what steps they were disposed to take in order to prevent further bloodshed. The Commission of Neutrals expressed its conviction that the nations of America, working in common agreement, would be able to safeguard peace in the western hemisphere; it had therefore called for the active co-operation of the four countries which were nearest to the seat of war.

The representative of the Irish Free State, at the meeting of the Council on February 3rd, 1933, reported upon the progress of the work of the Committee of Three, which had met on several occasions during the previous days. The Committee had studied, in particular, the situation described in the telegram received from the Chairman of the Commission of Neutrals at Washington on December 31st. The Commission of Neutrals had not yet communicated to the Council any reply received by it to the question which it had addressed to the countries adjacent (Argentine, Brazil, Chile and Peru) asking what steps they would be prepared to take in order to prevent further bloodshed and to co-operate actively in order to ensure peace. The Committee of Three had therefore felt bound to consider whether the action of the Council might not be more effective if it were in a position to receive reports and if it were to set up and send to the spot a small commission. It would be generally the task of such a commission to study the situation in consultation with the two Governments and, as far as possible, with the representatives on the spot of the Powers which in a common effort were endeavouring to find a solution. The proposed commission would send to the Council a report embodying any

suggestions which it might be able to put forward for the settlement of the dispute, and, should hostilities unhappily be still in progress upon its arrival, would report to the Council indicating whether it could arrange or assist in arranging for their cessation. It was suggested that the commission should consist of three members—nationals, for example, of the Argentine Republic, United States of America and one of the smaller European countries.

The Committee of the Council had consulted the representatives of Bolivia and Paraguay upon this suggestion. The replies of the two Governments, however, indicated that a further concerted effort was being made by certain of the countries which were neighbours of Paraguay and Bolivia, and particularly by the Argentine and Chile, working in co-operation with the Commission of Neutrals at Washington with a view to bringing about a settlement of the dispute and a cessation of the fighting. The two Governments, while declaring themselves in principle favourable to the proposal, in substance concurred in suggesting that the proposed action of the Council of the League, in the sense indicated, should be held in suspense until the issue of these further efforts was known. The Chairman of the Committee of Three, according to the information at his disposal, felt justified in saying that the Commission of Neutrals at Washington was of the same opinion as the Governments of Bolivia and Paraguay.

The representative of Bolivia said that his Government had agreed at once to take the proposal of the Commission of Neutrals in principle as a basis of discussion, whereas the Government of Paraguay, while protesting in regard to certain details, had not only rejected the proposal in its entirety but had withdrawn its representatives from Washington. The representative of Bolivia made a statement to the Council summarising the events which had occurred since the spring of 1931. He recalled that Bolivia had offered to negotiate a pact of non-aggression with Paraguay. He alluded to the encounters which had taken place between Bolivian and Paraguayan detachments during the summer of 1932 and which had given rise to further developments in the situation. In conclusion he stated that Bolivia was prepared to receive without umbrage, and to examine without bias, any proposals that might be made within the framework of the proposal of December 15th of the Commission of Neutrals, which in his view embodied all the main principles of the Covenant of the League of Nations.

The representative of Paraguay replied to the effect that the text of the proposals of the Commission of Neutrals gave no satisfaction to the legitimate demands of Paraguay which she had submitted as an indispensable guarantee of her security. Furthermore, these proposals compromised her territorial integrity. The representative of Paraguay also gave an historical summary of the events which had occurred during the previous months. He again declared that Paraguay had always shown herself prepared to accept any friendly solution and affirmed that the attitude which she had been obliged to adopt in refusing to accept the proposals of the Commission of Neutrals and withdrawing her representative from Washington did not in the least imply that she considered that henceforth the way was closed to a pacific solution of her long controversy with Bolivia. Paraguay considered that, notwithstanding this attitude, the procedures of conciliation and of law in the search for a settlement of the dispute were by no means exhausted.

The Council, after the representative of Norway had expressed approval of the action of the Committee of Three, approved the text of a telegram submitted by the Chairman of the Committee of Three in the following terms :

“ Fighting is continuing between two Members of the League of Nations which are bound by the Covenant. That this should still be going on in spite of the various opportunities which have been offered for settling the conflict is a fact of exceptional gravity. The Council addresses to both Governments an urgent appeal to make the necessary effort to end hostilities and conclude an armistice. The Council will continue to follow developments with close attention and reserves the possibility of making proposals should occasion arise. It expresses its keen anxiety that the negotiations now in course may succeed in settling the dispute.”

The Government of Bolivia replied to this telegram on February 4th stating that it would continue to examine with respect the proposals framed or to be framed by the Commission of Neutrals and by the neighbour States.

The Government of Paraguay replied on February 8th to the effect that it was prepared to cease hostilities if it obtained appropriate guarantees and a submission of the dispute to an arbitral court or a court of international justice.

The Governments of the United Kingdom and France, in a memorandum to the Secretary-General of February 21st, recalled that the Committee of Three had on November 25th drawn the attention of the Council to the fact that one of the difficulties in the way of a suspension of hostilities was the fear on either side of the possibility of the adversary country being supplied with arms. Bolivia and Paraguay did not produce arms, munitions or war materials, so that any increase in their military strength depended on shipments from abroad. The Governments of the United Kingdom and France declared their conviction that, in this case, the suggestions of the Committee of Three were well founded and that the contemplated measure might be effective if all States joined in its application. They were prepared, in so far as they were concerned, to give effect to these suggestions and to consult the States non-members of the League whose co-operation was essential.

The Governments of the United Kingdom and France accordingly proposed that the Council should study the measures which, in application of Article 11 of the Covenant, might be proposed with a view to preventing the supply of arms and war material to Bolivia and Paraguay.

The representatives of the Irish Free State, Spain and Guatemala, members of the Committee of Three of the Council, forwarded to the Secretary-General on March 6th a letter asking him to take the necessary action in order that the question of the dispute between Bolivia and Paraguay, which the Council had already considered under the powers conferred upon it by Article 4 of the Covenant, should be placed upon the agenda of a meeting of the Council under Article 11 of the Covenant.

The members of the Committee of Three referred, in particular, to the memorandum of February 25th submitted by the Governments of France and the United Kingdom. They had seriously considered the question raised in that memorandum and had exchanged views with their colleagues whose purport they would explain to the Council at its next meeting.

The President of the Committee of Three, at the meeting of the Council on March 8th, briefly reviewed the action of the League of Nations during the course of the dispute. He read a communication which the representative of Bolivia had forwarded on March 1st to the Secretary-General, transmitting the formula submitted to Bolivia and Paraguay on February 24th by the representatives of the Argentine Republic and Chile with a view to the settlement of the dispute. The formula was as follows :

“ Yesterday, the representatives of the Argentine and Chile handed in a copy of the confidential act of Mendoza. After a lengthy preamble, the documents contain a concrete formula of settlement in four points : (1) All Chaco questions to be submitted to legal arbitration. The court of arbitration to be constituted within one month of the date of the formal proposal. The arbitration agreement to be established in one American capital, the court to sit in another and the award to be rendered in a third. In case of difficulty in determining the zone or submitting any particular point to arbitration, the Hague Court to be asked for an advisory opinion. (2) The parties to declare hostilities at an end. (3) Both contending parties to withdraw their troops, Bolivia concentrating hers at Ballivian and Roborè and Paraguay hers on the river. (4) Effectives to be reduced. On receiving these confidential proposals, we have given evidence of our intention to consider them in the best spirit, although they arrive on the eve of the declaration of war announced by Paraguay. Please forward.—CANELAS.

The Committee of Three had no information regarding the views of the Government of Paraguay on the proposal, and the Committee was of opinion that the first measure for the Council to take in connection with the action to be pursued in application of Article 11 of the Covenant would be to obtain as quickly as possible all necessary information from official sources regarding what had happened as a result of the proposals made by the Governments of the adjacent States. The Council, as soon as it was in possession of the information, might consider proposals for submission to the parties in execution of Article 11 of the Covenant, to which appeal had been made.

The representative of Bolivia said that his Government had accepted, as a point of departure and as a basis for discussion, the proposal of the Commission of Neutrals to which the Council of the League had given the support of its high authority. It had welcomed the intervention of the neighbour countries with the utmost goodwill, even with sympathy. The Government of Bolivia had made, in regard to that intervention, certain reservations of detail with the purport of which he was not yet acquainted. Finally, he drew the attention of the Council to the fact that, according to certain information, the Government of Paraguay had requested from Parliament authority to declare war on Bolivia.

The representative of Paraguay said that the basis on which his Government accepted the mediation offered by neighbour countries had always remained the same—namely, the cessation of hostilities, the demilitarisation of the Chaco and the reduction of effectives, to be followed by arbitration on a wide basis. He added that Paraguay had contemplated the possibility of a declaration of war simply in order to prohibit by its effect the transit of arms and war materials and food supplies through the neighbouring countries and to bring about a declaration of neutrality on the part of other countries with a view to shortening a sanguinary conflict which had already lasted too long.

Paraguay declared that a state of war existed with Bolivia on May 10th, and on the same day the Minister for Foreign Affairs of Bolivia sent the following telegram to the Secretary-General :

“ In declaring war on Bolivia at the very moment when further steps are being taken on behalf of peace, as shown by the recent action of the Washington Commission of Neutrals and the neighbouring countries which Bolivia has again requested to lend their good offices, Paraguay has placed herself outside the Covenant and has incurred the sanctions provided for in Article 16. Bolivia denounces Paraguay as having been the first to provoke the conflict and as now obstructing the efforts with a view to its pacific settlement.”

The Secretary-General on the following day addressed the following reply to the Government of Bolivia :

“ The President of the Council acknowledges the receipt of your telegram. It is being communicated to the Council, which will meet within the next few days to examine the whole situation.

“ In order that the Council may be fully informed, the Committee of the Council wishes to know whether the Bolivian Government is ready to accept an arbitral decision, both as to the determination of the questions to be arbitrated and as to the substance of such questions, the arbitral procedure to be determined by the Council of the League of Nations.



“ The Committee would be grateful for a definite and rapid reply to this question.

“ Paraguay has already declared her readiness to accept arbitration on both points and the Committee is asking the Paraguayan Government for confirmation of its previous attitude in this respect.

“ On receipt of the replies of the two Governments the Committee will be able to make immediate proposals to the Council on the dispute.”

The Secretary-General at the same time sent to the Government of Paraguay a telegram informing it of the communication which it had just received from the Government of Bolivia and of the desire of the Committee of the Council to receive from the Government of Paraguay complete information concerning the statements mentioned in the telegram from the Government of Bolivia. He informed the Government of Paraguay of the purport of the communication addressed to the Bolivian Government and stated that the Committee of the Council would be glad to receive a definite and rapid reply to the question whether the Government of Paraguay accepted arbitration as defined in the telegram addressed to the Government of Bolivia.

Finally, the Secretary-General, in a telegram sent to the Governments of the Argentine and Chile and to the Commission of Neutrals at Washington, declared that the Committee of Three was confident that the Council of the League might count on the firm support of those Governments in any proposals which the Council might adopt with a view to the restoration and maintenance of peace.

The Government of Paraguay on May 12th replied to the effect that Paraguay had declared a state of war to exist with Bolivia after the neighbour States had, owing to the attitude of Bolivia, abandoned their good offices. The Government of Bolivia renewed its acceptance of arbitration as a means of settling the dispute, but insisted that the bases and methods of arbitration should be considered after hostilities had ceased and there was a certainty that they would not be resumed.

The Government of Bolivia replied on May 13th that it had already expressed and now repeated its readiness to submit the territorial dispute with Paraguay to arbitration. Resort to such procedure had been proposed by Bolivia in her memorandum of February 8th addressed to the neighbour States. Bolivia did not regard as either practicable or acceptable a preliminary arbitration on the subject under dispute, because its decision would depend on the claims put forward by each party. The best method of arriving at effective arbitration would be for Paraguay to state for her part what she regarded as being her property in the Chaco, since Bolivia had already done so and had fixed as a basis of the discussion the territory subject to arbitration in the fifth clause of her memorandum. A consideration of the points of view of each of the adversaries would make it possible, with the good offices of the neutral Powers which were acting in the matter, to find a formula which would facilitate the pacific settlement of the dispute. Bolivia desired to draw the attention of the Council to her point of view, because she desired to find a solution of the substance of the problem and to avoid temporary palliatives, which might only lead to the outbreak of a fresh conflict.

The Commission of Neutrals intimated that it was, as always, most desirous to co-operate with the Council of the League with a view to the restoration and maintenance of peace.

The Government of Chile informed the Secretary-General that it regarded with special sympathy any attempt to restore peace in America, in the service of which Chile had unremittingly worked up to the eve of the declaration of war. Any initiative to that end in conformity with the provisions of the Covenant was highly desirable.

The Government of the Argentine replied that it would be happy to co-operate as far as possible with the Council of the League of Nations with a view to restoring and maintaining peace in America as soon as the Government of Bolivia had given a satisfactory reply to the note of the Argentine Government of May 8th, 1933.

The Council met in extraordinary session on May 15th to consider the situation. The Chairman of the Committee of the Council reported on the progress of the dispute.

He informed the Council that its Committee had intended to submit proposals as to the action which the Council might take in view of the replies of the two Governments to the telegrams which had been sent to them on May 11th. He suggested, however, that the Council should first hear the representatives of Bolivia and Paraguay.

The representative of Bolivia observed that an extremely serious incident had resulted in the breaking off of the conciliation procedure which had been resumed before the Commission of Neutrals at Washington. It was for the Council to consider whether that incident was proper for its consideration and at the same time what were the responsibilities involved.

The representative of Paraguay explained in what circumstances the mediation of the Argentine and Chile under the “ Act of Mendoza ” had broken down.

He next defined the sense in which Paraguay had declared a state of war with Bolivia :

“ By notifying the said state of war to all civilised countries, Paraguay is not resorting to war in the sense in which that term is used in the first paragraph of Article 16 of the Covenant, for the reason that such a state of war was already in existence and had been brought about by Bolivia, as could easily be proved by an international enquiry. Furthermore, in doing so, Paraguay did not refuse to accept the obligation incumbent upon her as a Member of the League of Nations for the purposes of an arbitral or judicial settlement of the dispute. She has not therefore broken the undertakings prescribed in Articles 12, 13 and 15 of the Covenant, because, since the dispute cannot be satisfactorily settled through diplomatic channels, she is still in favour of submitting it *in toto* to arbitral or judicial settlement. It follows that the provisions of Article 16 are not applicable to Paraguay.”

The declaration of a state of war would *ipso facto* involve a declaration of neutrality on the part of the adjacent States, and the League would thus be able to intervene and to discharge its duty to the end. Paraguay expected a just and equitable intervention on the part of the League. For that reason Paraguay had never ceased to ask for an enquiry with a view to designating the aggressor. Paraguay renewed that request, asking once again that such an enquiry might be held before any further measure was contemplated. Paraguay again insisted that she was prepared to submit to arbitration, even with a view to establishing an agreement of reference fixing the limits of the territory in dispute.

The representative of Bolivia urged in reply that the League of Nations, for the first time in its existence, was confronted with a *fait accompli*. One of its Members had officially declared war. Bolivia considered that the conciliation procedure before the Commission of Neutrals at Washington was still following its course, and she had been prepared to examine the new proposals which were to be submitted by that body. Bolivia had welcomed with sympathy the initiative taken by the Governments of the Argentine and Chile, when they in their turn had endeavoured to contribute to the settlement of the dispute, with the assistance of the Governments of Brazil and Peru. Bolivia had considered the so-called Mendoza proposals with goodwill, but had regarded those proposals as an expression of good offices and as a basis of discussion, and not as an order or as an intangible whole to be taken or left. If those proposals had failed, their failure was not due to the uncompromising attitude of Bolivia. Bolivia had at once asked the neighbour countries and the neutrals, whom it had always regarded as one, to make a new attempt at conciliation. There had been a further meeting at Washington on May 9th, 1933. New methods of conciliation had been considered, and it was in the midst of this conciliation procedure that Paraguay had suddenly declared war. Paraguay alleged that the procedure of conciliation was at that moment exhausted. Bolivia did not believe that such was the case. Even, however, if the conciliation procedure had been exhausted at that moment, Paraguay should have appealed to the League of Nations. The Council of the League of Nations was now faced with an accomplished fact—namely, a declaration of war in the midst of a conciliation procedure. That fact was absolute and flagrant proof that Paraguay was violating the Covenant.

Following the representations of the two countries concerned, the representative of the Council proposed that its Committee should examine the situation and prepare a satisfactory solution, bearing in mind the statements made by the parties.

The Government of the Argentine Republic on May 15th informed the Secretary-General that, in consequence of the declaration of a state of war between Bolivia and Paraguay, his Government had declared its neutrality, in accordance with the Hague Conventions of 1899 and 1907, and other Hague Conventions fixing rules and procedure with respect to neutrals, without prejudice to the procedures and doctrines upheld by the Argentine Republic.

Uruguay on May 16th also announced that she had decreed her neutrality in the dispute between Paraguay and Bolivia, without prejudice to the contingencies arising out of the application of the Covenant.

The President of the Committee of Three on May 20th submitted to the Council a draft report. He recalled that it was incumbent upon the Council to find a solution for the dispute and that, in conformity with the Covenant, the two States were under an obligation to settle their dispute by pacific means. He recommended the following procedure :

“ The two Governments would confide the final settlement of the dispute to an impartial authority, deriving its powers from a treaty binding on both States—namely, the Covenant of the League of Nations. Such an authority, after a thorough study of the question, would fix the frontier between the two countries. Such a procedure connotes : (1) the cessation of hostilities and the withdrawal by Paraguay of the declaration of a state of war with Bolivia ; (2) the establishment of an agreement for a submission of the dispute to arbitration.

“ In order effectively to establish the procedure for settlement indicated in the preceding paragraph, the Council considers it essential to send to the spot a commission whose task would be :

“ (1) To negotiate, if desirable, any arrangement calculated to promote the execution of the obligation to cease hostilities ;

“ (2) To prepare, in consultation with the two Governments concerned, an agreement for arbitration. If the agreement for arbitration does not indicate the arbitrators or the procedure for their appointment, the Council will provide for such appointment and will, if necessary, settle the arbitral procedure ;

“ (3) The commission will be at the Council's disposal and will keep it informed of the course of its activities. The commission, at the Council's request, will proceed to make an enquiry on all the circumstances of the dispute, including the part which the two parties have taken therein and report to the Council to enable the latter to fulfil the duties imposed upon it by the Covenant of the League of Nations.”

The report concluded as follows :

“ The Council feels that, in view of all these special circumstances, its first duty is to endeavour to bring about the cessation of hostilities and a settlement of the dispute. It does not consider that it should, or need, for the present, enter into consideration of a different order. It trusts that it may never be compelled to do so, since it is convinced that if the parties really desire peace and good relations, they will accept this procedure and, pending its operation, will discontinue hostilities which have already been going on too long.”

The representative of Bolivia said that his Government had accused Paraguay before the Council of the League of Nations of having broken the Covenant while a procedure of conciliation was virtually in progress, and he repeated his request that Article 16 should be applied. He asked that the Council should fix the responsibilities of the Covenant-breaking State, and that it should at the same time accept its own responsibilities. He again insisted upon the devotion of Bolivia to the principle of a pacific settlement of the dispute. His Government was prepared immediately to submit the dispute to arbitration, provided Paraguay correctly defined her territorial claims with a view to settling the matter of arbitration. To that end Bolivia appealed to the Commission of Neutrals, working in co-operation with the neighbour States, and asked them to resume the conciliation procedure which had been obstructed by the declaration of war on the part of Paraguay.

The representative of Paraguay replied to the effect that his country had not declared war on Bolivia, but had merely denounced a state of war which had been in existence since June 15th, 1932, and which had been imposed by Bolivia upon his country. The provisions of Article 16 of the Covenant were only applicable against the aggressor—*i.e.*, against the party who refused an armistice and arbitration. Such was not the case as regarded Paraguay.

Paraguay accepted in advance the decision which the Council might think fit to take with a view to a solution of the dispute. He would, however, suggest an amendment to paragraph 3 of the instructions to be given to the Commission which the Council proposed to appoint. The effect of that amendment would be to render compulsory the enquiry in regard to all the circumstances of the dispute.

Paraguay had accepted arbitration unreservedly and, owing to the impossibility of arriving at an agreement between the parties on the terms of reference, had left it to the arbitrators to fix them. The critical point of disagreement was that Bolivia desired the zone under dispute to be fixed in advance instead of leaving this point to the international jurisdictions or arbitrators.

The representative of Spain emphasised that the Council of the League of Nations was the only international authority which was under a legal obligation to find a solution for the dispute, and that the Covenant of the League was the only legal link which united the two parties to the dispute.

The representative of Spain, referring to the conciliation procedure, which according to the statements of the representative of Bolivia had been interrupted by the declaration of a state of war by Paraguay, expressed the view that the time had come for the League of Nations to take the case in hand with a view to putting an end to the dispute. The Commission of Neutrals and the neighbour countries, if the Council appealed to them to take up the case, would not fail to come to its assistance in any steps which it might take to secure peace.

The representative of Spain did not think that the application of Article 16 was indicated at that stage of the dispute. Acts which it was impossible to distinguish from war had been committed since July 1932 between Bolivia and Paraguay, but the two countries had abstained from appealing to Articles 12, 13 and 15 of the Covenant which, from the logical and legal point of view, must be regarded as a natural approach to Article 16. The solution suggested in the draft report might be accepted by the two parties, and he hoped that, if agreement were reached as to arbitration, the representative of Paraguay would not insist on maintaining his amendment. It would be more prudent and wiser not to seek the author of aggression, such a search being only expedient in cases which could not be settled otherwise. If it were impossible to achieve the cessation of hostilities, it would then be necessary to determine the aggressor, and in that case the question of the application of the Covenant would arise and it would be time to invoke all the articles of the Covenant, including Article 16.

The representative of France agreed with the representative of Spain, reserving, however, the right of any Member of the League of Nations to invoke Article 16 if its territory were invaded in time of peace, and insisting that in such a case it was the duty of the Council to apply Article 16 without initiating any previous procedure. It was admittedly the duty of the Council to take the matter in hand, to take charge of the settlement of the case, to call upon the parties to cease hostilities and to ask them whether they accepted a pacific settlement, the question being such that this settlement could be sought by arbitration. The report did nothing more than raise these questions and indicate a procedure for settling the dispute. For that reason he hoped that the two parties would be able to accept the report without difficulty.

The representatives of the United Kingdom, Germany, Czechoslovakia, Guatemala and Poland in turn supported the appeal to the parties that they should accept the report.

The representative of Paraguay accepted the report submitted by the Committee of the Council and withdrew the amendment he had presented at the beginning of the meeting.

The representatives of Mexico, Norway and China expressed their satisfaction at the acceptance of the report by the representative of Paraguay and hoped that Bolivia would adopt the same attitude.

The Chairman of the Committee of the Council said that the draft report he had submitted was, in the opinion of the Committee, a just and reasonable method of settling the dispute and he noted that the Council unanimously approved the proposal submitted to it. If the present effort to reach a pacific solution failed, it would become necessary to determine which of the two parties was the aggressor.

The representative of Bolivia had laid particular emphasis on the declaration of a state of war by Paraguay. The representative of Paraguay had undertaken to accept the report and to withdraw the declaration of a state of war. The Chairman of the Committee of the Council

was convinced that the representative of Bolivia would now feel that the situation was such that he might accept the report and immediately bring the hostilities to an end.

The representative of Panama and the President of the Council appealed in turn to the representative of Bolivia to follow the example of the representative of Paraguay.

The representative of Bolivia said that the observations which he had made on the draft report referred to matters of principle and were not in the nature of criticisms. He had listened with sympathy to the appeal made to his country by the various Members of the Council. He felt sure that appeal would be heard, since Bolivia desired peace no less than Paraguay. He would not fail to forward the appeal to his Government, and he felt sure that it would be heard.

The President noted that the report submitted by the Committee had been adopted by Paraguay and that the representative of Bolivia had for the moment reserved the decision of his Government.

He asked the Committee of Three to continue to follow the circumstances and to report progress to the Council when it deemed it necessary to do so.

The Government of Brazil on May 26th notified the Secretary-General of its declaration of neutrality in the conflict between Bolivia and Paraguay.

### III. DISPUTE BETWEEN COLOMBIA AND PERU.

#### APPEAL OF COLOMBIA UNDER ARTICLE 15 OF THE COVENANT.

##### (a) *Summary of Events.*

On the night of August 31st-September 1st, 1932, a group of armed individuals of Peruvian nationality occupied the river-port of Leticia, capital of the Colombian district of the Amazon. The population of Leticia is understood to number about three hundred.

The assailants subsequently occupied the territory known as the "trapezium of Leticia", situated between the Putumayo and the Amazon, and fortified in that territory positions on both rivers.

The inhabitants of Colombian nationality were obliged to take refuge in Brazilian territory.

The Colombian Government, to restore public order within its frontiers thus invaded, armed a small flotilla which proceeded towards this territory, first by sea and then by river. It called at several Brazilian ports on the Amazon. One part of the fleet ascended that river in order to reach, by way of the Putumayo, the north of the trapezium; the other part of the flotilla proceeded South, by way of the Amazon. The expedition comprised about 1,500 men and six vessels. It reached Colombian waters on or about February 12th, 1933.

Further expeditions by land and air were organised in connection with the military operations contemplated by the Colombian Government.

The Peruvian invaders of Colombian territory were supported in their action by the Commandant-General of the Fifth Peruvian Military Area, who, on January 6th, 1933, addressed a communication to the Colombian authorities, informing them that he had taken all the necessary military measures to prevent the entry of the Colombian expeditionary force into Leticia.

The Colombian flotilla, on February 12th, was attacked by Peruvian aircraft near the frontier line between Brazil and Colombia. The Peruvian aircraft were counter-attacked by Colombian aircraft.

The Colombian expeditionary force, on February 14th, recovered Tarapacá, situated within the trapezium of Leticia.

On February 15th, diplomatic relations were severed between the Colombian and Peruvian Governments.

The representative of Colombia, on February 27th, intimated that the Colombian forces were continually being molested by the Peruvian garrisons in the Upper Putumayo, which, in that region, forms the frontier between the two countries.

##### (b) *Contractual Provisions by which the Two Parties are bound.*

A treaty between Colombia and Peru, signed at Lima on March 24th, 1922, establishes the frontiers between the two countries and recognises that the navigation of the river is free.

The exchange of ratifications of this treaty was effected at Bogotá on March 19th, 1928.

##### (c) *Endeavour to secure a Friendly Settlement prior to the Appeal to the Council.*

The Government of Peru, in a note dated September 30th, 1932, informed the Government of Colombia that it had laid the dispute before the Washington Permanent International Conciliation Commission, asking that a special commission of conciliation should be appointed.

The Colombian Government opposed this procedure on the ground that the dispute related solely to occurrences which had taken place within Colombian territory.

The Colombian Government, on January 22nd, 1933, called for the intervention of the signatories of the Pact of Paris, and, on January 24th, for the intervention of the League of Nations.

The Brazilian Government had meanwhile approached the Governments concerned with an offer to negotiate on the following bases :

“ (1) The Peruvian Government, although it had nothing to do with the origin of the rising of September 1st at Leticia, will give its entire moral support and use its persuasive influence with its nationals residing in that region, so that the territory in question may be confided to the keeping of the Brazilian Government, which will administer it provisionally through a delegate or delegates in whom it has confidence.

“ (2) As soon as possible, the Brazilian authorities will replace in their positions the Colombian officials deposed by the insurrectionists.

“ (3) In compensation, the Colombian Government agrees that, immediately afterwards, delegates from the two countries shall meet in Rio de Janeiro with the experts they deem necessary for the purpose to consider the Salomon-Lozano Treaty in a broad spirit of conciliation for the purpose of finding a formula acceptable to the two parties, which shall include economic, commercial and cultural measures which may constitute a closer moral bond, in the form of a territorial statute adequate for such purpose and peculiar to that region.”

These bases of negotiation were accepted by the Government of Colombia without reservation.

The Government of Peru accepted the mediation of Brazil, provided certain alterations were made in the procedure proposed by the Brazilian Government. It asked that the Government of Brazil should be jointly authorised by the Peruvian and Colombian Governments to administer the territory of Colombia provisionally. The Colombian authorities would only return to Leticia in a private capacity and, in the event of a failure of the negotiations, Leticia would revert to the administration of Peruvians.

Colombia rejected this interpretation of the Brazilian proposal for mediation.

The Secretary of State of the United States of America wrote to the Peruvian Government on January 25th, 1933, at the request of the Colombian Government, as a signatory of the Pact of Paris. The Secretary of State, after expressing his own views on the subject of the dispute, supported the mediation proposal of the Brazilian Government. He made a further effort in this direction on January 30th.

Mediation was nevertheless declared by the Minister for Foreign Affairs of Brazil on February 3rd, 1933, to be at an end.

(d) *Cases of the Two Parties.*

1. *Case of the Colombian Government.*—On the night of August 31st-September 1st, 1932, the Colombian authorities of the township of Leticia were assaulted and imprisoned by a group of armed persons including soldiers and officers of the Peruvian army. Other acts of aggression were committed against Colombian territory. They were committed by Peruvian military forces from the department of Loreto (Peru). These forces entrenched themselves in the invaded territory and likewise at Tarapacá, on the river Putumayo, also in Colombian territory. They brought guns and machine-guns and had gunboats belonging to the Government of Peru, as well as military aircraft.

The Peruvian forces stated their intention of resisting any steps which the Colombian Government might take in order to restore the Colombian authorities and put an end to the occupation.

The Colombian Government, which had demanded that the military forces of Peru should withdraw from Colombian territory, armed a flotilla with the sole object of re-occupying its own territory. These forces were to avoid conflicts with the Peruvian military forces unless the latter offered resistance.

The situation created by the occupation of Leticia was exclusively an internal matter and could not afford a right or pretext for any other State to dispute the effectiveness of an established legal order.

The Colombian Government declared that the frontier treaty of 1922 was valid and, accordingly, that Leticia belonged to Colombia.

On no previous occasion had the Peruvian Government made any observations as to the Treaty of 1922 or as to any of its consequences or effects. The treaty had been accepted by the Peruvian administration which had concluded it, and by the successors of that administration, as the basis of the relations between the two countries. Every Peruvian Government since 1928, when the treaty had come into force, down to the present date had explicitly recognised it. It was a legally perfect instrument, concluded loyally and in good faith by the Governments, which, in signing it, had in mind the permanent interest of the two countries and aimed at establishing a system of friendship and co-operation in the Amazon basin.

The Colombian Government, once its sovereignty over Leticia and the adjacent territory was restored, would be prepared, if at that time there remained any other question which the Peruvian Government might desire to discuss, to do so in a genuine spirit of conciliation. It would then be possible to reach an agreement by direct diplomatic negotiations or through the good offices of some third party or by the means provided by the treaties in force between the two countries.

2. *Case of the Peruvian Government.*—Neither soldiers nor officers on the active list of the Peruvian army took any part in the events of Leticia. The occupation arose from action taken by private individuals attempting by their own initiative to give effect to an irrepressible

patriotic aspiration of the department of Loreto. It was not the Government of Peru which had occupied the town of Leticia and still retained it.

The Peruvians who had occupied the town, however, could not be abandoned to the uncertainty which threatened them as a result of the despatch of Colombian military forces. This fact explained the precautionary measures subsequently taken by the military authorities at Loreto.

The Peruvian Government had not increased its river fleet, which stood on the same peace footing as on September 1st, whereas the Government of Colombia had improvised a large naval division whose advance constituted, not only a provocation, but a preliminary measure of aggression. The Government of Peru had refrained from mobilising all or any of its naval forces from the Pacific towards the Amazon.

The Peruvian Government, in its anxiety to arrive at a peaceful settlement, had requested the Colombian Government not to proceed to military mobilisation for the purpose of subduing the agitation at Leticia. From the same motives, it had endeavoured to reach an amicable arrangement through the Conciliation Commission at Washington.

The Peruvian Government recognised the validity of the Boundary Treaty of 1922 and intended to abide by the treaty. Its sole endeavour was to modify the frontier laid down in the treaty and not to abolish or cancel the treaty itself.

Inhabited territories had been ceded under the treaty without the inhabitants having been consulted. The treaty had been concluded at a time when a dictatorship had abolished fundamental liberties in Peru. The Peruvian Government, to repair the serious injustice committed in separating Leticia from Peru, was prepared to offer adequate territorial compensations.

The delegate of Peru, in a note to the Secretary-General on January 20th, appended to these arguments a statement to the effect that the incident at Leticia had an international significance exceeding the interests of any one country. The treaty had not been executed in full, as Colombia had been unable to effect the transfer to Peru of the zone of San Miguel or Sucumbios.

(e) *Action taken by the Council for the Settlement of the Dispute.*

1. *Prior to the Appeal under Article 15 of the Covenant.*—The representative of Colombia, on January 2nd, informed the Secretary-General of the incidents which had occurred.

The President-in-Office of the Council, on January 14th, asked the parties for information, and the parties replied on January 16th. Colombia pointed out in particular that its sole object was to restore public order in a part of its territory, and the Peruvian Government claimed, among other things, that its attitude was exclusively defensive and that no action would be taken which was contrary to the Covenant of the League of Nations. The Peruvian Government merely desired the modification of a part of a treaty which had proved to be inapplicable and was prepared to accord appropriate territorial compensations. The two Governments recognised the validity of the Treaty of 1922.

The Government of Peru, in a telegram dated January 23rd, 1933, asked the Council to order the suspension of all measures of force.

The Council placed the dispute on its agenda and discussed it on January 24th, 1933. The Council was informed of the measures taken before its meeting. It was reminded that the Secretary-General had communicated to its members on November 21st, 1932, a declaration from the Government of Ecuador regarding certain difficulties which had arisen between Colombia and Peru. The object of that declaration was to confirm rights claimed by Ecuador in the Amazon basin.

The Council entrusted the study of the dispute to a committee composed of the representatives of the Irish Free State, Spain and Guatemala.

The Council, on January 26th, sent to the parties two telegrams submitted to it by its Committee. In its telegram to the Government of Peru, it drew attention to the fact that it was the duty of Peru, as a Member of the League, to refrain from any intervention by force on Colombian territory and to ensure that all necessary instructions were given to the Peruvian commanders concerned that the military forces of Peru should take no action beyond the defence of Peruvian territory and should not hinder the Colombian authorities from the exercise of full sovereignty and jurisdiction in territory recognised by treaty to belong to Colombia. The Council, in communicating a copy of this telegram to the Government of Colombia, expressed the firm hope that, in the exercise of its legitimate rights, the Colombian Government would take the strictest precautions, not only to avoid the violation of Peruvian territory, but to make it clear to the Peruvian Government that it was not the intention of the Colombian Government to commit any such violation. The Council further trusted that, in the act of restoring order, the Colombian authorities would exercise all possible clemency and limit their action strictly to the preservation of order in their own territory.

The Council on February 3rd, on the recommendation of its Committee, sent a further telegram to the Government of Peru, intimating that the Government of Colombia had given formal assurances that it would conform strictly to the recommendation contained in the telegram sent by the Council on January 26th. The Council confirmed the principles contained in that telegram and expressed a desire to be kept informed of the results of the proposals for mediation made by the Government of Brazil. The Council hoped that these proposals would be successful.

The Committee of the Council, after the close of the session, kept in touch with the two Governments, and on February 16th and 17th asked the Peruvian Government for information in regard to the Peruvian military posts at Tarapacá, in Colombian territory.

The Peruvian Government replied to this request for information to the effect that the serious events which were taking place were due to an attack of Colombian forces upon the Peruvian occupants of Tarapacá. Tarapacá and Leticia belonged to the same territorial zone; the department of Loreto had protested against the unjustified cession of the zone and had decided to recover and occupy it on its own account.

2. *After the Appeal to the Council under Article 15 of the Covenant.*—The representative of Colombia, on February 17th, asked the Secretary-General on behalf of his Government to summon an extraordinary meeting of the Council under Article 15 of the Covenant with a view to examining the situation created by the aggression of which Colombia complained.

The Council noted the steps taken by the Secretary-General under paragraph 1 of Article 15. It heard from the representative of the Government of Colombia the statement contemplated in paragraph 2 of Article 15.

The Secretary-General informed the Council that, according to a telegram which he had received from the delegate of Peru, the memoranda presented by him to the Council constituted the substance of the Peruvian statement within the meaning of paragraph 2 of Article 15. The delegate of Peru regretted that he was unable to attend the meeting.

The President of the Council deplored the absence of the representative of Peru, which could not, however, interrupt the proceedings of the Council. The Council decided to entrust to the members of its Committee, assisted by the representatives of Colombia and Peru, the task of endeavouring to secure a settlement of the dispute in the manner provided by paragraph 3 of Article 15 of the Covenant.

The Committee of the Council submitted on March 1st a report which was adopted on the same day by the Council. The efforts made by the Committee, in conformity with the instructions which it had received from the Council, were explained in detail.

“ The Committee noted the agreement of the parties that the territory was under the absolute sovereignty of Colombia in virtue of a treaty. This territory having been occupied by Peruvian subjects, the question arose what action should be taken in order to secure an agreement between the parties which would be in harmony with the Covenant of the League of Nations.

“ The Committee wished to recall to the parties the statements made by the Peruvian delegate at the Council meeting of December 10th, 1931, when he said that :

“ (1) No State has the right to effect the military occupation of the territory of another in order to ensure the execution of certain treaties ;

“ (2) No State is entitled to oblige another—having invaded its territory—to enter upon direct negotiations on the bearing and legal value of treaties previously existing between the two States ;

“ (3) The exercise of the right possessed by each State to ensure the protection of the lives and property of its nationals must be limited by respect for the sovereignty of the other State, no State being entitled, in order to provide such protection, to authorise its military forces to penetrate into the territory of the other for the purpose of carrying out police operations ;

“ (4) The fact that a State has certain rights, claims, economic concessions, etc., in regard to another State does not entitle the former to effect the military occupation of the territory or to seize the property of the debtor State. Any recovery of debts by compulsion is illicit, in accordance with the principles accepted by the Second Peace Conference (The Hague, 1907).

“ The Committee agreed that the Peruvian Government should apply these principles in the case at issue.”

The report contained a chapter placing on record the support which the Governments of the United States of America and of Brazil had given the League throughout its efforts to find a solution of the dispute. The offer of the Government of Brazil to mediate has already been mentioned.

The Government of the United States of America supported both the mediation of Brazil and the efforts of the League of Nations.

The Council submitted to the parties the following proposals, which had already been officially communicated to them by its Committee, on February 25th :

“ (1) The Council's previous resolutions remain intact.

“ The proposals hereunder, however, are formulated with a view to the settlement provided for in Article 15, paragraph 3, of the Covenant.

“ (2) A League Commission to take charge of the territory.

“ The territory to be completely evacuated by the Peruvian forces.

“ (3) Colombia to place forces at the disposal of the League Commission ; these to become international forces for the duration of the negotiations.

“ The Commission to have power to attach to the international forces any other personnel it may think necessary.

“ (4) These forces and personnel to be responsible for maintaining order in the territory during the negotiations.

“ (5) The details of the execution of this programme to be settled by the Commission mentioned in paragraph (2).

" (6) The two parties shall decide as to the method of carrying on the negotiations, which will be undertaken for the purpose of studying in a conciliatory atmosphere the whole of the problems outstanding and the best manner of reaching a solution of them which shall be just, lasting and satisfactory.

" The negotiations shall be begun and carried out with all expedition.

" The Council is ready, at the request of either of the parties, to give its good offices in case of disagreement, whether as to the method of negotiation or as to any point of substance which may arise."

The covering letter to these proposals made to the representative of Peru contained the following paragraph :

" The Committee understands that your Government equally agrees that, if Peruvian military elements are on Colombian territory, they should be withdrawn as speedily as possible, subject to the necessary arrangements regarding modalities of such withdrawal, and all attacks on that territory discouraged."

These proposals, which were accepted on February 27th by the delegate of Colombia, were not approved by the Government of Peru, which submitted a series of counter-proposals.

The Committee, on March 8th, informed the Council that it did not regard the counter-proposals of the Peruvian Government as offering a basis for the solution of the dispute which it could recommend the Council and the Colombian Government to adopt, the President, however, declaring on behalf of the Council that the possibilities of a settlement under paragraph 3 of Article 15 would not be exhausted until the moment of the adoption of the report established under paragraph 4. The efforts of the Council did not result in bringing about a solution of the dispute and the Chairman of the Committee of the Council accordingly submitted to the Council the report mentioned in paragraph 4 of Article 15, containing a statement of the facts of the dispute and the recommendations which were deemed just and proper in regard to it.

(f) *Conclusions relating to the Dispute.*

The Council, in its report, reached the following conclusions :

" (1) That both Parties agree :

" (a) That the Treaty of March 24th, 1922, between Colombia and Peru is in force ;

" (b) That, in virtue of that treaty, the territory known as the ' Leticia Trapezium ' forms part of the territory of the Republic of Colombia.

" (2) That that territory has been invaded by Peruvians, who ejected the Colombian authorities from their posts.

" (3) That those Peruvians have been supported by the military authorities of the Department of Loreto (Peru).

" (4) That a Peruvian post has been established at Tarapacá on Colombian territory ; that this post was later captured by Colombian forces.

" (5) That the township of Leticia is still in the hands of the Peruvians.

" (6) That the Peruvian Minister for Foreign Affairs, in his telegram of February 17th, states that the Department of Loreto has decided to re-claim that territorial zone by occupying it on its own account.

" (7) That the Peruvian Minister for Foreign Affairs has stated, in his telegram of February 2nd, ' that it cannot be an obligation upon Peru not to interfere with the attack on Leticia, where there are Peruvians who, voicing the sentiments of the whole Department of Loreto, have gone there to protest against the iniquity which separated them from their country of origin regardless of the will of the inhabitants of the territory that was being dismembered and of their rights as a political minority '.

" (8) That the terms of settlement of the dispute proposed by the Council, in accordance with paragraph 3 of Article 15, have been accepted by the Colombian Government and rejected by the Peruvian Government."

In view of these conclusions, it having proved impossible to settle the dispute as provided in Article 15, paragraph 3, of the Covenant, the Council made the following recommendations, which it deemed just and proper in regard thereto :

" The provisions hereunder constitute the recommendations made by the Council in accordance with Article 15, paragraph 4, of the Covenant :

" The Council,

" (1) Seeing that the situation resulting from the presence of Peruvian forces in Colombian territory is incompatible with the principles of international law, with those of the Covenant of the League of Nations and of the Pact of Paris, which are binding on the two Parties, and to which the settlement of the dispute must conform ;

" And that it is necessary to establish as speedily as possible a situation in harmony with those principles ;

" And that, moreover, the Government of Colombia has accepted the proposals made by the Council in its telegram dated January 26th, 1933, to the effect that the strictest



precautions should be taken to avoid any violation of Peruvian territory and, in proceeding to the re-establishment of order, the Colombian authorities should show the requisite moderation :

*“ Recommends the complete evacuation by the Peruvian forces of the territory contained in the Leticia Trapezium, and the withdrawal of all support from the Peruvians, who have occupied that area.*

“ (2) Seeing that the Council has recognised the necessity for negotiations on the basis of the treaties in force between the Parties for the purpose of discussing all the problems outstanding and the best manner of reaching a solution of them which shall be just, lasting and satisfactory ;

“ And that the discussion of these problems will include the examination of any legitimate Peruvian interests :

*“ Recommends that the negotiations be begun and carried out with all expedition, as soon as suitable measures shall have been taken to carry out the first recommendation.*

“ The Council declares that, once the two Parties have stated their intention to comply with the above recommendations, it will be ready, at the request of either Party, to lend its good offices in case of disagreement as to any point either of procedure or of substance which may arise.

“ Each of the Parties is requested to inform the Secretary-General of the action it may take in compliance with the recommendations of this report.

“ The Council is confident that the Members of the League of Nations will refrain from any act that might prejudice the execution or delay the application of these recommendations.

“ The Council recalls that, at its meeting of March 11th, 1932, the Assembly of the League of Nations declared that it is incumbent upon the Members of the League of Nations not to recognise any situation, treaty or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.

“ It also recalls the provisions signed at Washington on August 3rd, 1932, by nineteen American States, including Colombia and Peru, whereby the signatory States declared themselves opposed to force and renounced it both for the settlement of their differences and as an instrument of national policy in the relations between American States.

“ The American nations declared in the same document that they would not recognise the validity of any territorial acquisitions that might be obtained by an occupation or conquest effected by force of arms.

“ The Secretary-General is requested to send a copy of this report to the Members of the League and the Governments of the United States of America, the United States of Brazil, Costa Rica and Ecuador.”

The Council unanimously adopted the report, Colombia voting for the report and Peru voting against it.

The Council, on the same day, March 18th, appointed an advisory committee under the following resolution :

“ Whereas, in virtue of Article 4, paragraph 4, of the Covenant, the Council may deal at its meetings with any question affecting the peace of the world, and therefore cannot withhold its attention from developments in the dispute between Colombia and Peru ;

“ Whereas it follows from Part II of the report adopted by the Council in virtue of Article 15, paragraph 4, that the Members of the League of Nations should refrain from any act that might prejudice the execution or delay the application of the recommendations of that report ;

“ Whereas, at its meeting of March 11th, 1932, the Assembly of the League of Nations declared that it is incumbent upon the Members of the League of Nations not to recognise any situation, treaty or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris ;

“ Whereas, in the provisions signed at Washington on August 3rd, 1932, by nineteen American States, including Colombia and Peru, the signatory States declared themselves opposed to force and renounced it both for the settlement of their differences and as an instrument of national policy in the relations between the American States ;

“ And whereas the American nations declared in the same document that they would not recognise the validity of any territorial acquisitions that might be obtained by an occupation or conquest effected by force of arms :

“ The Council decides to appoint an advisory Committee to watch the situation, assist the Council in the performance of its duties under Article 4, paragraph 4, and help the Members of the League for the same purpose to concert their action and their attitude among themselves and with non-member States.

“ The Committee shall consist of the representatives of the following Governments : United Kingdom of Great Britain and Northern Ireland, China, Czechoslovakia, France, Germany, Guatemala, Irish Free State, Italy, Mexico, Norway, Panama, Poland and Spain.

“ The Committee shall invite the Governments of the United States of America and Brazil to collaborate in its work in the manner they shall consider the most appropriate. “ The Committee is requested to report progress to the Council within three months of the adoption of this report.”

*(g) Events following the Adoption of the Report of the Council under Paragraph 4 of Article 15.*

Mr. Lester, representative of the Irish Free State, was elected Chairman of the Advisory Committee, and the Governments of the United States of America and the United States of Brazil agreed to co-operate with it. They declared themselves ready to appoint each a representative, not as a member of the Committee, but to participate in its discussions without the right to vote.

The representative of Colombia, on March 19th, informed the Advisory Committee that encounters had taken place near Tarapacá on Colombian territory between Colombian and Peruvian forces.

On March 20th, he stated that Peruvian aircraft had bombarded Tarapacá.

The representative of Colombia, on March 29th, informed the League of Nations that, on March 26th, two Colombian gunboats navigating the Upper Putumayo had been attacked on reaching Güépi by the Peruvian garrison troops in that district. The Colombian troops had dislodged their assailants and occupied their positions.

The delegate of Peru, on March 30th, also informed the Committee that Colombian military forces had attacked and taken Güépi on March 27th, a Peruvian station on the Upper Putumayo, situated at some thousand kilometres from Leticia. The Peruvian Government considered that a new situation had been created and asked the Committee of the Council to consider it and to lay down that any progress of the military forces of Colombia on Peruvian territory, or any attempt on the part of Colombia to restore her authority at Leticia, would constitute an act of war against Peru.

The Advisory Committee met on April 5th and April 6th, 1933, and heard verbal statements from the representatives of the two countries. It noted that the Government of Peru, in conformity with Article 8 of the Treaty of 1922 between Colombia and Peru, intended to respect the free passage of Colombian vessels, military or otherwise, on the river Putumayo. The representative of Colombia declared that his Government had no territorial designs in Peruvian territory and would evacuate Güépi as soon as the trapezium of Leticia had been evacuated by the Peruvian forces.

The Committee, having discussed the question, came to the conclusion that it would be possible to make further efforts to effect, with the co-operation of the two parties, a rapid execution of the recommendations of the Council of March 18th, 1933. In these circumstances, it postponed its reply to the letter of the representative of Peru of March 30th and instructed its Chairman to follow the further progress of events, keeping in touch with the parties and with the members of the Committee who might be able to furnish him with useful information for the attainment of the desired object.

The Chairman was authorised to convene the Committee when he thought it useful to do so and in any case before the next meeting of the Council in May 1933.

Further negotiations ensued, but, on May 10th, the President of the Advisory Committee, Mr. Lester (Irish Free State) was able to submit to the parties a document in which was embodied a procedure for putting into effect the recommendations contained in the report adopted by the Council of the League of Nations on March 18th.

The agreement was in the following terms :

“ The Advisory Committee recommends the Governments of Colombia and Peru to adopt the following procedure for putting into effect the recommendations embodied in the report adopted by the Council of the League of Nations on March 18th, in order to avoid any incident that might aggravate the relations between the two countries :

“ (1) The Governments of the Republic of Colombia and the Republic of Peru accept the recommendations approved by the Council of the League of Nations at its meeting on March 18th, 1933, under the terms of Article 15, paragraph 4, of the Covenant, and declare their intention to comply with those recommendations.

“ (2) The Council shall appoint a Commission which is to be at Leticia within a period not exceeding thirty days. The Peruvian forces in that territory shall withdraw immediately upon the Commission's arrival, and the Commission, in the name of the Government of Colombia, shall take charge of the administration of the territory evacuated by those forces.

“ (3) For the purpose of maintaining order in the territory which it is to administer, the Commission shall call upon military forces of its own selection and may attach to itself any other elements it may deem necessary.

“ (4) The Commission shall have the right to decide all questions relating to the performance of its mandate. The Commission's term of office shall not exceed one year.

“ (5) The Parties shall inform the Advisory Committee of the Council of the League of Nations of the method whereby they propose to proceed to the negotiations contemplated in No. 2 of the recommendations of March 18th, 1933, and the Committee shall report to the Council accordingly.

" (6) The Council of the League of Nations reminds the Parties that it has declared itself ready to lend its good offices at the request of either Party in case of disagreement as to any point either of procedure or of substance which may arise. The Council considers that it cannot withhold its attention from developments in the dispute.

" (7) The Government of the Republic of Colombia will take upon itself the expenses involved by the working of the Commission and the administration of the territory to which the mandate conferred on the Commission relates.

" (8) In consequence of the acceptance of the foregoing proposals, the Governments of Colombia and Peru shall give the necessary orders for all acts of hostility to cease on either side and for the military forces of each country to remain strictly within its frontiers.

" The undersigned, representatives of the Governments of Colombia and Peru, accept, on behalf of their Governments, the procedure for putting into effect the recommendations proposed by the Council in the report which it adopted on March 18th, 1933, in the form proposed by the Advisory Committee and approved by the Council at its meeting of May 25th, 1933. They recognise that the meaning of certain points in this procedure is defined in the annexed letters dated May 25th, 1933, addressed by the President of the Advisory Committee, with the approval of the Council, to the two above-mentioned Governments."

The agreement was accompanied by a letter which the Advisory Committee had authorised its Chairman to send to the representatives of Colombia and Peru with a view to elucidating certain articles of the Agreement. The Agreement was signed by the representatives of the two countries and the President of the Council on May 25th, 1933.

The Council at the same time adopted the two following resolutions :

" I. In view of the arrangement which has just been signed by the representatives of Colombia and Peru concerning the procedure for putting into effect the recommendations proposed by the Council in the report which it adopted on March 18th, 1933 :

" (a) The Council, having agreed to appoint a Commission which is to be at Leticia within a period not exceeding thirty days :

" Invites the Advisory Committee, in collaboration with the Secretary-General, to appoint the members of this Commission and to arrange for their taking up their duties within the time-limit agreed upon ;

" Directs the Secretary-General to provide the Commission with the necessary staff.

" (b) The Council takes note that the Government of the Republic of Colombia has taken upon itself the expenses involved by the working of the Commission and the administration of the territory to which the mandate conferred upon the Commission relates.

" The Council directs the Secretary-General to make all necessary arrangements, financial and other, for the carrying out of the obligations assumed by the Colombian Government in connection with the appointment, pay and expenses of the members of the Commission and the secretariat to be provided by the League of Nations.

" As regards all other expenditure connected with its mandate, the Commission will make its financial arrangements direct with the Colombian Government.

" II. The Council thanks the Advisory Committee appointed on March 18th, 1933, to watch the situation, assist the Council in the performance of its duties under Article 4, paragraph 4, and help the Members of the League, for the same purpose, to concert their action and their attitude among themselves and with non-member States ;

" Approves all the steps taken by it in discharge of the mission entrusted to it ;

" Invites it to continue its work in accordance with the terms of the agreement signed to-day by the representatives of Colombia and Peru as well as of the resolution just adopted by the Council."

The Advisory Committee, following these resolutions, invited the Governments of the United States of America, the United States of Brazil and Spain each to appoint a member of the Commission.

#### IV. DISPUTE BETWEEN HIS MAJESTY'S GOVERNMENT IN THE UNITED KINGDOM AND THE IMPERIAL GOVERNMENT OF PERSIA.

##### SUBMISSION OF THE ANGLO-PERSIAN DISPUTE TO THE LEAGUE OF NATIONS.

On December 14th, 1932, the Secretary-General received from the United Kingdom Government a request that the dispute which had arisen between the United Kingdom and Persia in consequence of the action of the Persian Government in purporting to cancel the D'Arcy Concession held by the Anglo-Persian Oil Company should be placed on the agenda of the Council in accordance with the terms of Article 15 of the Covenant, the United Kingdom Government being of opinion that the dispute was likely to lead to a rupture. The United Kingdom Government at the same time declared that the statement of the case of His Majesty's Government would be communicated to the Secretary-General at the earliest possible moment,

and expressed the hope that the Council might find it possible to deal with the matter on December 19th or 20th. The statement of the United Kingdom Government reached the Secretariat on December 16th.

These documents were immediately communicated to His Excellency A. Khan Sepahbodi, the permanent delegate of Persia accredited to the League of Nations, and forwarded to the Council and to the States Members of the League.

The Persian Government was informed that the meeting of the Council would take place on December 19th. M. Sepahbodi, in a note addressed to the Secretariat on December 17th, intimated that his Government had no objection to the question being referred to the Council, but observed that a certain time would be necessary to allow of the presence at Geneva of a representative specially sent from Teheran. He added that the Persian Government, as it had already stated, pending an agreement with the Anglo-Persian Oil Company, had not taken and had no intention of taking any measures against that undertaking and that there was no reason for considering the matter as urgent.

The President of the Council, Mr. Lester, on December 18th, sent a telegram to London and to Teheran declaring that he was fully confident that, pending the examination of the dispute by the Council, the two Governments would refrain from any act or step that might aggravate or extend it. On the same day, the Deputy Secretary-General, replying to the note of the Persian Government, informed it by telegram that, on the formal request of the United Kingdom Government, in which reference was made to the final paragraph of their memorandum (conservatory measures), the Council would meet on the following day, December 19th, to consider the communications received and to fix the date for beginning its examination of the question, having regard to the date of arrival of the special representative from Persia. The Secretary-General, in the same telegram, intimated that the President of the Council interpreted the declaration of the Persian Government that it had not taken and had no intention of taking any measures against the Anglo-Persian Oil Company as an undertaking on the part of the Persian Government to avoid any change in the present state of affairs that might aggravate the dispute.

#### STATEMENT OF THE UNITED KINGDOM GOVERNMENT.

The memorandum of the United Kingdom Government, which reached the Secretariat on December 16th, began with an historical summary of the circumstances which had given rise to the dispute. The memorandum first established the legal position of the Anglo-Persian Oil Company, which had become the legal successor of Mr. William Knox D'Arcy in respect of the rights acquired by him under the concession granted to him by the Persian Government on May 28th, 1901.

Article 10 of the concession, under which the Persian Government was to receive, in addition to certain sums in cash and shares which had been duly paid, 16 per cent of the annual net profits of any companies formed to work the concession, did not define the basis on which the annual net profits of any such company were to be estimated in calculating the royalty due to the Persian Government. Various interpretations had arisen in regard to this point and the Persian Government appointed the late Sir Sydney Armitage-Smith, who, at that time, was its financial adviser, as its representative to adjust finally all questions in dispute between itself and the company.

On December 22nd, 1920, two agreements were signed. One of the agreements fixed the basis upon which the company's profits were to be calculated. The company, under the other agreement, consented to pay to the Persian Government in final settlement of all outstanding claims a sum of £1,000,000 sterling. From 1920 till about 1928, the arrangements defined in these agreements served the purposes for which they were designed.

In 1929, at the request of the Persian Government, negotiations were again opened, this time with a view to a revision of the concession. The negotiations did not immediately result in a settlement, but, after an interruption of the conversations, a preliminary agreement was signed at the beginning of 1932 between His Highness Teymourache, Minister of Court, and Sir John Cadman, Chairman of the Anglo-Persian Oil Company. A formal draft royalty agreement, as provided in the preliminary agreement, was initialled in London on behalf of the company and by a representative of the Persian Government, but was not ratified by the Persian Government, which, in June 1932, asked the company to send representatives to Teheran to explain the draft and to amend the text. The company, in reply, proposed that the Persian Government should send its representatives to London. The Persian Government confined itself to intimating that it was studying, for submission to the company, proposals which were upon an entirely different basis from those contained in the draft agreement. These proposals, however, were not communicated to the Anglo-Persian Oil Company.

Meanwhile the Persian Government, after having protested regarding the smallness of the provisional royalty figures for the year 1931, a difference due to the depression in the oil industry (£306,872 as compared with £1,288,312 in 1930), intimated that it refused to accept the royalty in question.

The Persian Government on November 27th, 1932, addressed to the Resident Director in Teheran of the Anglo-Persian Oil Company a note representing that the D'Arcy Concession of 1901 did not, in its opinion, protect the interests of Persia. As the company had not taken any practical steps to protect those interests, the Persian Government had small hope of achieving the object in view by means of negotiation with the company and therefore found itself obliged to cancel the concession. "Should the Anglo-Persian Oil Company however be prepared, contrary to the past, to safeguard Persian interests in agreement with the views of the Persian Government, on the basis of equity and justice, with the necessary security for safeguarding

those interests, the Persian Government would not in principle refuse to grant a new concession to the Company."

The United Kingdom Government, on being informed of this situation by their Minister in Teheran, felt it necessary to take up the matter in exercise of their right to protect a United Kingdom national injured by acts committed by another State contrary to international law.

The United Kingdom Minister in Teheran on December 2nd, 1932, accordingly forwarded to the Persian Government a note protesting against the action of the Persian Government.

The Persian Minister for Foreign Affairs replied on December 3rd (1) reaffirming the right of the Persian Government to cancel the concession and repeating the grounds of its decision ; (2) emphasising its readiness to negotiate directly with the company with a view to granting a new concession, and (3) representing that the responsibility for any damage accruing to the company would rest on the company itself.

The United Kingdom Government replied on December 8th, declaring that they were anxious for a friendly agreement to be reached between the Persian Government and the Anglo-Persian Oil Company, but that they could not regard the Persian note of December 3rd as offering a satisfactory basis for settlement. If the Persian Government should be unwilling to withdraw its notification relating to the cancelling of the concession by December 15th, the United Kingdom Government would have no alternative but to refer the dispute which had arisen in regard to the legality of the action of the Persian Government to the Permanent Court of International Justice at The Hague as a matter of urgency under the Optional Clause. The United Kingdom Government further declared that they would hold the Persian Government responsible for any damage accruing to the company as a consequence of its action and that they would regard themselves as entitled to take all such measures as the situation might require for the protection of the company.

On December 12th, the Persian Government forwarded to the United Kingdom Legation at Teheran a note (1) contesting the competence of the Permanent Court at The Hague on the basis of Article 36 of the Statute of the Court ; (2) declaring that, since it had no participation whatever in the activities of the company and since it had not interfered in the affairs of the company, it could not recognise any responsibility in regard to the company ; (3) reaffirming its desire to come to an agreement directly with the company and alleging that the attitude adopted by the United Kingdom Government had become an obstacle which rendered more difficult an agreement between the two parties, and (4) declaring that it regarded itself as entitled to bring to the notice of the Council of the League of Nations the threats and pressure to which it had been subjected.

The United Kingdom Government, though they were convinced that the contention regarding the incompetence of the Permanent Court was not legally well founded, realised that Persia, if she desired to bring the matter before the Council, would have the right to require that proceedings before the Court should be suspended, with the result that time would be lost. The United Kingdom Government, in these circumstances, thought it right to adopt the other course which was open to them under Article 15 of the Covenant and to submit the matter to the Council.

The United Kingdom Government, in conclusion, took a serious view of the situation created by the action of the Persian Government, which, while negotiations were in progress with the Anglo-Persian Oil Company, without even communicating to the company the new proposals which it was waiting to receive, and without making any attempt to invoke the arbitration provisions of Article 17 of the concession, had cancelled the concession itself.

If this act were to be followed by an attempt on the part of the Persian Government to take possession of the company's properties and plant, or if any action or inaction of the Persian Government should lead to serious damage to these properties and plant, or adversely affect the safety of the company's staff, a situation of the utmost gravity would arise.

The United Kingdom Government observed that they had taken no steps in the matter at all until the Persian Government had taken the illegal step of cancelling the concession. Their intervention could not therefore be regarded as having prevented or impeded an agreement between the parties, but had become necessary when it became clear that the negotiations between the parties could not fruitfully be continued on the basis of a situation created by the unilateral act of the Persian Government in cancelling the concession.

The United Kingdom Government, while they were anxious that the present dispute should not disturb its friendly relations with the Persian Government, urged upon the Council the necessity of taking such steps as it might consider appropriate to ensure the maintenance of the *status quo* and to prevent the interests of the company from being prejudiced while proceedings were pending before the Council.

#### MEETING OF THE COUNCIL OF DECEMBER 19TH, 1932.

The permanent delegate of Persia, M. Sepahbodi, attended the meeting as representative of his Government. The representatives of the two parties, following a short statement by the President of the Council and the Deputy Secretary-General, were heard by the Council. They agreed in recognising that a short delay was necessary and in affirming the desire of their respective Governments that the dispute should not in any way disturb the friendly relations existing between the two countries and that the action of the Council might result in a friendly and just settlement.

The President, after having expressed his satisfaction at the steps taken by the Deputy Secretary-General, proposed that the Council should place the question on the agenda of its next session, to open on January 23rd, 1933. He expressed the hope that the parties would

abstain from any step which might prejudice the action of the Council or which might aggravate or extend the dispute. He recalled that the procedure of the Council did not exclude the possibility of an agreement between the two parties.

The observations of the President were approved.

#### MEMORANDUM SUBMITTED BY THE PERSIAN GOVERNMENT.

The memorandum of the Persian Government reached the Secretary-General on January 18th, 1933.

The Persian Government, in this memorandum, does not question the legality of the concession, but confines itself to observing, "in order that the facts may be presented in their true light", that, at the time of the concession, there was no constitutional government in Persia and that the administration of the country offered no guarantees, the different parts of Persia being under two influences and divided into two zones, one being British and the other Russian.

The Persian Government, by the terms of the contract, granted the concessionaire, over a territory comprising the whole of the Empire, except five provinces, a great many advantages, including power to acquire the necessary lands (Article 3); freedom from all imposts and taxes for the lands acquired (Article 7) and freedom from taxes and Customs duties (Article 7).

The concessionaire undertook on his side to employ only Persian subjects, with the exception of the technical staff (Article 12); to pay a fixed annual due of 2,000 tomans (Article 4) and a variable due, equal to 16 per cent of the annual net profits (Article 10). The concessionaire company did not, however, in the opinion of the Persian Government, always scrupulously fulfil its obligations. It began by delaying the payment of the fixed annual due and, in 1909, the arrears amounted to 16,000 tomans. The Persian Government, having recourse to Article 17 of the contract, requested arbitration, but the company refused. The variable dues were still unpaid in 1919.

The company, during the war, attempted to make the Persian Government responsible for the fact that the pipe lines had been cut by armed bands. The Persian Government, declining all responsibility, proposed that the dispute should be settled by arbitration (Article 17). The company would not agree and, acting as judge and party in the case, refused to settle the dispute.

The Persian Government then employed a sworn accountant, a British subject, Mr. William McLintock, to examine the books and accounts of the company and those of its subsidiaries in order to ascertain what losses the company might have sustained during the war. Mr. McLintock recognised in his report that the contentions of the Persian Government were justified and made certain statements in criticism of the company.

Mr. Armitage-Smith, the Financial Adviser lent by the United Kingdom Government to Persia, was subsequently appointed to settle the questions outstanding. He made an arrangement with the company, fixing the amount of arrears and the basis on which the dues were to be calculated, and providing for a modification of Article 17 relating to arbitration.

The Persian Government noted that the proposed text was not limited to interpreting the D'Arcy Concession, and this opinion was endorsed by the firm of lawyers, Messrs. Lumley and Lumley. The new draft was therefore not submitted to the Persian Parliament for approval. As the result of discussions which took place on the subject, the Minister of Court wrote to Sir John Cadman referring to the obsolescence of the D'Arcy Concession and the absolute necessity of recasting it. Sir John Cadman, confronted with this situation, said that he was prepared to negotiate with a view to a revision of the concession, and, in March 1929, he went to Teheran to discuss the draft of a new concession.

On August 7th, 1931, however, Sir John Cadman categorically stated in a letter to the Minister of Court that the revision of the concession could no longer be contemplated. The Persian Government, still convinced of the necessity for revision, had thus to content itself with determining the basis of the calculation of the dues.

Towards the end of 1931, a preliminary draft concerning the calculation of the dues was negotiated. Other conversations took place in Paris in January 1932 between the Minister of Court and Sir John Cadman, but without result.

The preliminary draft was forwarded to the Persian Government, but the Cabinet, finding the text obscure, asked the company to send a representative to furnish the necessary explanations. The company refused. The Persian Government, in those circumstances, saw no other course but to cancel the concession. It felt itself all the more justified in doing so as the company holding the concession had not fulfilled all the obligations by which it was bound.

Under Article 1, the company undertakes to develop and render suitable for trade the oil and other products covered by the concession throughout the whole extent of the Persian Empire. The Anglo-Persian Company, however, has performed the greater part of the preparatory processes on Persian petroleum outside Persia.

Article 12 lays down that the workmen employed in the service of the concession should be Persian subjects except the technical staff, which is limitatively defined. The concessionaire has evaded that obligation indirectly by constructing refineries outside Persia and directly by employing Indian workmen in Persia in spite of the protests of the Persian Government.

The execution of Article 10, regulating the dues, has always been seriously incomplete, particularly in regard to the payment of the 16 per cent royalty on the profits of the subsidiary companies.

Similarly, Article 17 relating to arbitration was not applied by the concessionaire when the Persian Government requested its application.

Roman Law allows a party which is suffering from the non-fulfilment of undertakings assumed towards him to notify the other party that he regards himself as released from his own obligations. French Law requires the party to apply to the courts in order to vindicate his rights.

Persian Law permits the party himself to cancel the contract of his own motion, in the case of complete non-fulfilment or partial but serious non-fulfilment, as in the present case. There can be no grievance against the Persian Government for having followed the principle of Persian Law. It cannot be asked to resort to the arbitration procedure provided by Article 17, since, having cancelled the contract, it cannot be regarded as bound by an article of the contract.

Moreover, the decision taken is not one against which the company has no remedy. The company may apply to the Persian courts. It can also negotiate a new contract with the Persian Government.

These methods of settlement have been blocked by the intervention of the United Kingdom Government which have claimed to remove from the jurisdiction of the municipal courts a dispute which naturally belongs to them.

The United Kingdom Government have summoned Persia before the Council under Article 15 of the Covenant.

Article 15 requires for its application a dispute likely to lead to a rupture. Such dispute, however, can only exist when a Government has by means of diplomatic protection taken up the cause of one of its nationals. Diplomatic protection presupposes a violation of general or conventional international law and the previous exhaustion of municipal remedies, and a procedure which consists in cancelling a contract based on its non-fulfilment is incontestably not a violation of international law.

Even if the action of the Persian Government in cancelling the contract were not well founded, diplomatic protection could only come into play after the municipal courts had been given an opportunity of dealing with the matter.

This last principle was recently maintained in the Council of the League by the United Kingdom Government themselves in the dispute which had arisen between them and the Finnish Government regarding a requisition of vessels during the war.

The Persian Government, in conclusion, represents that the Anglo-Persian Company, the British national concerned, has not only not exhausted, but has not even begun to use, the legal remedies open to it under Persian municipal law, and therefore that the condition precedent to diplomatic intervention has not been fulfilled. The British Government have therefore no right to make a diplomatic claim in respect of the present case, a fact which, in virtue of paragraph 1 and in any case of paragraph 8 of Article 15, precludes any application of that article.

#### MEETING OF THE COUNCIL ON JANUARY 24TH, 1933.

The Anglo-Persian dispute, in conformity with the decision adopted by the Council on December 19th, 1932, was submitted to the ordinary session of the Council which began on January 23rd, 1933.

The question was taken up on January 24th in the presence of M. Davar, representative of Persia.

On the proposal of the President, the representative of Czechoslovakia was appointed Rapporteur.

#### MEETING OF THE COUNCIL OF JANUARY 26TH, 1933.

The two parties completed by oral statements the written statements which they had already addressed to the League.

Sir John Simon developed the British point of view, going back to the origins of the dispute, describing its various phases and replying to the observation made by the Persian Government in its memorandum. He expressed the view that, since the concession had been cancelled by a legislative act approved by the Mejliss, the Anglo-Persian Oil Company had been deprived of any possibility of remedy in the Persian courts, which would have been obliged to conform with the law which had been passed. Diplomatic intervention, therefore, seemed to him justified in the circumstances.

M. Davar, in reply, repeated and developed the arguments contained in the Persian memorandum, affirming that the approval given by the Mejliss to the act of the Persian Government in cancelling the concession did not in any way prejudice the possibility of recourse to the judicial remedies provided by the laws of Persia.

The Rapporteur, following a series of rejoinders of the two parties, declared that the arguments adduced on either side rendered necessary a thorough study of the question. He accordingly asked the Council to adjourn the discussion until a later meeting.

The proposal was adopted.

#### MEETING OF THE COUNCIL OF FEBRUARY 3RD, 1933.

The Rapporteur informed the Council that he had obtained from the two parties the conclusion of a provisional agreement on the following bases :

I. The two parties agree to suspend all proceedings before the Council until the session of May 1933, with the option of prolonging, if necessary, this time-limit by common agreement.

2. The two parties agree that the company should immediately enter into negotiations with the Persian Government, the respective legal points of view being entirely reserved.

3. The two parties agree that the legal standpoint of each of them as stated before the Council in their memoranda and in their verbal statements remains entirely reserved. If the negotiations for the new concession remain without result, the question will come back before the Council, before which each party remains free to resume the defence of its case.

4. In accordance with the assurance given by the Persian Government in its telegram of December 19th, 1932, to the President of the Council, it is understood that, while negotiations are proceeding and until the final settlement of the question, the work and operations of the company in Persia will continue to be carried on as they were carried on before November 27th, 1932.

The Rapporteur therefore submitted the following resolution for the approval of the Council :

“ The Council,

“ Having had referred to it the dispute between His Majesty's Government in the United Kingdom and the Imperial Persian Government :

“ (1) Takes note of the cases put before it by the two parties concerned and reserves the right to study them ;

“ (2) Appreciates the wisdom of the two parties to the dispute in refraining from any steps likely to aggravate the situation ;

“ (3) Approves the present report, together with the conclusions of the provisional arrangement to which the conversations between the Rapporteur and the two parties have led.”

The Council adopted the resolution.

#### THE CONCLUSION OF THE DISPUTE.

Negotiations were started at Teheran between the representatives of the Anglo-Persian Oil Company and the Imperial Government of Persia.

The Secretary-General on May 1st, 1933, received from M. Foroughi, Foreign Minister of Persia, the following telegram which he forwarded to the Members of the Council and of the League of Nations :

“ I have the honour to inform you that, in virtue of the provisional arrangement concluded at Geneva and approved by the Council resolution of February 3rd last, the Imperial Government has opened negotiations for a new concession with representatives of Anglo-Persian Oil Co. I am happy to announce that conversations have led to the conclusion of the new concession, which was signed on April 29th, 1933.—FOROUGHI, *Foreign Minister.*”

#### MEETING OF THE COUNCIL ON MAY 26TH, 1933.

The question was placed on the agenda of the seventy-third session of the Council, under point 1 of the provisional agreement between the two parties, as approved by the Council on February 3rd, 1933.

The representative of Czechoslovakia, acting as Rapporteur, drew the attention of the Council to the communication received from the Minister for Foreign Affairs of Persia, adding that, having got into touch with the two parties, he had ascertained that, as a result of the signature of the new concession, the dispute between the two Governments might be regarded as virtually at an end.

The Council was then on the point of rising and the Rapporteur asked that he might at its next session submit a report on the complete and final liquidation of the dispute.

M. Sépahbodi, representative of Persia, expressed his satisfaction at the happy solution of the difficulties which had arisen between his Government and the Anglo-Persian Oil Company.

Mr. Eden, representative of the United Kingdom, said that the text of the new concession granted to the Anglo-Persian Oil Company had been submitted to the Mejlis and was to be promulgated by the Shah. He was confident that these last formalities would be completed so as to permit the Council, at its next session, to liquidate the question in conformity with paragraph 3 of Article 15 of the Covenant.

#### V. EIGHTH REPORT OF THE STRAITS COMMISSION, COMMUNICATED TO THE LEAGUE OF NATIONS UNDER ARTICLE 15 OF THE STRAITS CONVENTION OF JULY 24TH, 1923.

The President of the Straits Commission forwarded to the Secretary-General on March 25th, 1933, a note covering the annual report on the work of the Commission for the year 1932.

The report is divided into three parts. The first deals with the work of the Commission in 1932 ; the second gives information on the conditions at present regulating the passage of ships and aircraft through the Straits ; the third contains documentary annexes.

The first part of the report affords information on the budget of the Commission, which, including the interest on its deposits in current account, shows for the year 1932 a surplus of



£T237.82. Other information contained in the report relates to the composition of the strongest fleet in the Black Sea—namely, the fleet of the Union of Soviet Socialist Republics ; the passage of foreign warships through the Straits in 1932 ; the health regulations in force in the Straits ; the life-saving service ; the installation of wireless lighthouses at the entrance to the Bosphorus ; the movement of seagoing merchant vessels in the Straits during the year 1932, and other matters. There is a slight decrease in the movement of merchant vessels in comparison with the year 1931, but the figures nevertheless show a total tonnage of almost double that of 1928.

The second part of the report gives the rules governing the passage through the Straits of warships, aircraft and merchant vessels either in time of peace or in time of war.

The third part contains charts and information, including the regulations governing the admission of foreign warships to Turkey, the regulations in force in the port of Istanbul, the regulations applied to air navigation in Turkey, with particulars regarding dues, signals, pilotage and buoyage of vessels and the movement of seagoing merchant vessels in the Straits during 1932.

The Secretary-General, in conformity with the resolution of the Council of June 5th, 1928, has communicated the report of the Straits Commission to the Members of the League of Nations, to the Powers signatory of the Straits Convention, and to the technical organisations of the League—namely, the Health Committee of the League, the Permanent Committee of the Office international d'Hygiène publique, the Permanent Advisory Commission for Military, Naval and Air Questions and the Advisory and Technical Committee for Communications and Transit.

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ADMINISTRATIVE QUESTIONS.

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I. TERRITORY OF THE SAAR.

The Council and Members of the League have been kept informed of the various questions concerning the Saar by means of the periodical reports of the Governing Commission which are published regularly in the *Official Journal* of the League.

The Council, since September 1932, has been required to consider two questions : the appointment of the Chairman and members of the Governing Commission and the situation of the Saar officials after the plebiscite.

APPOINTMENT OF THE CHAIRMAN AND MEMBERS OF THE GOVERNING COMMISSION.

The Council, on January 24th, 1933, appointed the five members and the Chairman of the Governing Commission for a period of one year, as from April 1st, 1933.

The Commission is at present composed as follows :

Mr. KNOX ( <i>Chairman</i> ) (British)	M. MORIZE (French)
M. D'EHRENROOTH (Finnish)	M. ZORICIC (Yugoslav)
M. KOSSMANN (Saar)	

The Council decided that the provisions concerning the salaries of the members of the Commission and the entertainment allowance of the Chairman should remain as fixed by the resolution adopted by the Council on January 30th, 1932.

SITUATION OF THE SAAR OFFICIALS AFTER THE PLEBISCITE.

The Chairman of the Governing Commission of the Saar Territory, in a letter dated May 4th, 1933, informed the Council that circumstances over which he had no control had given rise to some misgiving among the Saar officials. The Governing Commission considered that, in view of the facts mentioned in the letter addressed to the Council and the near approach of the plebiscite, it was desirable to assure, by practical decisions, in the case of all officials of the Saar Territory without distinction of origin or nationality, that the rights which they held at present and in respect of the future under the appointments which they had received from the Governing Commission would in any case be fully safeguarded.

The Council considered the matter during its meeting on May 27th, 1933. In adopting a report submitted by the representative of Italy, the Council declared that it shared the legitimate anxiety of the Governing Commission that the officials of the Territory should receive guarantees as to the future and the assurances which were indispensable to the efficient performance of their duties. The Governing Commission, moreover, was assured of the moral support of the Council in regard to any measures which it might feel it necessary to take. The Council, upon this report, adopted a resolution, in which the principle was laid down that the rights of the officials of the Saar Territory would in any event be safeguarded, the means of applying this principle being reserved for later decision.

#### CHANGES IN THE POSITION OF DOCUMENTS PRESERVED WITH A VIEW TO THE PLEBISCITE.

In accordance with the recommendation made by the provisional Records Commissioner for the Saar Plebiscite in his report of October 31st, 1923, the seven sub-prefects of the territory, together with the Mayor of the town of Saarbruck, have sent quarterly reports for the period April 1st, 1932, to March 31st, 1933, while the Governing Commission has sent two half-yearly reports for the year 1932. The local authorities, as required by the recommendations of the Provisional Commissioner, continue to send special notification of any change in the position of documents.

#### PETITIONS FROM PERSONS LIVING IN THE SAAR TERRITORY.

Since the last report to the Assembly, three petitions have been communicated to the Council, in conformity with its resolution of May 17th, 1920 : a petition from the Association of Pensioners of Altenwald, a petition from certain political parties in the commune of Dudweiler, and a petition from a private individual.

#### DISASTER AT NEUNKIRCHEN.

The Governing Commission, on February 18th, 1933, sent to the Council a technical report on the disaster which occurred at Neunkirchen on February 10th, 1933. The Commission, in an annex to its fifty-third periodical report, has included a report on the judicial enquiry into the explosion of the gasometer.

#### GENERAL QUESTIONS.

##### *Periodical Reports.*

In accordance with the arrangements approved by the Council on May 17th, 1920, the Governing Commission has forwarded to the League of Nations its fifty-first, fifty-second and fifty-third periodical reports, covering the third and fourth quarters of 1932 and the first quarter of 1933 respectively.

##### *Economic and Social Situation.*

The Governing Commission forwards statistics on production, the cost of living and unemployment. The cost of living, which had decreased slightly during the summer months of 1932, has shown an upward tendency as from the month of October. The number of unemployed, which also decreased during the summer months, reached the figure of 45,700 in January 1933 and 42,258 in the month of March 1933, which represents an increase of 13,659 in comparison with the corresponding month of the previous year. All the unemployed and their families receive relief from the funds provided for that purpose.

##### *Political Situation.*

The Advisory Council and the Technical Committee have reviewed at their meetings the various draft Decrees submitted to them by the Governing Commission.

##### *Home Department.*

The Governing Commission, which has endeavoured gradually to return to normal conditions in respect of housing arrangements, has nevertheless been obliged to prolong, until December 31st, 1933, the validity of its Decree of June 28th, 1929. It has, however, excepted various categories of housing accommodation from the system in force as and when the accommodation in question became available.

The term of office of the municipal and district councillors having expired, new elections were held on November 13th, 1932. The percentage of voters in proportion to the electors increased to 76.3 per cent and the result of the elections, compared with those of 1929, showed an appreciable increase of the extreme parties on the right and on the left to the detriment of the other parties.

The Governing Commission, as a result of incidents which occurred at Saarbruck, decreed on November 8th the dissolution of all the National-Socialist Organisations.

Certain newspapers were temporarily prohibited and all political meetings. This last prohibition was removed, however, in respect of so-called closed meetings, on condition that the organisations concerned took the necessary precautions to avoid incidents or any demonstrations on the public highway likely to disturb public order.

##### *Finance.*

The budget for the financial period 1932 was submitted in circumstances which made it particularly difficult to balance it. The Governing Commission, though it had effected a certain number of economies, was obliged to carry into effect, in the months of July and August 1932, a series of fiscal decrees providing, in particular, for an increase of taxation.

The Governing Commission, voting the budget for 1933, made a general examination of the financial situation of the Saar Territory. It was found that it would probably be necessary to draw upon the reserves to the extent of several million francs, and the Governing Commission therefore examined the budget for 1933 in a spirit of strict economy.

### *Economic Questions.*

The Governing Commission, by a Decree dated October 8th, 1932, effected a valorisation of the credits resulting from mortgages in paper marks. The rate of valorisation was fixed at 30 per cent of the gold value of the mortgages. The Governing Commission, by another Decree, has taken steps to protect retail trade against the excessive extension of certain new practices, such as the granting of *primes*, gross sales and the establishment of single-price shops. The Department for Economic Questions, during the last quarter of 1932, distributed among the Saar firms the import and export quotas provided for under the Franco-German Commercial Agreement.

The Governing Commission is continuing its negotiations with the competent French authorities in order to obtain for the Saar people and Saar commerce facilities for the import of quota goods subject to an import licence.

### *Public Education and Public Worship.*

The Governing Commission, though the financial situation called for severe budgetary economies, was able to send a certain number of professors abroad with a view to the continuation of their studies.

As a result of the terrible disaster at Neunkirchen, all the school buildings of the city suffered serious damage. It was necessary to organise a system of rotation in order to carry on the work of the schools, which had been completely interrupted for some fifteen days. Normal conditions in the schools of Neunkirchen will only be restored at the beginning of the new school year.

### *Railways.*

The continuous development of the road transport services, encouraged by taxes which are clearly inadequate to cover the cost of maintaining the roads, has rendered almost inoperative all the steps taken by the Governing Commission with a view to remedying the situation created by the competition of road and railway transport. The Governing Commission has therefore been obliged to take a certain number of supplementary measures in order to prevent the railways from being entirely ruined, a development which would have serious effects on the economic life of the country, which is almost entirely industrial.

## II. FREE CITY OF DANZIG.

The Council, during its sessions held in September-December 1932 and in January-March 1933, dealt with the following questions concerning the Free City of Danzig : appointment of a High Commissioner of the League of Nations at Danzig ; introduction of the zloty as the sole means of payment on the railways of the Free City ; procedure to be followed in matters of direct action ; Customs questions ; import quotas (amendment of the Warsaw Agreement) ; nationalised quota goods ; the detachment of guards for the Polish war material depot on the Westerplatte ; the harbour police.

### APPOINTMENT OF THE HIGH COMMISSIONER.

Following the death of Count Gravina on September 19th, 1932, the Council, by a resolution of October 15th, 1932, appointed M. Helmer Rosting, Chief of the Administrative Commissions Bureau of the Secretariat of the League of Nations, to be High Commissioner at Danzig *ad interim* until December 1st, 1932. The term of office of M. Rosting as High Commissioner was prolonged until October 15th, 1933, under resolutions adopted by the Council on November 28th, 1932, and February 1st, 1933.

### INTRODUCTION OF THE ZLOTY AS SOLE MEANS OF PAYMENT ON THE RAILWAYS OF THE TERRITORY OF THE FREE CITY.

By a Decree of the Polish Minister of Transport dated October 25th, 1932, published in the *Dziennik Ustaw*, No. 95, of October 31st, 1932, Pos 822, which was to come into force on December 1st, 1932, it was decreed that the transport rates and other charges levied by the railways in the railway stations of the territory of the Free City of Danzig placed under Polish administration for the transport of passengers, luggage and goods, forwarded by express or goods trains, together with any sums paid for other services rendered by the railways, should only be accepted in Polish currency.

The Senate of Danzig, in a letter to the High Commissioner, dated November 3rd, 1932, asked him to decide that the Decree of the Polish Minister of Transport constituted, on its publication in the *Dziennik Ustaw*, a case of "direct action".

The High Commissioner considered that the Council, by its report, approved on March 13th, 1925, on the procedure to be followed in cases of direct action, had reserved to itself the right to decide on questions of direct action, and that the High Commissioner was only required to take a decision in regard to such questions if there was a risk involved in waiting for a meeting of the Council. He therefore, in a letter dated November 4th, 1932, asked that the question should be placed on the Council agenda, to be considered at a meeting which was contemplated for November 21st, 1932.

The Council considered the question at a meeting held on November 23rd. The Rapporteur, approving the views expressed by the High Commissioner, asked the Council to authorise him to make a careful examination of the problem, in co-operation with two of

his colleagues on the Council, with a view to framing a report. A Committee consisting of the Rapporteur and the representatives on the Council of Spain and Norway, after hearing the representatives of the Free City and Poland, framed a draft arrangement, which was intended to satisfy both parties. It was not possible, however, to secure agreement to this arrangement. The Rapporteur noted that the proposed Decree would come into force on December 1st and that a question of direct action had, in fact, been raised, the representative of the Free City of Danzig affirming that the measures of the Polish Minister constituted a case of direct action; whereas the representative of Poland maintained that this was not a correct understanding of the precise legal situation. The Rapporteur therefore asked that the Council should obtain an authoritative legal opinion.

The High Commissioner, before the Committee appointed for this purpose had come together, was nevertheless able to inform the Council that an agreement had been concluded under his auspices between the two parties in regard to a certain number of questions in dispute between them, including the question of the introduction of the zloty as sole means of payment on the railways of the territory of the Free City.

The Senate of the Free City, as a result of this agreement, withdrew its request of November 3rd, 1932, and the Polish Government undertook not to put into force the Decree of October 25th, or any of the measures arising under that Decree.

The Rapporteur, informing the Council of this agreement at its meeting on November 28th, 1932, noted that the compromise proposals which he had submitted at the previous meeting had been replaced by an agreement between the parties. There nevertheless remained a point of some importance—namely, the constitution of a Committee composed of three members of the Council with instructions to consider a revision of the procedure to be followed in relation to direct action.

The Council, noting the agreement concluded between Poland and Danzig, decided to instruct a Committee composed of three of its members appointed by the President to make a thorough examination of the question of direct action and to submit to the Council in January 1933 proposals with a view to establishing a more satisfactory procedure in the matter, after hearing the views of the parties concerned.

#### PROCEDURE IN THE MATTER OF DIRECT ACTION.

The President of the Council, in conformity with the resolution adopted by the Council on November 28th, 1932, appointed, on December 9th, 1932, the representatives of the United Kingdom, Italy and Spain to act as members of the Committee with instructions to submit to the Council proposals with a view to establishing a more satisfactory procedure in dealing with questions relating to direct action. The Committee, having studied as a whole the questions submitted for its consideration, forwarded its report to the Council on February 1st, 1933. The Council, on the same day, on the proposal of its Rapporteur, decided to adjourn the examination of the question until its next session, in order to give the parties and the members of the Council an opportunity of carefully considering the proposals contained in the report. Meanwhile, the old procedure established by the resolution of the Council of March 13th, 1925, remained in force.

The subject was not placed on the agenda of the seventy-third session of the Council in May 1933, since the two parties expressed the desire that it should not be discussed at that session.

#### CUSTOMS QUESTIONS.

The High Commissioner, in view of considerations submitted by a committee of experts appointed by agreement with the parties concerned, gave a decision on November 20th, 1932, upon a request submitted to him on September 15th, 1931, by the Polish Government relating to a certain number of Customs questions. There were, in particular, questions relating to the control of the Polish Customs inspectors, the application by the Danzig Customs Administration of general measures on behalf of the Central Customs Administration of Poland, the competence of the Danzig Customs Administration, the number of officials of the Danzig Customs Administration with a knowledge of the Polish language and the responsibility of the Free City of Danzig for losses suffered by the Polish Treasury.

The Polish Government and the Government of the Free City of Danzig appealed against the decision given by the High Commissioner respectively on December 17th and December 30th, 1932.

The Council, having examined the question at its meeting on February 1st, 1933, on the recommendation of its Rapporteur, confirmed the decision of the High Commissioner of November 20th, 1932, in regard to the Polish request of September 15th, 1931.

#### IMPORT QUOTAS (MODIFICATION OF THE WARSAW AGREEMENT).

The Polish Government, on February 29th, 1932, asked the High Commissioner, in conformity with Article 39 of the Paris Convention and Article 241 of the Warsaw Agreement, to give a decision regarding the question of import quotas (Parts VI and VII of the Warsaw Agreement). The High Commissioner gave his decision on November 20th, 1932. The decision was based on advice given, in accordance with the procedure in force, by a Committee of Experts appointed by the representative of the United Kingdom, Rapporteur to the Council for Danzig questions, and the Chairman of the Economic Committee, acting under Article IV of the Rules of Procedure of June 11th, 1925.

The Polish Government and the Government of the Free City of Danzig appealed against the decision of the High Commissioner respectively on December 17th and December 30th, 1932, and the Council considered the matter at its meeting of February 1st, 1933.

The representative of the United Kingdom drew attention to the fact that the question on which the High Commissioner had taken his decision involved amendments to the Warsaw Agreement under Article 241 of that instrument. He pointed out that several requests involving amendments to that Agreement had been submitted to the High Commissioner in the previous year. He suggested that the experts who would be consulted by the High Commissioner on these new requests, in conformity with the procedure in force, should also examine the question which formed the subject of the decision of the High Commissioner of November 20th, 1932, upon the Polish request of February 29th, 1932, in the light of the appeals made against that decision. He accordingly proposed that the Council should not for the moment take a decision on the appeals submitted by the two Governments. This proposal was adopted.

#### NATIONALISED QUOTA GOODS.

The Senate of the Free City of Danzig, in a request dated April 13th, completed by a letter dated April 18th, 1932, asked the High Commissioner, under Article 39 of the Convention of Paris of November 9th, 1920, to give a decision on the question of nationalised quota goods. The High Commissioner consulted a Committee of Experts appointed in accordance with the procedure in force and gave his decision on November 20th, 1932, based on the instructions set forth in the opinion.

The Polish Government appealed, on December 30th, 1932, against the decision of the High Commissioner.

The Council at its meeting of February 1st, 1932, confirmed the decision of the High Commissioner, following a report submitted by the representative of the United Kingdom, Rapporteur for Danzig questions.

#### DETACHMENT OF GUARDS FOR THE POLISH WAR MATERIAL DEPOT ON THE WESTERPLATTE.

The High Commissioner, in a letter dated March 7th, 1933, referred to the Council a question which had arisen concerning the detachment of guards for the Polish war material depot on the Westerplatte, the Senate having submitted a request asking that it should be regarded as a case of direct action.

The Senate had drawn attention to an increase in the effectives of the Polish guard of the Westerplatte and it had asked the High Commissioner whether this increase had been made with his authorisation which, under the Conventions in force, should have been previously obtained by the Polish authorities. The High Commissioner had replied to the President of the Senate that he had given no such authorisation and he had at the same time addressed to the representative of Poland a letter requesting the withdrawal without delay of the effectives in question. The Senate, on its side, had asked the High Commissioner to decide, in accordance with the terms of Article 39 of the Convention of Paris, that the Polish Government was bound to restore without delay the legal situation based on the treaties and to reduce the guard on the Westerplatte to the fixed number of effectives. Further, the Senate had asked him to take the necessary steps to obtain a formal decision to the effect that the increase in the effectives on the Westerplatte without authorisation of the High Commissioner constituted a case of direct action.

The High Commissioner, failing to obtain from the Polish Government an assurance that the effectives in question would be withdrawn without delay, in accordance with the terms of a letter which he had addressed to the diplomatic representative of Poland at Danzig, referred to the decision of the Council of March 13th, 1925, on the procedure to be followed in cases of direct action, and asked that the question of direct action should be placed on the Council agenda. Using at the same time the right, conferred upon him by Article 39 of the Paris Convention, to refer to the Council questions submitted to him for decision under that article, he also submitted to the Council the question raised in the first point of the request made by the Senate.

The Council, being thus requested to deal with the question as a whole, took up the matter at its meeting on March 14th, 1933. M. Beck, Minister for Foreign Affairs of Poland, after President Ziehm had affirmed that the Senate of the Free City was able to guarantee that satisfactory measures had been taken to prevent any infringement of the rights of Poland on the Westerplatte peninsula, declared that his Government had decided to reduce the guard on the Westerplatte without delay to its normal strength. This declaration made it unnecessary for the Council to make a more thorough examination of the question and, after various explanations had been given with regard to the declaration, the Rapporteur expressed the view that the Council need no longer consider the question.

The High Commissioner informed the Council, in a letter dated March 16th, 1933, that the effectives had been withdrawn from the Westerplatte on the same day.

#### HARBOUR POLICE.

The Danzig Senate, on February 15th, 1933, denounced as having no legal basis since May 1927 the Agreement under which Danzig and Poland had put into force for a period of two years a decision of the High Commissioner on the recruiting of the harbour police required by the Harbour Board and placed under its immediate authority. It had been understood that, on the expiry of the two-year period, each of the two parties would be free again to consider the attitude which it would adopt in regard to this question.

The Senate, following the denunciation of the Agreement, introduced its own police force into the harbour. The representative of Poland in Danzig, on March 7th, asked the High Commissioner to decide that the step taken by the Senate in regard to the police constituted a case of direct action, which should be immediately cancelled. The High Commissioner referred the matter to the Council at the same time as the question of the Westerplatte.

The Rapporteur, in his report to the Council, expressed the view that it would be to the advantage of the two parties for the previous system to be restored and maintained without prejudice to the decision which would be taken when the procedure at present pending before the Harbour Board had resulted in a final settlement.

The Rapporteur hoped that the Council would agree to adopt this suggestion and that, if such were the case, there would be no need to take any further action in the matter. The representatives of Danzig and Poland accepted the proposal of the Rapporteur, which was adopted by the Council.

#### THE VON RÜTZEN-KOSITZKAU QUESTION.

The Council, on September 1st, 1926, decided, in conformity with the request of the Governments of Danzig and Poland, not to discuss this question at its September session and noted that negotiations would be continued between the parties. The High Commissioner, on August 16th, 1928, communicated to the Secretary-General an agreement between the parties in the following terms :

" The two parties are agreed that the High Commissioner shall decide without appeal whether, in consequence of the liquidation of the Parszkowo Estate, which on January 10th, 1920, was the property of Cuno von Rützen-Kositzkau, a German national, Poland is under an obligation, in pursuance of Article 297, clause (h), paragraph 2, of the Treaty of Versailles, to pay additional compensation to his legal successor, Klauss von Rützen-Kositzkau, a Danzig national, and, in the affirmative, what should be the amount of such compensation . . . .

" The requests relative to the von Rützen-Kositzkau case submitted by the Senate of the Free City of Danzig to the Council of the League shall be deemed to have been withdrawn as soon as the High Commissioner shall have delivered his decision, as provided above."

The High Commissioner, on March 31st, 1933, gave his decision. The Council, on receiving the decision, was advised that, under the agreement reached, the question might be regarded as being no longer on the agenda of the Council.

#### PARTICIPATION OF DANZIG IN INTERNATIONAL TREATIES AND AGREEMENTS.

In conformity with the procedure adopted by the Council on September 6th, 1929, regarding the right of veto of the High Commissioner in respect of treaties applying to Danzig, the Council has been informed by the High Commissioner of the participation of the Free City in the following agreements :

Supplementary Convention concluded at Berlin on February 13th, 1933, concerning the regulation of military transport under Article 109, paragraph 1, sentence 2, of the Convention signed at Paris on April 21st, 1921 ;

Agreement concluded at Berlin on February 14th, 1933, on the amendment of the Rules of Application, Chapter X, of the Convention between Germany and Poland and the Free City of Danzig, relating to the freedom of transit between Eastern Prussia and the rest of Germany, signed at Paris on April 21st, 1921 ;

Agreement concluded at Berlin on February 13th, 1933, concerning the transport of prisoners between Eastern Prussia and the rest of Germany through the territory of Poland and the Free City of Danzig.

The High Commissioner stated that, in his opinion, there was no need for him, in the above cases, to make use of the right of veto provided by Article 6 of the Danzig-Polish Convention of November 9th, 1920. Moreover, no Member of the Council had asked, within the time-limit provided by the procedure, that these questions should be placed on the agenda of the Council.

#### DANZIG-POLISH RELATIONS : AGREEMENTS CONCLUDED BETWEEN POLAND AND DANZIG.

The following agreements have been concluded between the Danzig and Polish Governments under the auspices of the High Commissioner :

(1) Protocol concerning the access to and anchorage in the port of Danzig of Polish war vessels, signed on August 13th, 1932 ;

(2) Protocol concerning economic propaganda, signed on August 13th, 1932 ;

(3) Danzig-Polish Arrangement of November 26th, 1932, concerning :

I. Treatment of Polish nationals and other persons of Polish origin or language in Danzig territory ;

II. Educational expenses ;

III. Sale of journals ;

IV. Currency in which payment of railway dues at Danzig shall be effected.

7.

PROTECTION OF MINORITIES.

I. GENERAL REMARKS.

The work of the League of Nations in connection with the protection of minorities consisted, during the year under review, in the consideration by the Council of a number of questions submitted to it by one or more of its members or by a petitioner, in pursuance of Articles 147 or 149 *et seq.* of the German-Polish Convention of May 15th, 1922, on Upper Silesia, and in the examination by its members on the Minorities Committees of petitions and the observations thereon of the Governments concerned, in conformity with the procedure laid down by the Council.

Among the questions considered by the Council were several which had already come before it in previous years:<sup>1</sup> the application of agrarian reform in Poland, the question raised by petitions from representatives of the descendants of members of the former Szekler Frontier-Guard Regiment, and the situation of the Polish minority in German Upper Silesia, the latter petition being connected with the application of the German-Polish Convention of 1922. The other questions, all relating to the application of that Convention, were placed on the Council's agenda during the year covered by this report.

As in the past, the Minorities Committees held their meetings, not only during the Council sessions, but also in the intervals between them. The Committees, when they completed the examination of the questions submitted without drawing the Council's attention to them, informed the other members of the Council of the result in a letter forwarded to them through the Secretary-General. In a number of cases, these letters were, with the consent of the Governments concerned, published in the *Official Journal* of the League.

II. APPLICATION OF AGRARIAN REFORM IN POLAND.

The Council, postponing the examination of this question at its meeting on October 13th, 1932, noted, on December 9th, the report drawn up by a Committee established under a resolution of May 21st, 1932,<sup>1</sup> consisting of the Japanese representative, Rapporteur for minorities questions, and the representatives of the United Kingdom and Italy. Conscious of the importance of the question, the Committee submitted to the Council in its report a detailed and systematic statement of all the factors which it had examined. As regards the character of the solution proposed, the Rapporteur explained that the Committee had aimed at a practical agreement in the general interests of the minority rather than a purely legal settlement. It consisted in suspending the application of the previous nominal lists pending a complete rectification of the disparity noted between the contribution made to agrarian reform by the majority and by the minority (about 5,500 hectares in the Voivodship of Poznan and 3,900 hectares in the Voivodship of Pomerelia). In other words, actual expropriation of these areas would be suspended until it could be applied without involving a disparity between the respective contributions of minority and majority landowners.

The German representative, emphasising the importance of the question for the German minority, explained in detail to the Council why he thought that the solution suggested in the report furnished no effective guarantee for the redress of the injustice admittedly suffered by the minority, not merely as regarded expropriation in the strict sense of the term, but also as regarded the exercise of the right of pre-emption, authorisation for the conveyance of land and the allocation of parcels.

The Polish representative observed that this refusal to accept the report submitted by the Committee of the Council nullified the solutions proposed. He reminded the Council that the matter had been closed by a Minorities Committee in May 1931, but had been re-opened in consequence of further petitions and brought before the Council by the German Government while another Minorities Committee was still dealing with the matter. Such a method, he declared, which involved instituting one procedure concomitantly with another, seemed hardly compatible with the spirit, if not with the letter, of the Minorities Treaty.

The Rapporteur to the Council, noting that the Committee's conclusions could not in their present form secure the unanimous approval of his colleagues, asked for an adjournment in order to enable the problem to be studied afresh in the light of the observations made.

On December 19th, the Rapporteur informed the Council that his Committee had examined the German representative's observations and proposals, but found it impossible to submit to the Council a solution acceptable to its members. The Council, on his proposal, adjourned the examination of the question to its next session.

On February 1st, 1933, the Rapporteur informed the Council that the proposals submitted by the German delegation had appeared unacceptable to the Committee and that its members

<sup>1</sup> See document A.6.1932, pages 38 *et seq.*

had been unable to secure the German Government's acceptance of the report presented on December 9th. He could therefore only note that the negotiations had not resulted in a positive solution.

The representative of Germany stated that, as it had proved impossible to remove the differences of opinion between Poland and Germany regarding the application of the agrarian reform, the exercise of the right of pre-emption and the refusal to authorise conveyance of land and the allocation of parcels, the German Government was obliged to refer to the Permanent Court of International Justice the dispute as outlined in the petitions addressed by the minority to the Council from 1929 onwards and in the German Government's communications to the Secretary-General.

The Polish representative observed that the Polish agrarian law was in character a general economic and social measure which applied uniformly to all citizens and was quite unconnected with the minorities problem. The Polish Government had contemplated the possibility of making certain concessions, not for any reasons based on fact or law, but solely with a view to facilitating an amicable solution of the question, but it objected to any attempt to create unfair privileges for certain groups of the population and would not tolerate impediments being placed, under any pretext whatever, in the way of the normal process of the State's internal activities.

The representatives of the United Kingdom and France expressed regret that the German Government had not felt able to accept the report of the Committee, which, in their opinion, settled the questions at issue in a just and satisfactory manner.

The representative of Czechoslovakia affirmed that his country attached great importance to the conscientious application of the minority treaties, in the interests both of the minorities and of the States to which they belonged. He would greatly regret if any words were uttered that might be interpreted to mean, or might produce the impression, that members of the Council were guided in this question by any other consideration than the duty they had assumed as members of the Council under the terms of the minorities treaties.

The representative of Norway expressed the opinion that the report, which, for certain reasons, had not been unanimously approved, perhaps contained the maximum of what the Council could secure. In his opinion, the Council could rely on the Polish Government, which had accepted the conclusions of the Committee, complying with its proposals pending a final solution of the problem.

The Council, in conclusion, closed its examination of the question in view of the statement made by the German representative.

### III. APPLICATION OF THE GERMAN-POLISH CONVENTION OF MAY 15TH, 1922, RELATING TO UPPER SILESIA.

#### I. PETITIONS FROM THE "ASSOCIATION OF POLES IN GERMANY", SECTION I, OPPELN, DATED NOVEMBER 10TH, 1931, AND MARCH 14TH, 1932, CONCERNING THE SITUATION OF THE POLISH MINORITY.

At its meeting on October 13th, 1932, the Council noted the report of the Japanese representative on the questions forming the subject of these petitions, the examination of which had been adjourned at the Council's session in May 1932.<sup>1</sup>

The petitioners complained particularly of the attitude of the German authorities towards the minority, more especially with regard to the issue of passports and permits, education, local government administration, elections to the legislature, etc. The petitioners considered that the position of the minority had, instead of improving, changed for the worse and that, as the result of the hostile attitude of the administrative authorities and the general public in Germany, it was placed in a position of inferiority in every sphere of life and activity.

The German Government denied these allegations and stated that, if the relations between the majority and the minority had not developed in an atmosphere of calm and good understanding, as it would have desired, it was due to the attitude of the minority.

The Rapporteur, in reference to the specific cases mentioned in the petitions, pointed out that most of them had occurred outside the territory covered by the Geneva Convention of May 15th, 1922, or related to events that had occurred several years earlier and had either been investigated and decided by the President of the Mixed Commission or examined by the Council. He therefore considered that the Council should refrain from examining them. Nor, in the opinion of the Rapporteur, was the importance of the other cases mentioned by the petitioners—with the exception of the question regarding vocational and supplementary education which formed the subject of a special petition<sup>2</sup>—such as to justify examination by the Council. In view of the Paris Agreement of April 6th, 1929, he suggested that they should be forwarded to the German Government for submission to the local procedure laid down in the Convention for Upper Silesia.

The Polish representative, without denying the Council's incompetence in cases which had occurred outside the territory covered by the Geneva Convention, pointed out that once again the existence of two classes of minorities had been admitted—the protected minorities and those whose rights had no international guarantee. He reminded the Council that, in

<sup>1</sup> See report on the work of the League since the twelfth session of the Assembly (document A.6.1932, page 41).

<sup>2</sup> See 2 below.



a note addressed to the President of the Peace Conference on May 29th, 1919, the German Government had stated that Germany was resolved to treat the foreign minorities on her territory in conformity with the principles which it was asking should be applied to the German minorities outside the Reich. The regime set up by the German-Polish Convention applied to the situation of the Polish minority in German Upper Silesia and the Council had unquestionably the right to deal with it. In his view, its principal task was to attenuate divergencies and give the minorities effective assistance. He trusted, further, that a state of normal relations between the German authorities and the Polish minority would give the latter a feeling of confidence, without which there could be no collaboration between the minority and the State.

The German representative thought it clear from the report that the Polish minority had gone far outside its rights in attempting to bring before the Council questions which were not within the latter's competence and in putting forward a large number of cases which had already been settled. He noted from the report that the other grievances of the petitioners, even if they were grounded, were of such trifling importance that there seemed to be no reason why the Council should deal with them. The petitioners, he thought, were doing the League and the minorities a disservice in making these complaints, and seriously prejudicing the cause of peaceful collaboration between the two groups of inhabitants, to the development of which the German and Prussian Governments attached no less importance than the Council.

The conclusions of the report were adopted.

2. PETITION OF THE " POLISH CATHOLIC SCHOOLS ASSOCIATION FOR GERMAN UPPER SILESIA ", CONCERNING VOCATIONAL AND SUPPLEMENTARY TRAINING OF THE POLISH MINORITY.

This petition dealt with the vocational and supplementary training of the Polish minority in German Upper Silesia. The German Government had recognised that Article 115 of the Geneva Convention should be interpreted as granting to the minorities the right to open minority private vocational and extension schools. In authorising the opening of the schools mentioned in the petition, however, the Prussian Government announced that the pupils could not be exempted from the obligation to attend the State extension schools until the private extension schools had proved by their teaching and organisation that their results really corresponded to those of the State schools. The petitioners complained that the way in which the school authorities exercised the right, conferred on them by Article 115 of the Convention, of ensuring that the instruction was adequate, involved an obligation on the part of the pupils of minority schools to attend both the State and the private school until the education authorities could give a decision.

The German Government represented that the teaching and organisation of the schools referred to was, in fact, inadequate.

The representative of Japan, acting as Rapporteur, after explaining the situation to the Council at its meeting on October 13th, considered that the question of principle raised by the petition should be settled by the Council, since it concerned both the Polish minority in German Upper Silesia and the German minority in the Voivodeship of Silesia in Poland.

The Rapporteur was authorised by the Council at his own request to obtain the opinion of a committee of three jurists, to be appointed by the President of the Council jointly with the Rapporteur, on the question whether, under the provisions of the Geneva Convention, the authorities had the right to demand that pupils of the minority private extension or vocational schools established under Article 115 of that Convention should also attend State schools until the instruction given in the private schools had been declared adequate by the competent authorities.

On February 1st, 1933, on the proposal of the Rapporteur, the Council adopted the report of the Committee of Jurists, consisting of M. Bourquin, M. Ferrari dalle Spade and M. Max Huber.

This Committee expressed the view that, to render possible the normal exercise of the right of members of the minorities to be exempted from public instruction when attending private schools or courses giving adequate instruction and to ensure the normal working of the private schools and courses, the State education authorities should refrain from requiring attendance at State establishments until they had definitely decided whether the corresponding private education was adequate or not. On the other hand, members of the minority could not claim exemption from State education merely on the ground that they were attending a private class if the education authorities had not recognised in advance, at all events provisionally, that the class could provide adequate training. Such provisional recognition involved provisional exemption from attendance at the State school. It was, however, desirable that the period during which the State exercised control, in order to ascertain whether the instruction given was adequate or not, should be made as short as was compatible with a serious consideration of the matter. If, after the period of control, the competent authority came to the conclusion that the instruction was inadequate, it was under no obligation to regard the period of attendance at the private school as valid from the point of view of school attendance.

3. PETITION OF THE "ASSOCIATION OF POLES IN GERMANY", CONCERNING THE TREATMENT ALLEGED TO HAVE BEEN SUFFERED BY THE POLISH MINORITY IN GERMAN UPPER SILESIA PRIOR TO THE ELECTIONS TO THE PRUSSIAN DIET IN APRIL 1932.

The Council dealt with this question at its meeting of February 1st, 1933.

The petitioners complained that the Polish minority had been prevented from preparing to express its will freely by the measures and attitude adopted by the German authorities and by a series of acts of terrorism, with the result that it had been unable to secure equitable representation.

The petitioners first referred to two measures adopted by the German authorities: (1) a Decree of the Prussian Minister of the Interior, dated March 19th, 1932, and a Decree of the President of the Republic, dated March 17th, 1932, under which the Polish Catholic Popular Party was alleged to have been obliged to submit its election addresses and handbills to censorship before publication; (2) a Decree of the Reich Minister of the Interior, dated December 3rd, 1931, and of the Prussian Minister of the Interior, dated December 9th, 1931, under which, contrary to the procedure of previous years, the same party was alleged to have been compelled to have its name officially registered in German. Moreover, these decrees had not been made public. Finally, the petition contained a list of forty-one cases of alleged violence.

The German Government, in its observations, contested the allegations of the petitioners to the effect that the measures and attitude of the German authorities had caused a falling-off in the number of votes given to the Polish Catholic Popular Party in Upper Silesia, and explained the general character of the provisions referred to, the scope of the decree on the use of languages and the manner in which the leaders of the Polish Catholic Popular Party had been informed of that decree. With regard to the cases of violence, the German Government considered that the numerous meetings—more than seventy—held by the Polish Catholic Popular Party in Upper Silesia during the electoral period were sufficient proof that the minority had not been hampered in its preparations for the elections. The German Government, moreover, submitted information on each of the cases of violence mentioned in the petition.

The Japanese representative declared in his report that the German Government's explanations of the action it had taken seemed to him to be satisfactory, and he asked the Council to take note of them. With reference to the complaints regarding cases of violence, he was not of opinion that their importance justified a detailed examination by the Council, and he asked that the Secretary-General should be instructed to forward them, so far as they related to territory to which the Geneva Convention applied, to the German Government for submission to the local procedure.

The representative of the Polish Government said that public opinion in his country was following with special interest the situation of the 500,000 Poles living in a compact group in German Upper Silesia, and that the petition before the Council threw some light on this situation, which left much to be desired. After mentioning and commenting on the grievances set forth in the petition of the Polish minority and on the observations of the German Government, the Polish representative observed that the electoral campaign had taken place in an atmosphere of abnormal excitement prejudicial to the interests of the minority.

The representative of Germany explained that, without either questioning or accepting for the moment the figure of 500,000 mentioned by the representative of Poland, he would confine himself to pointing out that the number of Poles who had voted in Upper Silesia at the elections to the Prussian Diet on April 24th, 1932, was 27,600, representing 3.95 per cent, and at the Reichstag elections, on July 31st of the same year, 14,500, or 2 per cent of the total poll.

After the Polish representative had given explanations and details of the figures which he had mentioned, the Council adopted the conclusions of its Rapporteur, the representative of Poland abstaining from the vote.

4. PETITIONS OF THE "DEUTSCHER VOLKSBUND" CONCERNING THE QUESTION OF PROPERTY RIGHTS OVER THE ST. JULIUS HOSPITAL AT RYBNIK.

5. PETITIONS OF M. GUIDO BIENEK CONCERNING HIS EXPULSION FROM THE VOIVODESHIP OF SILESIA.

6. PETITION FROM M. GUSTAV KOZIOLEK CONCERNING HIS PERSONAL SITUATION.

The Council, at its meeting on February 1st, 1933, before examining the substance of the questions raised in these petitions, instructed a Committee of Jurists consisting of Professor Max Huber (Chairman), Professor Bourquin and Professor Pedrosa, to study the question whether, acting in application of Article 147 of the Convention relating to Upper Silesia, the Council might undertake an examination of a petition when it was asserted that a decision on the claim or difference on which the petition in question was based fell exclusively within the competence of the judicial organs of the State subject to minority obligations, the parties concerned not having exhausted the remedies at municipal law.

The Committee of Jurists replied to that question in the affirmative and, on the proposal of the representative of the Irish Free State, acting as Rapporteur for Minority Questions, the Council, on May 24th, 1933, adopted the report of the Committee, the representatives of Poland, France and Czechoslovakia abstaining from the vote.

The Council, on May 26th, 1933, adopted the proposals of the Rapporteur in regard to the substance of the questions raised.

The petition of the " *Deutscher Volksbund* " concerning the question of property rights over the St. Julius Hospital at Rybnik arose out of the refusal of the Rybnik Land Register Bureau to register the St. Julius Hospital in the name of the " *Spolka Pieczy* " and the appointment by the court of the district of Katowice of a trustee for the legal person which would eventually take over the ownership of the St. Julius Hospital in place of the Association of the Knights of Malta. The question whether there was anything in such measures incompatible with the provisions of Part 3 of the Geneva Convention was entrusted by the Council, in view of its eminently legal character, to a Committee of Jurists.

Certain questions, relating to the petitions of *M. Bienek* concerning the contestation of his nationality by the Polish authorities and the taking of measures in his connection by the Staroste of Lublinice and relating to the petition of *M. Koziolok* concerning his disqualification by the Mining Office at Katowice from acting as overseer, being under consideration respectively before the Warsaw Supreme Court and the Supreme Administrative Tribunal of Warsaw, the Council decided, on the proposal of its Rapporteur, not to take any decision with regard to them without first being acquainted with the judgments of those courts. The Council accordingly postponed its consideration of the questions, expressing the hope that the sentences of the courts would be communicated to it before its next session.

#### IV. PETITIONS FROM REPRESENTATIVES OF THE DESCENDANTS OF THE FORMER SZEKLER (HUNGARIAN) FRONTIER-GUARD REGIMENT.

In May 1932,<sup>1</sup> the Council invited the Roumanian Government to endeavour, with its Rapporteur, the representative of Japan, assisted by the representatives of the United Kingdom and Norway, to find a practical solution of the problem raised by these petitions.

The following were the facts of the case :

Until 1923, there existed in the district of Ciuc (Transylvania) a property consisting of approximately 45,500 arpents of forest, 17,000 arpents of pasture and arable land and certain buildings in the town of Mercurea Ciuc and in other towns in the Ciuc district. This property was used, in the form of an autonomous administration (Administration of Ciuc Property), for the upkeep of certain educational and charitable institutions for the benefit of a section of the Hungarian population of the country, consisting of the descendants of members of the former Szekler Frontier-Guard Regiment.

In 1923, the Roumanian State, taking the view that it was the owner of this property in its capacity as successor State to the Hungarian State, took possession of it, and, as a result of its measures of agrarian reform, a considerable part of the forest and pasture land (about 32,000 arpents) was distributed to ten communes in the form of communal property or to churches and peasants in the form of individual lots. The rest of the land (about 30,000 arpents) remained in the possession of the State. The buildings were allocated to various public departments or continued to be used for their original purpose, particularly those housing the institutions which, until 1923, had been kept up by the Administration of the Ciuc Property.

The Committee of Three first thought of asking the Roumanian Government for the entire restitution of that part of the property which had remained in its possession or for the payment of compensation, but negotiations carried on in this connection showed that in present circumstances such a solution was neither expedient nor practical.

On the other hand, the Committee realised the possibility of arriving at a solution if the Roumanian State agreed to make partial restitution of the former property and accepted some of the charges previously borne by the former Administration of the Ciuc Property.

Proposals on this basis were drawn up by the Committee and considered by the Council at its meeting of September 27th, 1932. They provided, *inter alia*, for : (1) the restoration in a slightly modified form of the Administration of the Ciuc Property ; (2) the partial reconstitution of its property by the restitution of an area of 6,704 hectares of forest land, valued at 50,787,700 lei (1,548,681 gold francs) ; (3) the acceptance by the Roumanian State of certain charges previously borne by that Administration, more especially in respect of the rights of its pensioners and officials, the maintenance of a secondary school at Mercurea Ciuc as a State institution and the maintenance on similar lines of the orphanage at Sumuleu.

The Japanese representative, in submitting these proposals to the Council, pointed out that the solution proposed by the Committee of Three did not settle the legal claims raised by the petitioners, but that it was such as to safeguard the legitimate interests of the minority consonant with the supreme interests of the State.

The Roumanian representative accepted the report on his Government's behalf, adding that he considered the solution fair, equitable and calculated to safeguard all the interests involved.

The Council accepted the Japanese representative's report, approved its conclusions and noted their acceptance by the Roumanian Government.

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<sup>1</sup> See report on the work done by the League of Nations since the twelfth session of the Assembly (document A.6.1932, page 42).

8.

· MANDATES.

I. GENERAL QUESTIONS.

ECONOMIC EQUALITY : PURCHASE OF MATERIAL AND SUPPLIES BY THE PUBLIC AUTHORITIES OF THE TERRITORIES UNDER A AND B MANDATES, EITHER FOR THEIR OWN USE OR FOR PUBLIC WORKS.

The Permanent Mandates Commission, in its report on the work of its twenty-second session, expressed the opinion that the rules announced by the mandatory Powers as governing the execution of public works and the supply of goods for the public services did not call for any criticism. It nevertheless made a reservation to the effect that the administrative union between Togoland and the Cameroons under British mandate and the adjacent British possessions placed certain difficulties in the way of the adoption of rules differing from those which were applied in those possessions. The Commission did not think it necessary to submit any proposals to the Council for a doctrinal interpretation of the relative article of the A and B mandates regarding economic equality. It decided to confine itself in future to the supervision of the application given in the various mandated territories to the rules drawn up by the mandatory Powers themselves.

The Council, on January 24th, 1933, noted the conclusions of the Commission.

The representative of Italy emphasised on this occasion that the views expressed by the Commission referred only to the measures adopted by the mandatory Powers previous to the studies undertaken by the Commission, and that any measure taken in future would therefore require to be investigated. He further declared that, owing to the wide margin of interpretation to which the question lent itself, the application of the rules approved might *ipso facto* violate the principles on which the mandates system was based. As the rules concerning the purchase of materials and supplies by the administrations of the territories under A and B mandates either for their own use or for public works constituted an exception to one of these principles, they called, in his opinion, for a restrictive application.

The representative of Germany declared that his Government considered that there should be complete economic equality under A and B mandates in accordance with Article 22 of the Covenant, particularly with regard to the purchase of materials.

INFLUENCE OF THE CINEMA ON NATIVE POPULATIONS.

The Governing Body of the International Educational Cinematographic Institute at Rome, in its report on the work of its fifth session, recommended that the Council of the League should ask the Mandates Commission to study, in its relation to mandated territories, the problem raised by the use in countries on very different levels of civilisation of films intended by their authors to be shown in western countries. It emphasised that the cinema might have an injurious effect, whereas, if wisely employed, it might, on the contrary, contribute to the development of the civilisations proper to the several nations.

The Council, on January 26th, 1933, decided to draw the attention of the Mandates Commission to this recommendation. It asked the Commission to consider whether it was desirable for the Council to recommend the mandatory Powers to communicate any information based on observations made in the mandated territories which might enable an opinion to be formed in regard to the matter and which might assist the enquiries undertaken by the Institute.

II. ADMINISTRATION OF THE TERRITORIES UNDER MANDATE.

REPORT OF THE PERMANENT MANDATES COMMISSION ON THE WORK OF ITS TWENTY-SECOND SESSION (NOVEMBER-DECEMBER 1932), AND DECISIONS TAKEN BY THE COUNCIL ON JANUARY 24TH, 1933.

Territories under A Mandate.

I. Iraq.

*Annual Report for 1931.*

Having regard to the circumstances,<sup>1</sup> the Commission refrained from submitting to the Council any detailed observations on the administration of Iraq in 1931. It observed, however, in its report that the Community of the Bahais had not yet obtained redress for the miscarriage

<sup>1</sup> Iraq was emancipated from the mandatory system and admitted as a Member of the League of Nations on October 3rd, 1932, one month before the meeting of the Commission.

of justice of which it had been the victim and to which the Council, at the request of the Commission, had on several occasions drawn the attention of the mandatory Power.

The Council decided to forward these observations to the Government of the United Kingdom in its capacity of ex-mandatory power for Iraq.

## 2. *Palestine.*

### *Annual Report for 1931.*

The Commission noted that the programme of constructive policy in Palestine had not yet been completed and that it would be therefore premature to express an opinion in regard to it. It noted, however, that, as a result of the measures taken to ensure security and an exceptionally favourable economic situation in the territory, the year 1931 had been a period of calm and prosperity in Palestine.

The Commission noted a statement by the accredited representative on the situation of the Legislative Council. Further, it drew attention to the large increase in the consumption of spirits in Palestine. It expressed a hope that the work of the Committee appointed to review the labour legislation in Palestine would result in progress towards ensuring fair conditions of work. Finally, it hoped that the next annual report would contain information as to the result of investigations undertaken into the question of child marriage.

The Council decided to communicate these observations to the mandatory Power, with a request to take such action as the Commission desired.

### *Petitions.*

The Commission examined nine petitions relating to Palestine, together with the observations upon them of the mandatory Power.

The Commission, in its conclusions, declared that it was fully confident that the mandatory Power would ensure the application of the regulations in force with regard to any repairs that might be necessary to the Wailing Wall in a manner equitable to all parties concerned.

The Council, in reference to another petition, was asked to invite the mandatory Power to furnish supplementary information as to the status of the Jewish community in Palestine.

Further, the Commission, examining a petition from the Executive Committee of the first Palestine Arab Women's Congress, expressed the hope that, as education progressed and public feelings became pacified in Palestine, it would be possible to employ in the civil service an ever-increasing number of nationals of the territory. It also hoped that it would very soon be possible to improve the situation of the Fellaheen, particularly by the development of co-operative societies and the establishment of a satisfactory agricultural credit system, and that the financial resources of the territory would shortly enable the administration to increase the number of primary schools.

The Council approved the conclusions of the Commission and forwarded them to the mandatory Power and to the petitioners.

## 3. *Syria and the Lebanon.*

### *Annual Report for 1931.*

The Commission obtained from the representatives of the mandatory Power information on the evolution of the mandate for Syria and the Lebanon and of the stages leading up to the point at which these territories would no longer need the advice and assistance of the mandatory Power. The Commission considered that it would be premature to express any opinion on this subject until more detailed material on which to form a judgment was available as to the policy of the mandatory Power and the negotiations in progress. It expressed the hope that the mandatory Power would keep it informed of the development of the situation.

The Commission noted information supplied by the accredited representative regarding an agreement between the mandatory Power and the Turkish Government on the question of the property of persons who opted under the Treaty of Lausanne and an arrangement concluded between the French and Turkish Governments for the final settlement of the questions relating to the railways in northern Syria.

It expressed the hope that the dispute which had arisen with regard to the appointment of the Greek Orthodox Patriarch of Antioch would be satisfactorily settled in the near future, in conformity with the rules applicable to such cases. Moreover, it asked for further details regarding the steps which the mandatory Power proposed to take to arrest the continued decline of the small craftsman and regarding the industrial labour regulations in force.

Finally, it expressed the hope that the mandatory Power would prevail upon all the Members of the League of Nations to grant to Syrian and Lebanese nationals and to the goods coming from the territories under mandate advantages corresponding to those enjoyed by their nationals and their goods in that territory. This recommendation was based on a general desire expressed by the Council on September 9th, 1930, to the effect that territories under A and B mandates should benefit as far as possible from the system of reciprocity in their economic relations with the States Members of the League.

The Council forwarded these observations to the mandatory Power and requested it to take such action as the Commission desired.

The Rapporteur suggested that the Council should reserve its consideration of the evolution of the mandate for Syria and the Lebanon until the Mandates Commission had submitted more complete information and the conclusions of its enquiry. The representative of Italy,

without wishing to open a discussion on the subject, submitted certain observations regarding the method outlined by the mandatory Power. He wondered whether it was in conformity with the spirit of Article 22 of the Covenant, or the letter of the Syrian mandate, to dismember the territory into a number of political units which were to be treated differently from one another, and whether the portions into which the territory had been divided should not, for political, social and economic reasons, again be amalgamated and restored to their traditional unity. Secondly, he raised the question whether the general conditions in Syria were really such as to demand that the independence of the four provinces should be effected separately and by successive stages according to the degree of maturity of each, or whether these conditions did not rather point to a simultaneous recognition of the sovereignty and independence of the territory as a whole.

The representative of Germany agreed with the Italian Government in thinking that plans for emancipating Syria, while keeping a country as developed as the Lebanon under mandate, would not be in accordance with the real political and economic interests of the whole territory.

The representative of France, replying to these observations, recalled that the Mandates Commission had been satisfied with the information which it had received and had been driven to the conclusion that the problem was not sufficiently ripe and that the information available was not sufficiently precise for it to be able at that moment to form a definite judgment.

#### *Petitions.*

The Commission examined eleven petitions. Several of these petitions dealt with the Syrian parliamentary elections and incidents which had arisen in the course of them. None of the petitions called for any recommendation on the part of the Council.

The conclusions of the Commission were approved by the Council, which decided to forward them to the mandatory Power and to the petitioners.

### **Territories under B Mandate.**

#### *1. Cameroons and Togoland under French Mandate.*

##### *Annual Report for 1931.*

The Commission noted statements of the accredited representative to the effect that the subsidies accorded by these territories to various propaganda institutions and bodies had been reduced and that an agreement had been reached between the French and British administrations for combating the smuggling of spirits and tobacco across the frontiers. The Commission asked for information regarding the prisons.

The Commission, in reviewing the administration of the Cameroons, expressed a hope that the decision to be taken for the prolongation of the Duala-Chad railway would take account of the interests of the territory, without weighing too heavily on the native labour supply. It expressed its appreciation of the efforts made to combat sleeping-sickness. It further noted an increase in the importation of certain categories of spirits and asked that information should be supplied as to the number of liquor shops in the territory for both Europeans and natives. Finally, it hoped that the situation with regard to native workers, already weakened by sleeping-sickness and other diseases, might be improved.

The Commission, in its observations regarding Togoland, hoped that the decision concerning the Agu concession would prove in every respect to be in the interests of the territory and of the natives. It requested a full statement on the question of the Customs relations between Togoland and Dahomey and an indication of the total sums, spent directly by the Government and in grants to mission schools, on education. It further asked for information on the increase in value of the imports of grape brandy and a full statement on the rights of natives in regard to the ownership of land.

The Council forwarded these observations to the mandatory Power, with a request to take such action as the Commission desired.

#### *Petitions.*

Two petitions, one relating to the Cameroons and one to Togoland, were examined by the Commission. They did not call for any recommendation on the part of the Council. The Council decided to communicate the conclusions of the Commission to the mandatory Power and to the petitioners.

#### *2. Cameroons and Togoland under British Mandate.*

##### *Annual Reports for 1931.*

The Commission drew attention to the efforts made by the mandatory Power to bring under effective control the districts which still evaded it and noted a declaration of the accredited representative on the subject. The Commission expressed concern at the high morbidity and mortality in certain prisons of the territory and noted with anxiety that the natives of the Cameroons province had begun to distil alcohol. The Commission expressed a hope that greater facilities would be given to the natives in the northern districts of the Cameroons with a view to their sharing the benefits of education.

The Commission made no observations on the administration of Togoland.

The Council forwarded the observations of the Commission to the mandatory Power and requested it to take such action as the Commission desired.

### 3. *Ruanda-Urundi.*

*Annual Report for 1931.*

The Commission, in its observations to the Council, noted the declaration of the accredited representative to the effect that capital which was to have been transferred to Astrida would be retained at Usumbura. It has asked for information in regard to the various advantages, from the point of view of the territory under mandate, of Customs union with the Belgian Congo. The Commission further hoped that the efforts made by the mandatory Power to balance the budget of the territory would prove effective and asked for detailed information on the financial relations of the territory with the Belgian Congo and Belgium.

The Council transmitted these observations to the mandatory Power, with a request to take such action as the Commission required.

### 4. *Tanganyika.*

*Annual Report for 1931.*

The Commission noted a declaration of the accredited representative to the effect that the mandatory Power had done its utmost to ensure that the budgetary economies effected should not impair the efficiency of the administrative and social services. It expressed the hope that the development of these services would remain a cardinal point of the Government policy. It further noted that an enquiry had been made into the problem of railway tariffs and the financial situation of the railways in Kenya, Uganda and Tanganyika. The Commission asked for detailed information in regard to the part played by the natives in the political community. It emphasised the great importance of the question of the amalgamation of the postal services between Tanganyika, Kenya and Uganda and noted that a complete statement on this matter would be submitted by the mandatory Power.

The Commission asked for a detailed statement showing that the existing Customs union between the three territories did not injuriously affect the interests of the mandated territory and requested precise information on the working of the services recently entrusted with the inspection of labour conditions.

It further asked for details as to the measures taken to deal with cases in which employers withheld or failed to pay wages due to the workers.

The Council forwarded these observations to the mandatory Power, with a request to take such action as the Commission required.

### *Petitions.*

The conclusions of the Commission on a petition relating to Tanganyika were approved by the Council, which decided to communicate it to the mandatory Power and to the petitioner.

## **Territories under C Mandate.**

### 1. *Islands under Japanese Mandate.*

*Annual Report for 1931.*

The Commission was glad to note a statement made by the mandatory Power to the effect that rumours regarding the establishment of a naval base in the mandated territory were unfounded; the Japanese Government had not contemplated and had no intention in future of contemplating such a measure.

The Commission noted, moreover, that any surplus of revenue over expenditure shown in the final account for the financial period was placed to the credit of the mandated territory.

The Council communicated these observations to the mandatory Power.

### 2. *Nauru.*

*Annual Report for 1931.*

The Commission noted a declaration of the accredited representative to the effect that steps were being taken to train and educate some of the more intelligent Nauruans so that they might be qualified to hold posts in the administration of the territory. It asked for supplementary information on the traffic in spirits and the consumption of alcoholic liquors and asked that it should be kept informed of any progress achieved in the suppression of the consumption of drugs in the territory.

The Council forwarded these observations to the mandatory Power, with a request to take such action as the Commission desired.

### 3. *New Guinea.*

*Annual Report for 1931-32.*

The Commission noted that it had not been possible for the administration to explore a considerable portion of the territory. The Commission realised the difficulties encountered by the mandatory Power in opening up the territory, but hoped that it would not relax its

efforts to bring the whole territory under Government control. It noted that supplementary information would be given as to the composition, competence and working of the courts for native affairs. The Commission learnt that Central Court cases at Rabaul frequently involved an absence of six months or more from their homes of natives who were parties or witnesses, and it trusted that steps would be taken to improve the situation.

The Commission welcomed a declaration from the accredited representative that welfare and educational work would continue uninterrupted and asked to be kept informed of the progress made in this direction. Finally, it hoped that the annual reports would, in future, contain information on the degree of alcoholic content of liquors imported into the territory.

The Council communicated these observations to the mandatory Power, with a request to take such action as the Commission desired.

#### 4. *Western Samoa.*

##### *Annual Report for 1931.*

The Commission noted the information contained in the annual report and the statement of the accredited representative that the political situation in the territory had improved. It hoped that the co-operation of the natives with the administration would become general and effective and that the situation would enable all emergency measures to be progressively and rapidly abolished.

The Commission further asked for information on the causes of the increase in the export duties on bananas. Finally, it expressed a hope that the steps taken to combat yaws would prove effective and that appropriate means would be found to reduce the very high infant-mortality rate.

The Council communicated these observations to the mandatory Power, with a request to take such action as the Commission desired.

#### 5. *South West Africa.*

##### *Annual Report for 1931.*

The Commission hoped to see in the next annual report that measures had been taken to ensure the safety of vessels sailing along the coasts of the territory. It also hoped that steps would be taken to encourage the production and transport of agricultural produce by the natives of Ovamboland and that the question of the water supply to natives in the northern extremity of the territory would be satisfactorily settled.

The Commission, in examining the finances of the territory, was glad to note the detailed explanations furnished by the mandatory Power regarding the budget of the territory. It hoped that the mandatory Power would effectively remedy the critical financial situation of the territory and in particular that the credits allotted to the welfare and education of the natives would shortly be restored.

The Commission was somewhat concerned about the health of the natives in certain parts of the territory and hoped that effective measures would be taken by the administration to deal with the matter.

The Council communicated these observations to the mandatory Power, with a request to take such action as the Commission desired.

##### *Petitions.*

The Commission, in its conclusions on one of the two petitions which it examined, repeated the appeals which it had previously made to the members of the Rehoboth community to co-operate with the administration.

The Council approved the conclusions of the Commission and decided to communicate them to the mandatory Power and to the petitioners.

### III. SPECIAL QUESTIONS.

#### I. TERMINATION OF THE MANDATORY SYSTEM IN IRAQ.

The Council, on September 24th, 1932, noted the signature by Iraq of the Declaration framed on May 19th, 1932 (see document A.6. 1932, pages 51 to 53, and document A.6(a).1932, page 33), embodying the undertakings to be subscribed by Iraq before the mandatory system was brought to an end in the territory. The Council noted that the first of the conditions for the termination of the mandatory system in Iraq had thus been met. The mandate was accordingly terminated by the admission of Iraq to the League of Nations.

Iraq was admitted to the League on October 3rd, 1932 (see chapter on the admission of Iraq, page 68).

#### 2. QUESTION OF CLOSER ADMINISTRATIVE, CUSTOMS AND FISCAL UNION BETWEEN THE MANDATED TERRITORY OF TANGANYIKA AND THE ADJACENT BRITISH POSSESSIONS OF KENYA AND UGANDA (CLOSER UNION).

The Government of the United Kingdom, referring to the undertaking into which it had entered before the Council on September 6th, 1929, forwarded to the Mandates Commission the report of the Joint Select Committee on Closer Union in East Africa and the correspondence exchanged on this subject between the British Minister for the Colonies and the Governors



of the territories concerned. The Mandates Commission decided at its twenty-second session to adjourn the examination of this question to its next session.

The representative of Germany on January 24th, 1933, when the matter came before the Council, welcomed the declaration of the United Kingdom Government to the effect that, for the moment, it had abandoned the proposed measures for the political and constitutional union of Tanganyika with the territories adjacent. He drew attention, however, to the fact that partial measures for unifying important economic services might sooner or later bring about the same result as the comprehensive measures originally contemplated and might accordingly affect the sovereign rights of the territory. The Mandates Commission should, in his opinion, consider the general and special aspects of the problem and particularly decide whether the Customs union was in accordance with the economic interests of Tanganyika.

### 3. FRONTIER BETWEEN SYRIA AND IRAQ.

The Commission, instructed by the Council under a resolution of December 9th, 1931, to study on the spot the question of the frontier between Iraq and Syria, submitted its report to the Council on September 10th, 1932. The Commission, for the purposes of its enquiry, had divided the region under investigation into several sectors in regard to which it formulated definite suggestions. One of the members of the Commission, in regard to one of the sectors, that of Djebel-Sindjar, took a different view from his colleagues and suggested a slightly different frontier line.

The Council on October 3rd, 1932, after having heard the declarations of the representatives of the United Kingdom and France, declared itself in favour of adopting the line unanimously suggested by the Commission of Enquiry and, in the region of Sindjar, the line indicated by the majority of the Commission. The Council, however, invited the Mandates Commission to give its opinion as soon as possible on the line which had been indicated from the point of view of the interests of the territories concerned.

The Council further recommended the conclusion by the interested parties of special agreements, such as were suggested by the Commission of Enquiry, with a view to settling, in conformity with local custom, frontier and pasture arrangements.

The Commission of Enquiry referred in its report to the necessity of establishing a Boundary Commission, to trace the frontier on the spot, with sufficiently wide powers to take into account local exigencies and possible inaccuracies on the maps. The Council, on a request submitted by the representatives of the United Kingdom and France, decided, at the same meeting, to authorise its President to appoint a national of a third Power to preside over the Boundary Commission and to act as an arbiter.

The Acting President of the Council, on February 14th, 1933, appointed, as President of the Boundary Commission, Colonel Iselin, of Swiss nationality, former Chairman of the Commission of Enquiry.

The Mandates Commission, following the resolution of the Council of October 3rd, 1932, submitted its opinion to the Council on November 9th, 1932. It observed that the report of the Commission of Enquiry was the sole evidence at its disposal and went on to state that the report did not seem to contain any information which would justify it in thinking that the frontier line proposed was not in conformity with the interests of the territories in question.

The Council, on receiving the opinion of the Commission, noted that the condition to which it had subjected its approval of the proposed frontier line was fulfilled. It therefore adopted on November 25th, 1932, the line mentioned in its resolution of October 3rd, 1932, as a final settlement of the question of the frontier between Iraq and Syria.

The representative of Italy, in view of the circumstances in which the opinion of the Mandates Commission had been requested, drew the attention of the Council to the necessity in similar cases of enabling the Commission to express a formal opinion and thus to fulfil the duties for which it was created.

The Council asked the Governments concerned to communicate to it the Boundary Protocol as soon as it had been definitely established.

### IV. COMMUNICATIONS FROM THE ASSYRIAN POPULATION FORWARDED ON THE TERMINATION OF THE MANDATORY SYSTEM IN IRAQ.

The representative of the United Kingdom, at a meeting of the Council on September 24th, 1932, drew the attention of the Council to certain petitions received from the Assyrian population in Iraq which the Government of the United Kingdom, as mandatory Power, had forwarded to the Mandates Commission, according to the procedure in force. The Council approved a proposal of the British representative that these communications should be examined by the Mandates Commission as soon as possible.

The Assyrian population, in their various petitions, suggested as a solution of their difficulties either a mass transfer of the Assyrians to a country under the authority of a western Government, or their recognition as a nation (*millet*) domiciled in Iraq, or a return to their old homes in the regions from which they originally came, at present situated in Turkish territory. A suggestion was also put forward for the constitution of a national home open to all Assyrians who were previously Ottoman nationals and the attribution to the Assyrian community of various political and educational rights.

The Mandates Commission, in its report to the Council, first drew attention to the feelings of insecurity inspired in the Assyrians, not only by the climate of the country in which they are living, the sterility of the land assigned to them and the precariousness of their right to cultivate the soil, but especially by the scattering of their community among populations of other races. It emphasised that the root cause of the state of unrest revealed by the petitions resided in the fact that it had not been possible to collect the Assyrians of Iraq into a homogeneous group in a region suitable to their needs.

In the opinion of the Commission, it has not yet been proved that lands combining the requisite conditions for such a settlement do not exist in Iraq or that the possibility of re-settling them in their country of origin must be definitely ruled out. The Commission is of opinion that the Assyrians would be more likely to remain loyal subjects if they were placed in conditions more closely approaching those which they had been led to expect in view of the circumstances to which they draw attention. On the other hand, the Commission considers that the desire of the Assyrians for autonomy cannot be encouraged, since such a solution would imperil the unity of the Iraqi State.

The Commission, on the basis of these considerations, after noting the observations of the Government of the United Kingdom, adopted a recommendation drawing the attention of the Council to the importance for Iraq of finding a solution which would enable the Assyrians to establish themselves in a homogeneous group appropriate to their traditions and corresponding with their economic needs.

The Council, on December 5th, considered this recommendation of the Mandates Commission. The representative of Czechoslovakia, acting as Rapporteur, drew attention to the special circumstances in which the Mandates Commission had examined the petitions of the Assyrians, reminding the Council that the mandatory system had been terminated in Iraq previous to the meeting of the Commission. The representative of Iraq declared that there was not sufficient unoccupied land in Iraq to permit of the establishment of the Assyrians in a compact and autonomous community, but that his Government had studied the question of allotting to the Assyrians available land suitable for their settlement and was prepared to carry out plans framed for this purpose as soon as circumstances permitted. It would not be possible to grant the Assyrians the administrative autonomy which they had requested, since such a solution would threaten the unity of the Iraqi State. On the other hand, if the Council recommended such a solution, the Iraqi Government was prepared to facilitate the settlement of the Assyrians either in their own country of origin or in another country.

The representative of the Mandates Commission briefly summarised the history of the question and the reasons which had prompted its recommendation. Several of the members of the Council expressed their sympathy for the Assyrian community and emphasised the importance of the problem. The Council noted the opinion of the Commission and instructed a small committee to prepare a draft resolution.

The Council on December 15th, 1932, adopted the resolution submitted by this Committee. It endorsed the view of the Mandates Commission to the effect that the request of the Assyrians for administrative autonomy could not be granted. It noted with satisfaction a declaration of the representative of Iraq affirming the intention of the Iraqi Government to choose outside Iraq a foreign expert to assist it over a limited period to settle all the landless people of Iraq, including the Assyrians, and to carry out its scheme for the settlement of the Assyrians of Iraq under suitable conditions and as far as possible in homogeneous groups, having regard to the existing rights of the population.

The Council recommended that if these measures did not result in a complete solution of the problem and if there remained Assyrians who were not disposed to settle in Iraq or who were unable to do so, the Iraqi Government should take all the steps in its power to facilitate the settlement of the Assyrians in question elsewhere.

Finally, the Council asked the Government of Iraq to keep it informed of the result of the measures contemplated.

The Rapporteur, in agreement with the Iraqi representative, emphasised that the foreign expert to be chosen by the Iraqi Government would not be performing a permanent function but services which would come to an end when the work in question was completed.

The President further emphasised that the Council desired to be informed from time to time by the Government of Iraq of the progress made towards the solution of the problem.

## V. REDUCTION IN THE NUMBER OF SESSIONS OF THE MANDATES COMMISSION.

Several delegations to the Assembly in 1932 expressed their misgiving as to the consequences which might ensue from a renewal of the decision taken by the Assembly in the previous year (document A.6.1932, page 54) that the number of the sessions of the Mandates Commission should be reduced. The Assembly, noting that the duties of the Mandates Commission formed one of the essential activities of the League, felt that it was necessary to refrain from any measures which might prejudice the fulfilment of those duties. It expressed the opinion that it was highly desirable that the number of the sessions of the Mandates Commission should not again be reduced even as an exceptional measure. The credits necessary for a meeting of two sessions of the Commission during 1933 were voted by the Assembly in 1932.

9.

SLAVERY.

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I. ACTION TAKEN UNDER THE RESOLUTION ADOPTED BY THE ASSEMBLY ON SEPTEMBER 25TH, 1926.

The Assembly, in a resolution adopted on September 25th, 1926, invited the Council to prepare and to communicate each year to the Assembly a memorandum indicating the laws and regulations forwarded by the parties to the Slavery Convention under Article 7 of that instrument. The Council was, further, invited to add supplementary information, if any, which the States Members of the League might be disposed to supply on their own initiative on the steps taken by them with a view to the progressive abolition of slavery and analagous conditions.

The Council, on May 22nd, 1933, noted that the Secretary-General had received a letter from the Government of Liberia, dated October 13th, 1932, a letter from the Government of the Sudan, dated April 10th, 1933, and a communication from the Government of China, dated May 6th, 1933. It decided to forward these communications to the Assembly.

The Secretary-General was, further, authorised to communicate to the Assembly any supplementary information which he might receive prior to the fourteenth session of the Assembly.

The Turkish Government, by a letter dated January 7th, 1933, informed the Secretary-General that it had submitted to the Grand National Assembly a Bill with a view to ensuring the accession of Turkey to the Slavery Convention.

Moreover, the Hungarian Government, in a letter dated February 17th, 1933, has notified its final and unconditional accession to the Convention, thus withdrawing the reserve attached to its first conditional accession made on April 13th, 1927.

II. COMMITTEE OF EXPERTS APPOINTED UNDER THE RESOLUTION ADOPTED BY THE ASSEMBLY ON SEPTEMBER 25TH, 1931.

The Committee of Experts, appointed under the resolution adopted by the Assembly on September 25th, 1931, in a report to the Council, dated September 1st, 1932, submitted a table showing the present position in regard to slavery, dealing successively with the statuts and legal status of slavery, slave-raiding and similar acts, the slave-trade, slave-dealing (including transfer by exchange, sale, gift, inheritance or occasional sale of persons previously free), practices restrictive of the liberty of the person, domestic or predial servitude (serfdom), transition from servile or compulsory labour to free-wage labour and independent production.

The Committee of Experts further indicated the measures which might be used in combating these various aspects of slavery.

Finally, it suggested certain general measures, in particular the appointment of an advisory commission of experts which would study, among other matters, institutions or facts coming under the definition of slavery or analogous conditions and to keep in touch with information relating to these matters.

The Council forwarded the report to the Assembly on September 23rd, 1932.

The Assembly, on October 12th, 1932, noted the report of the Committee of Experts and drew the attention of the Members of the League and of States parties to the Convention of 1926 to the opinions and suggestions contained in the report. It recommended that the organs of the League should be kept informed of the steps taken by Governments with a view to the total suppression of the slave trade and slavery in its various aspects.

III. ADVISORY COMMISSION OF EXPERTS CONTEMPLATED UNDER THE RESOLUTION ADOPTED BY THE ASSEMBLY ON OCTOBER 12TH, 1932.

The Assembly, under this resolution, in conformity with one of the suggestions of the Committee of Experts, decided to appoint an advisory commission of experts. It laid down the composition, the competence and duties of the commission. The Secretary-General was asked to include in his budget for 1934 the credits necessary for this commission, and the Council was requested to take in the meantime any steps which did not involve the allocation of credits with a view to carrying the resolution into effect.

The Council, on January 24th, 1933, acting under this last recommendation, invited the Secretary-General to draw up a list of experts with the qualifications defined by the Assembly with a view to the constitution of the advisory commission of experts as soon as the necessary credits had been voted.

The representative of the United Kingdom, on this occasion, expressed the hope that it would be possible to include in the list of experts the name of a woman qualified to take part in the work of the Advisory Commission.

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10.

WORK OF THE TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

A. SECTION OF ECONOMIC RELATIONS : WORK OF THE ECONOMIC COMMITTEE.

I. THIRTY-NINTH SESSION OF THE ECONOMIC COMMITTEE (May 15th to 17th, 1933).

The Economic Committee met for its thirty-ninth session at Geneva from May 15th to 17th, 1933. The Committee had not come together since June 1932. It had suspended its work for this lengthy period because it considered it inexpedient to carry on its activities simultaneously with those of the Committee of Experts which was preparing for the Monetary and Economic Conference to be held in London.

During its session in May, it reviewed the preparations which had been made for the Conference and made arrangements for its representation at the Conference in an advisory capacity.

2. WHEAT PROBLEM.

The Preparatory Committee of the Monetary and Economic Conference, in its annotated agenda, mentions wheat among other problems connected with the organisation of trade and production which call for consideration by the Conference.

The Committee found it advisable that some of these problems should form the subject of preliminary discussions, in order to prepare the way for the Conference, since the Conference itself would not be in a position to hold an exhaustive discussion on each individual subject.

The Economic Committee considered that an exchange of views between the experts representing the four principal wheat-exporting countries—the Argentine, Australia, Canada and the United States of America—might give good results.

A special consultative meeting, held in April last by the International Institute of Agriculture for the examination of the agricultural questions which are to be discussed at the Monetary and Economic Conference, likewise reached the conclusion that the wheat problem should be studied in a practical manner and on the same lines by the principal oversea exporting countries prior to the London Conference.

The experts of these countries (Canada, Australia, the United States and the Argentine) met at Geneva from May 10th to 17th, 1933, under the Chairmanship of M. Schüller (Austria), member and formerly Chairman of the Economic Committee.

The three main measures for this international action, which should be conceived as something provisional, would be

- (a) The limitation of production and possibly of exports ;
- (b) The liquidation of stocks ;
- (c) The maintenance of a reasonable import margin in European importing countries.

The experts thoroughly examined the first two points, and it was arranged that they should resume their conversations in London on May 29th, after having consulted their Governments. Thanks to the progress already made, it was hoped that definite conclusions would then be reached. As compared with the Wheat Conference of May 1931, the meetings in May undoubtedly presented a new aspect of the greatest importance : on the American side, there existed equal possibilities for co-operation.

3. SUGAR PROBLEM.

The Economic Committee, which has already dealt with this problem, received a request from the International Sugar Council that this question should be placed on the agenda of the Conference. The reason for this request is that the efforts of the States members of the International Sugar Council are to some extent thwarted by the increased production of certain countries which were not hitherto exporters.

The importance of this question has not been overlooked by the Economic Committee, but it realised that it was not in a position to amend the agenda drawn up by the Committee of Experts for the Monetary and Economic Conference. Moreover, it observed that the question is implicitly included in the agenda of the Conference under the heading "Organisation of Production".

4. CO-OPERATION OF THE ECONOMIC ORGANISATION IN THE CONFERENCE OF STRESA AND THE CARRYING INTO EFFECT OF THE RECOMMENDATIONS OF THAT CONFERENCE.

The Section of Economic Relations of the Secretariat of the League of Nations co-operated technically in the work of the Conference of Stresa and also provided the general secretariat of the Conference.<sup>1</sup>

<sup>1</sup> See the chapter of the report dealing with the activities of the Commission of Enquiry for European Union.

The Economic Organisation further assisted in carrying into effect the recommendations of the Conference of Stresa. In particular, it dealt with the problem of tobacco, which was entrusted to a Committee of Experts. The Committee of Experts, acting under the instructions of the Bureau of the Economic Committee of the League of Nations, completed its work in March 1933 with the assistance of the Secretariat of the League and on the basis of information supplied by the Secretariat of the League.

#### 5. CUSTOMS NOMENCLATURE.

The Secretary-General, acting under a decision adopted by the Council on September 1st, 1931, and approved by the Assembly in that year, sent to the Governments of all the States Members and non-members of the League, in November 1932, the draft uniform nomenclature drawn up by the Sub-Committee of Experts of the Economic Committee, together with the explanatory notes drafted by the Sub-Committee.

The Governments were asked to submit the draft nomenclature for study to their competent departments and to forward to the Secretary-General, before July 1st, 1933, any observations which they might consider to be useful. It was understood that these observations would be considered by the Sub-Committee of Experts with a view to making such amendments in the draft nomenclature as seemed to them to be essential or desirable.

#### 6. CONVENTION FOR THE REGULATION OF WHALING.

The Convention for the Regulation of Whaling, opened for signature by the Assembly on September 24th, 1931, although it has been signed by 26 countries and has received 12 ratifications or accessions, has not yet come into force, owing to the fact that it has not yet been ratified by the United Kingdom, which, under Article 17, is necessary to that effect.

#### 7. CONVENTIONS OF JUNE 7TH, 1930, FOR THE UNIFICATION OF LAWS ON BILLS OF EXCHANGE AND PROMISSORY NOTES.

The three Conventions for the unification of the laws relating to bills of exchange and promissory notes have received a considerable number of signatures and have excited a considerable amount of attention. It was hoped that the seven ratifications necessary for its coming into force, which must include those of three Members of the League of Nations permanently represented on the Council, would be obtained before the expiry of the time-limit fixed for the deposit of ratifications, namely September 1st, 1932.

More than the seven ratifications necessary were obtained by that date, but owing to the failure of Germany and France to ratify the Conventions, although these Governments have nevertheless set on foot the necessary procedure for ratification, the Conventions have not yet come into force, with the result that the long and patient preliminary work for the Conference of 1930 and the work of the Conference itself have not yet produced the fruitful results which business circles anticipated.

#### 8. PROCEDURE FOR THE FRIENDLY SETTLEMENT OF INTER-STATE ECONOMIC DISPUTES.

The Council approved, on January 28th, 1932, the procedure proposed by the Economic Committee for the friendly settlement of inter-State economic disputes,<sup>1</sup> and invited the Committee to submit a list of fourteen experts to be appointed under Article 4 of the Regulations.

The experts named have accepted their appointments and will accordingly remain on the panel for five years under resolutions adopted by the Council on September 23rd, 1932, and January 26th, 1933.

Resort to the new procedure has been open to States Members and non-members of the League of Nations as from January 1st, 1933.

### B. ECONOMIC INTELLIGENCE SERVICE.

The *Statistical Year-Book of the League of Nations, 1932-33*, is to appear in June, and, as in past years, consists of a comprehensive collection of statistics relating to all countries of the world in a systematic manner so as to secure the greatest possible comparability.

A special effort has been made, in collaboration with various national statistical departments, to make the *Year-Book* still more up-to-date. Most of the tables contain figures for 1932 and some of them for the first quarter of 1933.

An effort has been made in the past year to enhance the value and usefulness of the *Monthly Bulletin of Statistics*. Since January 1933, certain modifications have been introduced. More space is now devoted to the publication of special tables and diagrams on subjects of current economic interest. The regular monthly tables have been improved both with regard to the number of countries and the number of months shown in each table.

Improved arrangements have been made to secure by telegram the latest information available for each country and to keep the series as up-to-date as possible. Considerable progress has been made in this direction, thanks to the co-operation of certain Governments, by extending the cable service with overseas countries.

<sup>1</sup> Document C.57.M.32.1932.II.B.

The *World Economic Survey* was first published on September 1st, 1932. Advance copies were distributed to the members of the Assembly during the second half of August. This *Survey*, which was undertaken in pursuance of an instruction from the Assembly in 1930, represents the first of an annual series, the second of which will be available to the Assembly in September 1933. It gathers together in a short, readable volume the main results of the statistical and economic research work undertaken by the Economic Intelligence Service.

The first *Survey* opened with a brief historical summary of the events leading up to the depression and analysed the course of the depression up to the middle of 1932. A final chapter summarised the economic situation as it existed in July 1932, immediately at the close of the Lausanne Conference.

The *World Economic Survey, 1932-33*, now in preparation for submission to the Assembly in September 1933, continues the narrative of the previous volume. It will include at least a preliminary account of the proceedings of the Monetary and Economic Conference.

The *Review of World Trade, 1931 and 1932* (first half), which was published in December 1932, contains summary tables for the trade of all the most important countries of the world in recent years, and separate sections deal with commercial balances, trade by classes of commodities, the direction of trade, index numbers of import and export prices, etc.

The succeeding issue is being published much earlier this year in order to be ready for the Monetary and Economic Conference in June 1933. It contains a general review of the whole year 1932; it is similar to the preceding issue, but does not contain all the tables usually included in the *Review*, as full information on the trade in 1932 for certain countries was not available at the time of drafting.

The volume of *International Trade Statistics*, last published in April 1932, covering the years 1928, 1929 and 1930, and containing also preliminary figures for 1931, will not be published until toward the end of the year, but will then contain detailed figures for two new years. This rearrangement of dates of publication will enable more recent information to be regularly included in this volume. The new volume will contain detailed statistics of sixty-four countries, showing in particular imports and exports of merchandise and of bullion and specie, imports and exports by countries, by articles and by classes of commodities.

The *Balance of Payments, 1931-32*, which will appear late in 1933, will contain estimates or partial estimates on the international accounts (trade in goods and services, gold and long- and short-term capital operations) for about thirty-five countries. In many cases, information will be added for two years in addition to those given in the preceding edition. Here again the rearrangement of dates will enable more recent information to appear regularly. A general analysis of capital movements in 1932 and the first half of 1933 will be in the new volume.

The *Review of World Production, 1925-1931*, was published in the summer of 1932. It contains an analysis of the developments of primary production, industry and price movements and relationships. The next issue, covering 1925-1932 will be published under the title, "World Production and Prices", and will appear in the summer of 1933; in this volume the League of Nations index number is to be revised and brought up to date and an international index number of industrial production will be introduced for the first time. The volume has in general been supplemented by a more extensive analysis of price movements than was previously given.

A second edition of the *Memorandum on Commercial Banks* will be published at the end of 1933; the introduction to this volume will contain a general analysis of banking and money-market developments during the depression. The banking situation of eight or nine important countries will be analysed in detail and the statistical material relating to the remainder of the thirty countries included in the first edition will be brought up to date. In addition, separate chapters will be given on ten or more countries not previously included.

As in previous years, the Economic Intelligence Service has furnished various statistical data which have been incorporated in the *Armaments Year-Book*.

### C. PREPARATIONS FOR THE MONETARY AND ECONOMIC CONFERENCE.

In conformity with a decision taken by the Conference of Lausanne and with the instructions of the Council, the preparatory work for the meeting of the Monetary and Economic Conference was undertaken by a Committee of the Council which was instructed to take the necessary practical measures for the organisation of the Conference (Organising Committee) and by a Preparatory Committee of Experts.

The Organising Committee, sitting under the chairmanship of Sir John Simon (United Kingdom), included representatives of Germany, Belgium, France, Italy, Japan, Norway and the United States. The Committee held three sessions, in October and November 1932 and in January 1933. It dealt with various matters in connection with the material arrangements for the Conference, such as the choice of the place in which the Conference should meet, the technical organisation of its work and the participation of various international organisations.

The Council appointed Mr. Ramsay MacDonald, Prime Minister of the United Kingdom, as President of the Conference, which, in conformity with the decision of the Council, will meet in London. The Organising Committee, at a further meeting held on April 29th, decided that the Conference should meet on June 12th.

The Preparatory Committee of Experts consisted of fourteen members appointed by the Governments of Germany, Belgium, France, Italy, Japan, the United Kingdom and the United States of America, each Government appointing two delegates, one to deal with financial and the other with economic questions. It further included (a) three experts appointed respectively by the Norwegian, Indian and Chinese Governments, (b) three financial experts and three economic experts appointed by the Council of the League of Nations, and (c) two financial experts appointed by the Bank for International Settlements.

Further, the Committee co-opted three representatives of the International Labour Organisation and a representative of the International Institute of Agriculture to assist it in dealing with questions falling within the competence of these bodies.

The Committee, during its first session held in November 1932, entered upon a preliminary discussion of its task, having regard to the indications furnished by the Conference of Lausanne and by the Council of the League of Nations and the Organising Committee.

Between sessions, the members of the Preparatory Committee continued in their respective countries the enquiries and consultations necessary for establishing a final annotated agenda for the Conference.

The Committee, during its second session held in January 1933, again surveyed the problem as a whole and determined the text of its report. In view of the great importance of this document, the first part of the report, which gives a general view of the present economic situation and the general programme of the Conference, is reproduced below *in extenso* :

## I. INTRODUCTION.

The Preparatory Commission of Experts has been given the task of preparing a draft annotated agenda for the forthcoming Monetary and Economic Conference. In undertaking this task, we have been guided by the terms of reference transmitted to us by the Council of the League of Nations, and by certain preliminary discussions recorded in the Final Act of the Lausanne Conference. This Conference, having arrived at far-reaching decisions with regard to the pressing problem of reparations payments, invited the League of Nations to convoke a World Conference "to decide upon the measures to solve the other economic and financial difficulties which are responsible for, and may prolong, the present world crisis". In this message from Lausanne, we have found the clearest indication of our general mandate.

Before setting forth the problems which require solution, we wish to call attention to the gravity of the situation with which the world is confronted.

Unemployment has recently been estimated by the International Labour Office as involving at least thirty million workers. Even this huge total, which does not include the workers' families or other dependants, is probably an underestimate. The burden of suffering and demoralisation resulting from unemployment of such proportions is appalling. Wholesale commodity prices—expressed in gold—have declined since October 1929 by roughly a third; raw material prices on the average by 50 to 60 per cent. In the middle of December, at Winnipeg, the price of wheat fell to the lowest level recorded in any primary market for wheat during the past four centuries. Such price-declines have produced profound disturbances in the economic system. They have thrown completely out of adjustment prevailing costs of the various factors of production, have made business enterprise generally unremunerative, and have seriously disorganised practically all the world markets.

World stocks of agricultural products and of other raw materials continue to accumulate. The index of world stocks for 1932 was double that for 1925. Huge accumulations thus overhang some of the principal markets and burden the processes of orderly price readjustment.

Industrial production has been drastically curtailed, particularly in those trades producing capital equipment. The depths which have been reached in some instances are illustrated by the position of the United States steel industry, which, at the close of 1932, was operating at only 10 per cent of capacity.

The international flow of goods, hindered by currency disorders and restricted by a multiplicity of new governmental interventions, has been reduced to incredibly low levels. The total value of world trade in the third quarter of 1932 was only about one-third of that in the corresponding period of 1929. The fall during the three-year period was continuous.

Moreover, the quantum of goods in foreign trade appears to have fallen by at least 25 per cent; by far the largest fall on record.

As a result of price-declines and the fall in the volume of production and trade, national incomes in many countries have fallen, it is estimated, by more than 40 per cent. The revenues of Governments, as a consequence, have suffered sharp reductions, while expenditures have shown no corresponding decline. The inevitable result has been a series of budget deficits which, in some cases, have reached unprecedented proportions.

Only a handful of countries now retain free and uncontrolled gold-standard currency systems. Almost half the countries of the world are off the gold standard, and, in some forty countries, exchange restrictions have been imposed.

Currency disorganisation, price-declines, curtailment of trade have thrown into sharp relief the vast and difficult problems of indebtedness with which many, if not most, countries are confronted. As matters now stand, there are countries the total value of whose export trade has fallen below the sums required for external debt service alone.

Facts such as these indicate the extremities to which the forces of disintegration have already carried the economic and financial world. Further losses of ground cannot be contemplated without the gravest forebodings. Happily, in some quarters, there have recently been certain auguries of improvement. Thus security markets in almost every country have for several months past shown some resistance, despite discouragements. In the set-back which followed the slight revival after Lausanne, the security markets, unlike the commodity markets, did not lose all the gains that had been made. It is evident that more favourable monetary conditions, technical economic readjustments and reviving confidence are being currently interpreted by those who assume the risks of investment as affording the possibility of a genuine change for the better in the economic situation.

Nevertheless, recovery will be halting and restricted if unaccompanied by broad measures of reconstruction. Three years of world-wide dislocation have generated a vast network of restraints upon the normal conduct of business. In the field of international trade, prohibitions, quotas, clearing agreements, exchange restrictions—to mention only some of the most widely employed forms of regulation—throttle business enterprise and individual initiative. Defensively intended, and in many instances forced by unavoidable monetary and financial emergencies, these measures have developed into a state of virtual economic warfare. It is not only in the field of trade that this tension exists. In the difficult sphere of international monetary and currency relations and in the world capital markets, free international co-operation has given place to complex and harassing regulations designed to safeguard national interests. If a full and durable recovery is to be effected, this prevailing conflict of national economies must be resolved.

The measures to be adopted to this end constitute the problem which the Governments must shortly face in London. In essence, the necessary programme is one of economic disarmament. In the movement towards economic reconciliation, the armistice was signed at Lausanne; the London Conference must draft the Treaty of Peace. Failure in this critical undertaking threatens a world-wide adoption of ideals of national self-sufficiency which cut unmistakably athwart the lines of economic development. Such a choice would shake the whole system of international finance to its foundations, standards of living would be lowered and the social system as we know it could hardly survive. These developments, if they occur, will be the result, not of any inevitable natural law, but of the failure of human will and intelligence to devise the necessary guarantees of political and economic international order. The responsibility of Governments is clear and inescapable.

## 2. GENERAL PROGRAMME OF THE CONFERENCE.

The programme of reconstruction which we deem it necessary for Governments to undertake is set out below. In this programme, the problem of inter-Governmental indebtedness has not been included, because it lies outside our terms of reference. In our opinion, however, it is essential that this question shall be settled and that the settlement shall relieve the world of further anxiety concerning the disturbing effects of such payments upon financial, economic and currency stability. Until there is such a settlement, or the definite prospect of such a settlement, these debts will remain an insuperable barrier to economic and financial reconstruction. We therefore attach the greatest importance to the early resumption and successful conclusion of negotiations upon this problem.

The main questions for the Conference, as set out in the Lausanne resolution of July 15th, 1932, were as follows :

### (a) *Financial questions :*

- Monetary and credit policy ;
- Exchange difficulties ;
- The level of prices ;
- The movement of capital.

### (b) *Economic questions :*

- Improved conditions of production and trade interchanges, with particular attention to :

- Tariff policy ;
- Prohibitions and restrictions of importation and exportation, quotas and other barriers to trade ;
- Producers' agreements.

Before embarking upon a discussion of these questions, it is necessary to emphasise the close interconnection between the various elements of the problem. It will not, in our judgment, be possible to make substantial progress by piecemeal measures. A policy of " nibbling " will not solve this crisis. We believe that the Governments of the world must make up their minds to achieve a broad solution by concerted action along the whole front. Action in the field of economic relations depends largely upon monetary and financial action, and *vice versa*. Concerted measures in both fields are essential if progress is to be made in



either. While we have kept roughly to the order set out in the Lausanne resolution, we attach no particular importance to the precise method of classification.

In stressing the necessity for concerted action, we do not wish to suggest that nothing can be accomplished before the Conference meets. On the contrary, the success of the Conference will depend in great measure upon the vigour with which the participating Governments enter upon preliminary negotiations in the meantime. The prospects of substantial all-round success in the necessarily complex and multilateral conference discussions will be greatly enhanced if, in the intervening months, preliminary negotiations have cleared the way for reciprocal concessions.

The principal questions which the Governments have to consider can be summarised as follows :

1. In the field of monetary and credit policy, the objective must be the restoration of an effective international monetary standard to which the countries which have abandoned the gold standard can wisely adhere. Each Government must, of course, remain free to decide when and under what conditions it could adopt such a standard, and we do not suggest that this can or should be done without the most careful preparation. The notes appended clearly show that there are a great number of economic as well as financial conditions which must be fulfilled before the restoration of an international gold standard can be a practical possibility. Moreover, it will be necessary to provide effective safeguards against such a restoration of the gold standard leading to a fresh breakdown. The question has to be considered whether measures can be taken, with the co-operation of Central Banks on the lines of the recommendation suggested in the report of the Gold Delegation of the League of Nations, to ensure a greater stability of price-levels in the future.

2. The unprecedented fall of commodity prices in recent years has caused a growing disequilibrium between costs and prices, has immensely increased the real burden of all debts and fixed charges, has made business more and more unprofitable, and has resulted in a continuous and disastrous increase of unemployment throughout the world. Some increase in the level of world prices is highly desirable and would be the first sign of world recovery. The Conference will no doubt wish to explore all possibilities of counteracting this fall in prices. One of the methods that should be considered is the continuation and development, where monetary conditions permit, of a general policy of easy money designed to promote a healthy expansion of business.

At the same time, the question requires to be considered whether, particularly in the case of certain primary commodities where large stocks are overhanging the markets, a better level of prices could not be obtained by the regulation of exports or production. Such an arrangement could be of special importance in the case of wheat, the cultivation of which represents the livelihood of a large proportion of mankind.

Of course, any rise in prices which might be obtained by such means can, in the long run, be maintained only by a general improvement of trade such as would follow from the abolition of present-day restrictions and the restoration of financial confidence.

3. The abolition of exchange restrictions is an essential condition of world recovery. For this purpose, the Governments concerned must take the internal measures necessary to secure the stability of their budgets and of their economic systems. In some cases, however, these efforts will not be sufficient so long as there is a mass of short-term foreign debts, which may at any moment be withdrawn ; in other cases, even the service of the long-term foreign debts entails great difficulties. These difficulties will require careful treatment. The objective must be to restore the confidence of the foreign lending markets, and much depends on the future level of prices.

It may be hoped that, if appropriate action is taken on these points, the markets of the creditor countries may soon be in a position to resume lending operations ; but, in view of the general breakdown of international confidence, the process may well be a slow one. The restoration of free exchanges is so essential to the recovery of financial confidence and to the resumption of the normal flow of international credit that the Governments should consider whether they cannot expedite the process. In order to do this, some means might be organised by which resources at present immobilised would be put into active circulation, and stabilisation credits would be provided under appropriate conditions for the countries which require such assistance.

4. Finally, there must be greater freedom of international trade. It has already been pointed out that one of the most significant features of the present crisis is the fall which has taken place, not only in the value, but in the quantum of world trade. This fall has been partly caused, and has certainly been intensified, by the growing network of restrictions which have been imposed on trade during recent years. Every country seeks to defend its economy by imposing restrictions on imports, which in the end involve a contraction in its exports. All seek to sell but not to buy. Such a policy must inevitably lead to an increasing paralysis of international trade. Governments should set themselves to re-establish the normal interchange of commodities.

In the first instance, every effort should be made to secure a general agreement for the progressive relaxation, and the complete abrogation at the earliest possible date, of the emergency measures—prohibitions, quotas, etc.—imposed as a result of the crisis. At the same time, it will be necessary for the Governments to reconsider recent economic tendencies in so far as these are reflected in excessive tariffs, and to arrive at understandings for the

moderation and stabilising of tariff policies in the future. Action in this direction has an intimate bearing upon the stabilisation of currencies, as it is impossible to maintain an international monetary system except on the basis of an international economic system. The great creditor nations have a special responsibility in this respect.

Such is the general outline of the problems before the Conference as we see them.

An annotated agenda containing detailed suggestions for their solution and indicating the technical difficulties involved will be found in Part II.

We should like to emphasise the fact that, in formulating this programme, we have been dominated by the desire to find effective and enduring remedies for the present depression and for the unemployment which weighs so heavily on the whole world. We believe that partial remedies in this field will not be successful. What is needed is a comprehensive programme of world reconstruction, and this should be carried through as rapidly as possible, so as to strengthen the forces which are now working towards recovery. We have here presented such a programme. We would not give the impression that the adoption of this programme could deliver the world at a stroke from the difficulties under which it is now labouring. But, if the Governments are prepared to undertake it, and also to settle political questions which lie outside the scope of the Conference, we believe that confidence and prosperity can be restored.

\* \* \*

The agenda of the Conference as proposed in the report is as follows :

- I. Monetary and credit policy.
- II. Prices.
- III. Resumption of movement of capital.
- IV. Restrictions of international trade.
- V. Tariff and treaty policy.
- VI. Organisation and production of trade.

The second part of the report consisted of annotations to the agenda, in which the Committee submitted its observations on the various problems falling under the general items.

The following questions, among others, were considered : the conditions under which a restoration of a free international gold standard would be possible ; the functioning of the gold standard ; the currency policy to be followed prior to its restoration ; certain essential principles necessary for the functioning of the gold standard and the question of silver.

The report, on the question of prices, dealt with the disequilibrium between prices and costs and measures for restoring the balance between them.

Finally, a chapter was devoted to the question of the resumption of the movement of capital and connected problems, such as the abolition of foreign exchange restrictions and the settlement of international short-term and long-term debts.

Further, the report contained a detailed study on the various aspects of the problem of restoring international trade. In particular, the question of the abolition of quantitative restrictions on commerce and of the tasks confronting the Conference in relation to commerce and tariff policy and economic agreements was examined.

Finally, considerations bearing upon the problem of the international organisation of production and trade were submitted in the annotations (economic agreements).

The Council, on January 26th, noted the draft annotated agenda and forwarded it as a basis of discussion to the States invited to the Conference.

The Organising Committee, on May 12th, held a final session prior to the Conference in London. It was decided at the request of Mr. Norman Davis, representative of the United States, that, in sending out the invitations to the participating countries, the following proposal by the United States Government for an economic truce should be included :

“ At the opening of the World Economic Conference, all the Governments will be asked by the American delegation to join in an agreement or understanding to be carried out in good faith, providing that all Governments should refrain, during the period of this truce, from creating or making any material upward modification in tariff rates, imposing any new restrictions or enhancing any existing restrictions against the importation of goods which would give domestic producers an additional advantage as compared with foreign producers. Furthermore, this truce would provide that the Governments should agree to introduce no additional direct or indirect subventions for the expansion of their export industries, nor any discriminatory trade methods, nor any additional measures to promote dumping, etc.”

Recognising that immediate action in the sense indicated in the United States Government's proposal referred to above would be the best preparation for the Conference, the eight Governments represented at the meeting of the Organising Committee on May 12th, agreed between themselves that they would not, before the opening of the Conference or during its proceedings, adopt any new initiatives which might increase the many varieties of difficulties now arresting international commerce. They invited all the other Governments participating in the Conference to join them in this agreement. Certain explanations and qualifications regarding the truce were made by the Governments represented.

The Committee further decided to invite certain international organisations, in addition to those already invited in virtue of a resolution adopted by the Council on January 26th, 1933, either to be represented at the Conference in a consultative capacity or, should they so desire, to submit memoranda.

(a) The Communications and Transit Organisation of the League of Nations has been invited to be represented at the Conference by two of its members in a consultative capacity.

(b) The International Co-operative Alliance and International Commission of Agriculture will be invited to submit in writing, if they so desire, their views on the various questions before the Conference and to send one or two representatives to be at the disposal of the Conference or of its Commissions, should oral explanations of their point of view be desired.

(c) It was agreed that no further bodies should be invited to send representatives.

(d) The following bodies—viz. :

Interparliamentary Commercial Conference ;  
Comité international de l'Union douanière européenne ;  
International Agrarian Bureau ;  
Permanent International Timber Committee ;

will be invited to communicate to the Secretary-General of the League of Nations any memoranda or proposals which they may wish to put forward.

The Council, on May 23rd, 1933, adopted the following resolution :

“ The Council,

“ Having taken note of the report submitted to it by the President of the Council Committee for the Organisation of the Monetary and Economic Conference on the meetings held on April 29th and May 12th, 1933 :

“ Expresses its satisfaction that the eight Governments represented on the Committee have agreed between themselves before the opening of the Conference, and during its proceedings, to abstain from all initiatives which might increase the difficulties now arresting international commerce ;

“ Considers this agreement to be a good augury for the work of the Conference ;

“ Considers further that the adherence of as many Governments as possible to this truce is necessary in order to create a period of calm and tranquillity during which the work of the Conference can proceed ;

“ Urgently appeals to all the Governments invited to the Conference to join in this agreement and to act in accordance with its spirit.”

#### D. THE ALLOCATION COMMITTEE.

The Committee on Allocation of Expenses met in December 1932. In view of the submission of a revised provisional scale to the Assembly in 1934, it decided that the considerable work for the preparation of the scale should be begun by the Secretariat without delay. It is intended that the results shall be ready for examination by the Committee at a meeting to be held early in 1934.

#### E. WORK OF THE FINANCIAL COMMITTEE.

##### I. WORK OF FINANCIAL RECONSTRUCTION.

###### 1. *General Observations.*

In accordance with instructions received from the Council, the Financial Committee has continued closely to follow the situation in those countries of Europe which have had recourse to its assistance in the past. It has held three sessions—in September 1932, and in January and April 1933—specially devoted to these questions and it has sent delegations to Bulgaria and Greece. It has further, in agreement with the Roumanian Government, established the basis of an advisory technical co-operation. Finally, at the request of the Chinese Government, M. Charron, former Commissioner of the League of Nations in Bulgaria and a member of the Financial Section of the Secretariat, has visited China on a six months' mission to co-operate with the Chinese Government in the study of the financial problems concerning that country.

In the chapter of the report to the previous Assembly devoted to the work of the Financial Committee, attention was drawn to the difficulties of the new tasks which it was required to undertake as a result of the effect of the economic depression on the finances of the States which it had been called upon to assist in the past. This situation has grown steadily worse since the last Assembly. The Committee in its January report again expressed the opinion :

“ The strain to which these countries are subjected is mainly due to world causes . . . . That strain cannot be finally relieved, though it may be temporarily or partially alleviated, if these world causes are not themselves removed.”

The Committee again stated its conviction :

“ In spite of certain general signs of improvement, the measures which it may have to propose to the various countries risk to remain inadequate owing to the fact that most of the serious problems referred to it in its report of March 29th last have not yet been solved.”

The following paragraphs give a picture of the work of the Financial Committee in connection with Austria, Bulgaria, Greece, Hungary and Roumania.

## 2. *Austria.*

The supplementary report to the last Assembly contained an analysis of the Protocol signed at Geneva on July 15th, 1932, providing for the issue, for the benefit of Austria, of a loan guaranteed by various Governments up to a maximum of 300 million schillings. The protocol contains an undertaking of the Austrian Government to establish and maintain budgetary equilibrium, to abolish exchange restrictions and to carry out a certain number of measures with the object of putting its financial situation on a sound basis once and for all. The Protocol came into force on December 31st, 1932, after it had been ratified by Austria, the United Kingdom, France and Italy. The two other signatory States—Belgium and the Netherlands—have tabled bills for ratification in their respective Parliaments. The Swiss Confederation has informed the Austrian Government that it will share in the loan up to 8 million schillings. If Belgium and the Netherlands be included, the total loan at present promised amounts to 246 million gold schillings. The Financial Committee has had several opportunities, of which it has availed itself, of urging all the Governments which guaranteed the loan of 1923-43 to share in the new loan. This recommendation was supported by the Council. Owing to technical difficulties, the loan has not yet been issued.

On the coming into force of the Protocol, M. Rost van Tonningen was appointed representative of the League in Austria, and M. Frère as Adviser to the National Bank.

Thanks to the energetic and untiring efforts of the Austrian Government, a remarkable improvement has taken place in the country's financial situation. When the Financial Committee, at the request of the Austrian Government, began an investigation of the budgetary situation in September 1931, the estimated deficit for the current financial period was 270 millions without taking into account an additional deficit of 76 millions on the railways. The following year a remarkable improvement took place, the State budget for 1932 being entirely balanced. The State was even able to use its surplus receipts to cover the greater part of the deficit on the Federal railways. For the period 1933, fresh efforts were made in order completely to balance the budget both of the State and of the Federal railways. The budget was voted in February 1932 on the basis of estimates which subsequently proved to be partially inaccurate. The receipts from taxation were in fact lower than the estimates and it was also necessary to make provision for a certain amount of supplementary expenditure, more particularly in connection with the service of the external debt. Finally, the railway administration took steps, with the help of the State, to cover the deficit in the budget of the railways, supplementary measures being enacted by means of administrative decisions and decrees in order to find the additional 180 million schillings to meet these new budgetary needs, with the result that the budget was entirely balanced.

As far as currency was concerned, the National Bank succeeded by a prudent and clever policy in abandoning little by little the official parity of the schilling and thus allowing it to find its natural level quite freely. All exchange operations are now carried on at market rates in Austria. The essential object of the restrictions still in force is to prevent a flight of capital and ensure the execution of the measures concerning the payment of foreign debts. The currency policy defined in Article 5 of the Protocol has thus been carried into effect.

Since the beginning of 1933, Austria has resumed her monthly transfers for the service (including interest and sinking fund) of the guaranteed loan of 1923-1943. She has carried out the necessary transfers for the payment of the last coupon of the 1930 loan.

The negotiations concerning the Creditanstalt have, as the result of various efforts, resulted in the conclusion of an agreement which has been ratified by the majority of the creditors and by the Austrian Government. In March last, the Austrian Government reorganised two other important Viennese banks. Recent adjustments in the rigid rules governing collective contracts has rendered possible a very large measure of compression in the cost of operating credit establishments. The situation of the Austrian banks is thus on the way to recovery.

The effort accomplished by the Austrian Government is all the more remarkable if regard be had to the difficulties of the present critical period, and the Financial Committee concluded the part of its report dealing with Austria, dated April 1933, with the following tribute :

“ By the various measures outlined above, the Austrian Government has, so far as could be reasonably expected in present circumstances, carried out the plan of reforms contemplated in the Protocol.”

## 3. *Bulgaria.*

The Financial Committee has continued to devote an important amount of its time to the work in Bulgaria and has tried to make its co-operation with the Bulgarian Government more effective. The position was strengthened by the appointment, in October 1932, of M. Köstner as Adviser to the National Bank. M. Köstner took the place of M. Watteau who, as mentioned in the last supplementary report to the Assembly, was appointed Commissioner of the League of Nations in Bulgaria on July 15th, 1932.

The general situation continued to grow worse as from September 1932. The delegation of the Financial Committee, which went to Sofia in April 1933 at the request of the Bulgarian Government, noted the following facts :

The budget deficit, which for 1931-32 reached 930 million leva, must now be regarded as being approximately 1,300 millions for the period 1932-33. Despite the fact that the Treasury has contracted various loans exceeding 1,700 million leva during these last years, it has entirely

exhausted its resources and has incurred a steadily increasing debt of about 1,500 million leva towards its officials and State contractors, whose bills remain unpaid. On March 31st, 1933, the payment of the State officials, of the army and the police, as well as pensions, was three months overdue. "In other words", as the Financial Committee's report concludes, "the State is spending on an average some 110 million leva a month more than it receives. It has been able to do so by incurring new debts. It has now reached a point at which it cannot continue doing so, since its credit is seriously undermined and the delay in the payment of salaries and pensions cannot be prolonged without danger."

To remedy this situation, the Financial Committee was of opinion that energetic steps should be taken in three fields: public receipts, public expenditure and the economic and financial policy of the country, and it carefully examined the situation, with the assistance of the Bulgarian Government. The Prime Minister, on behalf of his Government, made a statement before the Committee indicating the drastic measures which the Government had decided to enact in order to restore public finances and to maintain the currency and credit of Bulgaria. These measures may be summarised as follows:

The adoption, before June 30th, 1933, of a budget showing, as compared with the 1932-33 period, an increase of 560 millions due to new taxation and an economy of 300 millions;

The rigorous maintenance, during the financial period, of receipts and expenditure within the limits fixed in the budget;

A stronger control over the execution of the budget by the adoption of a system of preliminary control by the Finance Minister over all commitments of State services, including State departments, communes and autonomous public institutions and over all laws of a financial and economic character;

The strict application of the system of a monthly budget as a basis for expenditure;

Punctual payment, guaranteed by law, of salaries and pensions either by preference or by earmarking certain receipts and creating an amortisation fund for the payment of the arrears due on salaries and pensions;

The adoption of a bill guaranteeing to officials of the financial administrations the necessary guarantees in respect of recruiting, stability and promotion;

The adoption before December 31st, 1933, of a general law on the budgetary system and the State accounts and of a series of laws to deal with questions concerning debts, debt agreements, interest rates and the activities of banks, in order to give the necessary stability to credit;

The immediate establishment of a superior supervisory body to control the assessment and collection of taxes.

The Committee noted this declaration and expressed its agreement with the Bulgarian Government as to the urgent necessity of rigorously applying the contemplated measures. It indicated various means which would facilitate the payment of Treasury arrears and, at the request of the Government, studied measures which would make it possible to restore a certain amount of elasticity to the Treasury in order to cope with such variations in receipts from taxation as might occur from month to month. The Committee proposed that the Council should approve an increase from 600 to 1,100 million leva of the normal limit laid down in Article 11 of the Protocol of March 10th, 1928, dealing with the right to issue Treasury bonds, with the reservation that a special control should be established to be exercised over the issue of such bonds and the realisation of any other short-term advances. The control would be exercised by a Committee composed of the Director of the Public Debt, the Governor of the National Bank, the Commissioner of the League of Nations and the Adviser attached to the National Bank. Further, the operations of the Treasury must be subordinated to the progress made in the execution of the programme of financial reconstruction. The Council authorised these operations in a resolution adopted on May 26th, 1933.

In order to make it possible to mobilise these Treasury bonds in case of necessity, should the establishments which took them up find themselves in need of liquid assets, the Financial Committee also proposed that the limit of rediscounting provided in Article 35, paragraph 10, of the law on the National Bank, should be raised from 200 to 500 million leva.

The Committee hopes that, if the above measures are rigorously and completely applied, a considerable improvement in the situation will result. It has taken no decision as to the amount of the credits to be inserted in the budget for the service of the external debt, since it is of opinion that it is for the Bulgarian Government to settle this question with its creditors. In accordance with agreements previously concluded with foreign holders of the Bulgarian debt, the percentage of interest transferred was 50 per cent during the first half of the budgetary year 1932-33 and 40 per cent for the second half. The percentage was provisionally reduced to 25 per cent pending further negotiations for the beginning of the year 1933-34.

#### 4. *Greece.*

Owing to various circumstances, more especially the change of government which took place in January last, the Financial Committee was not able, during its September and January sessions, to discuss a detailed programme of reform with the representatives of Greece. It laid emphasis, however, in its January report, on the essential importance of the budgetary problem and the urgent necessity of rapidly meeting the deficit, which threatened to increase in an alarming manner owing to the falling receipts. With the object of increasing budgetary resources, it suggested at that moment certain measures such as the adoption of a turnover tax and it urged that fresh efforts should be made to reduce expenditure, particularly on public works.

The Greek Government, in a letter dated April 10th, 1933, requested the Secretary-General to authorise the Financial Organisation of the League of Nations to make an enquiry on the spot into the financial situation of Greece. The request was examined by the Financial Committee at its April session and it reached agreement with M. Maximos, the Greek Foreign Minister, on the terms of that enquiry. A delegation of the Committee was sent to Greece with instructions to report to the Committee at the end of May.

In conformity with the recommendations of the Council, the Greek Government concluded a provisional agreement in September 1932 with the foreign holders of Greek loans. By the terms of that agreement a cash payment of 30 per cent of the interest due for the present budgetary year was made in January 1933; further, a sum in drachmæ corresponding to 35 per cent of the interest was set aside out of the receipts controlled by the International Financial Commission. A further examination of the position should make it possible to decide how much might be transferred.

#### 5. *Hungary.*

The situation in Hungary has continued to be extremely difficult. Exports, which consisted for the most part in agricultural products, have decreased considerably in volume and still more in value, having fallen from 912 million pengö in 1930 to 570 millions in 1931 and to 330 millions in 1932. Budgetary resources have also declined and this has led to an increase in the difficulties of the work of reorganisation undertaken at the end of 1931. The budget for the financial period 1931-32, which had already started to run when Hungary had recourse to the League, closed with a deficit of 160 million pengö. For the financial period 1932-33, the deficit, despite several measures adopted, is expected to reach about the same figure. Thanks to a fresh reduction in expenditure, particularly in the cost of staff, and thanks to an increase in the direct taxation figure, it is to be hoped that the deficit will be considerably reduced, but a balance between receipts and expenditure is still far from being attained.

Certain signs of improvement have nevertheless been in evidence since the beginning of the year 1933. For example, exports increased 11 per cent in value in the first quarter of 1933 as compared with the same period in 1932. For the first three months of 1933, exports exceeded imports by 10 million pengö, whereas, in 1932, the trade balance deficit for the same period reached the figure of 13 million pengö. The result has been to make it possible for the Bank of Hungary to increase its purchases of foreign exchange.

During the present financial period, the Government has made no transfer for the service of its external debts, except for the reconstruction loan of 1924, and it has not deposited pengö for account of its foreign creditors. The sums at present available in foreign exchange should make it possible for the Government to pay the coupon of August 1st, 1933, of the reconstruction loan.

#### 6. *Roumania.*

A novel and interesting development of the Financial Committee's activities is the agreement concluded for technical co-operation with Roumania.

Allusion was made in the supplementary report to the previous Assembly to a request submitted to the Secretary-General by the Roumanian Government on June 18th, 1932, for the technical assistance of the League in applying a plan of financial reform whose object was to adapt the administrative life of the country to new economic conditions and to study the measures necessary to improve the financial situation of Roumania. The request was more clearly defined in a second letter, dated July 21st, as the result of a journey made to Bucharest by M. Avenol and Mr. Loveday. To reach agreement with the Roumanian Government on a programme of reorganisation and the contemplated methods of co-operation, a delegation of the Financial Committee went to Roumania at the end of August 1932. In consultation with the Roumanian Government, it laid the foundations of an agreement, and the provisional text of this agreement was discussed by the Financial Committee at its September session with the representatives of Roumania, M. Madgearu and M. Lugosiano. The text of the agreement was finally adopted at the January session, with certain amendments introduced at the request of the Roumanian Government. The agreement was approved by the Council on January 28th, 1933, and signed on the same day by M. Lugosiano, representative of Roumania. It was ratified by the Roumanian Parliament on May 3rd. The Roumanian Government deposited its instrument of ratification of the agreement on May 18th, and the agreement came into force under a resolution adopted by the Council on May 26th, 1933.

The agreement for advisory technical co-operation in Roumania sets out in Annex I the list of financial and administrative reforms which the Government proposes to carry through with the assistance of the League of Nations. The Agreement provides for the appointment by the Roumanian Government, on the recommendation of the Council, of three experts: an expert in treasury and budget matters, an accounting expert and an expert on taxation. Their work will be co-ordinated by a financial adviser appointed by the Council of the League in agreement with the Roumanian Government.

The system of co-operation laid down by the agreement will continue for a period of four financial years unless the Council should decide by a majority to recall the Financial Adviser or any one of the experts in the event of its considering, after consulting the Financial Committee, that their presence was no longer necessary.

The Financial Committee, in submitting the agreement to the Council for approval, emphasised its novel character as compared with measures adopted on other occasions for the reconstruction of other countries. The Roumanian Government had asked, not for financial assistance, but for a technical co-operation in the financial field between the League and the

Roumanian authorities responsible for the carrying on of the administration in Roumania. At its meeting of January 28th, 1933, several members of the Council laid special emphasis on the new type of free co-operation defined in the agreement with Roumania, which appeared to them to offer a new field of activity to the League.

## II. FISCAL COMMITTEE.

### *Enquiry into the Apportionment of Profits.*

It was noted in the previous report to the Assembly that the Secretariat of the Fiscal Committee was carrying on an enquiry, undertaken with the help of a subsidy received from the Rockefeller Foundation, into the taxation of foreign and national enterprises and the methods of apportionment of profits applied to enterprises working in several countries. This enquiry is now concluded. It has covered more than thirty countries situated in various parts of the world. The results of the work in these countries will shortly be published and will constitute an important scientific contribution to the study of the problem of double taxation.

The Sub-Committee set up by the Fiscal Committee to conduct the enquiry into double taxation met from March 17th to 30th, 1933. The session was held in New York and in Washington at the request of the American Section of the International Chamber of Commerce. The Sub-Committee drew up a draft recommendation covering double taxation as applied to industrial and commercial profits. The draft will be submitted for examination to the Fiscal Committee, which is to meet in Geneva during June 1933.

To enable the Fiscal Committee to continue its work and complete the task undertaken, the Rockefeller Foundation offered a further subsidy, for an additional period of three years, ending July 1st, 1936, of 50,000 dollars. The offer was accepted by the Council on May 22nd, 1933.

## F. COMMITTEE OF EXPERTS APPOINTED TO EXAMINE THE SCHEME FOR A CURRENCY NORMALISATION FUND.

The Conference which met at Stresa in September 1932 contemplated the establishment of a Currency Normalisation Fund in accordance with one of the recommendations of its Financial Committee. The Conference, finding it impossible to consider in detail the best method of carrying the scheme into effect, referred the matter to the Commission of Enquiry for European Union, which recommended the Council to entrust it for thorough and detailed examination to a Committee of Experts.

The Committee of Experts met in Geneva from October 26th to November 1st, 1932, under the Chairmanship of M. Bachmann, President of the Swiss National Bank. Owing to the uncertainty of the situation and the fact that the fund would not be immediately operated, the Committee of Experts thought it impossible to draw up the detailed scheme which had been requested. They contented themselves with drafting a general outline and laying down certain general principles to govern any future work on the subject.

The object of the fund would be to assist in the normalisation of monetary conditions in Central and Eastern Europe. It would only be used in cases where there was sufficient assurance given by the country concerned that restrictions upon exchange transactions, and restrictions interfering with the maintenance or re-establishment of monetary stability would be abolished as quickly as possible.

The fund would, in principle, be used for the granting of credits with the object of furnishing the Bank of Issue with additional reserves. In case of need, advances might also be made to strengthen the central bank.

The amount of the fund was not fixed. Part only would have to be paid up in cash, the remainder being called up only in case of need.

Governments would take up shares in the fund in a proportion which has not yet been settled.

The maintenance of the fund would be based on two principles : (1) the administration must be entrusted to the Bank for International Settlements; (2) contact must be established and maintained between the Bank for International Settlements and the Financial Committee of the League.

The report on the Currency Normalisation Fund was communicated to the Preparatory Committee of Experts of the Monetary and Economic Conference, which, in the agenda drawn up in January 1933, referred to the constitution of a Currency Normalisation Fund as one of the methods suggested for stimulating the international movement of capital.

## II. COMMUNICATIONS AND TRANSIT ORGANISATION.

### A. PUBLIC WORKS.

The Committee of Enquiry into Questions relating to Public Works and National Technical Equipment, at a third session, held at Geneva from September 7th to September 10th, 1932, continued its examination of a number of proposals. It submitted a second report to the Council (document C.646.M.323.1932.VIII), which, in September 1932, decided to transmit it, with the previous report, to the Committee of Experts entrusted with the preparations for the Monetary and Economic Conference, with a view to the possible inclusion

of the question of public works in the agenda of the Conference. The Committee of Experts duly inserted it, under the chapter entitled "Resumption of the Movement of Capital", in the draft annotated agenda of the Monetary and Economic Conference.

The Committee of Enquiry into Questions relating to Public Works and National Technical Equipment decided to meet again at the beginning of June to examine new proposals submitted to it and to classify the proposals still under consideration in order to facilitate their examination by the Conference.

#### B. IMPROVEMENT OF THE APPROACHES BY SEA TO THE PORT OF BANGKOK AND OF THE INSTALLATIONS OF THE PORT.

In a letter of February 23rd, 1933, the Siamese Government asked for the opinion of the experts of the Communications and Transit Organisation on the question of improvements to the approaches to the port of Bangkok and the installations of the port. The Chairman of the Advisory and Technical Committee for Communications and Transit entrusted the examination of the question to a Committee of three experts of the Transit Organisation.

The Committee of Experts held two meetings in April, during which it drew up a list of the supplementary technical and economic data which it considered necessary before it could give a final opinion. It further entrusted the investigations on the spot, required to supplement the information available, to one of its members who went to Siam in June.

#### C. COLLABORATION BETWEEN THE CHINESE NATIONAL GOVERNMENT AND THE COMMUNICATIONS AND TRANSIT ORGANISATION.

In accordance with a resolution adopted by the Council on May 19th, 1931, the Director of the Communications and Transit Section returned to China in November 1931, in order to inform the Chinese Government as to the manner in which it might best use the services of the technical organisations of the League of Nations, and to make arrangements which would enable the Chinese National Economic Council to keep in touch with them. The Director of the Communications and Transit Section remained in China for several months.

The three experts appointed to advise the Chinese Government on the improvement of the Hwai river, on the waterways system of northern China and on the port of Greater Shanghai, have submitted a report to the Secretariat, which forwarded it to the Chinese Government. The competent authorities of the Chinese Government have been instructed to examine the report and its recommendations.

Moreover, the two engineers representing the Transit Organisation and accredited to the Chinese Government have been on the spot since January 1932. The results of the work done by them up to the present may be briefly summarised.

##### *Road Construction.*

The Chinese National Economic Council had decided to begin with the construction of five important and urgently needed roads in the three provinces of Anhwei, Kiangsu and Chekiang, to be carried out in collaboration with the three provinces. To that programme was added later the construction of the Shanghai-Nanking road.

In October 1932, the first of the new roads, from Shanghai to Hangchow, was opened, together with the ferry-boat service on the River Whangpoo at Minghong. The present position with regard to the construction of the six principal roads situated in the three provinces mentioned above is as follows :

The new Shanghai-Hangchow road has been considerably improved, its foundations having been strengthened along its whole length ;

The Nanking-Wuhu road has been completed with a provisional ferry-boat service on the River Tengtu ;

The Changchen-Ningkuo road was to be finished in April, allowing of through traffic between Hangchow and Wuhu.

The Hangchow-Hweichow road was also to be finished in April.

An important section of the Hangchow-Nanking road has been re-surfaced under the direction of the National Economic Council.

The plans and proposals have been completed for the Shanghai-Nanking road.

The authorities of the three provinces and of the municipalities of Nanking and Greater Shanghai have decided to adopt a uniform system of road signalling based on the Convention for the Unification of Road Signals concluded under the auspices of the League of Nations in October 1931. The system has already been introduced in the municipality of Greater Shanghai and along the whole length of the Shanghai-Hangchow road.

A conference was held at Hankow in November 1932, at which representatives of the National Economic Council took part, together with the representatives of the Transit Organisation and those of the following seven provinces : Honan, Hupeh, Anhwei, Kiangsi, Chekiang, Kiangsu and Hunan. A general programme of road construction was adopted for linking up the road systems of the seven provinces. The programme involves the construction of main roads of a total length of 11,940 kilometres. Moreover, a list of important branch roads was drawn up for each of the provinces, totalling 10,360 kilometres, to be carried out by the provinces themselves. The whole programme was to be completed in five consecutive



periods, the first of which was to terminate in July 1933 and the second at the end of the year. The Conference also drew up uniform technical rules concerning road construction, types of roads and bridges, the material to be used, etc.

The Conference was followed by an inspection of the roads, road construction and conditions of traffic in the province of Hunan in which one of the representatives of the Transit Organisation took part. A report was submitted to the National Economic Council.

The execution of the programme of the main roads in the seven provinces began with the construction of 900 kilometres of road representing the first of the five periods. The total expenditure for that period is estimated at 5,500,000 Mexican dollars.

Steps have also been taken to accelerate the execution of the part of the road programme for the province of Kiangsi, and one of the engineers representing the Transit Organisation has been instructed to lend assistance.

In connection with the constructional work, the National Economic Council has on several occasions engaged, after examination, a number of young engineers who have just obtained their degrees at Chinese universities, with a view to their training and participation in the most interesting parts of the work. Similarly, engineers in the service of the provinces have been required to spend a few months at the Central Office of the Road Department at Nanking in order to acquaint themselves with modern methods of road construction.

#### *Hydraulic Works.*

When the representatives of the Communications and Transit Organisation arrived in China a few months after the great floods of 1931 in the valleys of the Yang-Tse and Hwai rivers, the National Commission appointed by the Chinese Government to assist the victims of the floods and to take various urgent measures was still at work. An important part of its duties consisted in making necessary repairs to or in reconstructing the dykes and other flood-protection works. These duties proved to be very heavy and the Government was unable to undertake any other hydraulic work.

The Chinese Government decided to centralise in the hands of the National Economic Council all important work connected with river improvement throughout the country. The task of centralisation was to be carried out gradually, seeing that it involved the total reorganisation of the activities of the numerous authorities and special commissions entrusted with work of various kinds in this field.

In August 1932, the technical work of the National Relief Committee was handed over to the National Economic Council. An Hydraulic Works' Commission of the National Economic Council was set up to direct and supervise the execution of the necessary work and to examine the results obtained.

In the first place, the need for a general study of the whole hydraulic system of the Yang-Tse and the drainage of its waters and the waters of its tributaries was soon felt. Efforts were consequently made to obtain adequate material for drawing up a general programme of river improvement. At the same time, it was decided to proceed immediately with certain urgent work on a smaller scale for the improvement of the Yang-Tse and its tributaries, in particular, the protection of the banks, improvements in the system of dykes, the construction of jetties, etc. Preliminary work has also been set on foot with a view to preparing certain schemes for reclaiming low ground permanently under water in the valley of the middle Yang-Tse.

Preliminary to this new work of the National Economic Council and of the above-mentioned task necessitated by the transfer of the technical work of the National Relief Commission, the Chinese Government decided that a general inspection of the system of hydraulic and flood-protection works should be carried out along the Yang-Tse, the Hwai and the Grand Canal by a commission composed of numerous qualified persons, both Chinese and foreign. The inspection took place in November-December 1932 and a detailed report on the results was submitted to the Hydraulic Commission of the National Economic Council. Further, one of the engineers representing the Transit Organisation, who had, in the meantime, been appointed Engineering Adviser to the Yang-Tse Waterways Commission and the Hwai Waterways Commission, was instructed by the Secretary-General of the National Economic Council to draw up a preliminary report on the question, dealing in particular with the works in the Yang-Tse valley. For this purpose, he visited the places in question and submitted a report dealing more especially with the effective maintenance and protection of the dykes in collaboration with the local authorities.

The report of the three League experts on hydraulic questions in general and on the scheme for improving the Hwai was submitted to the Chinese Government. It was decided, on the basis of that report, to carry out the improvement of that river by adopting the alternative of evacuating the waters of the Hwai into the Yang-Tse. A beginning was then made with the execution of the first part of the scheme, both on the lower reaches of the Hwai and up to the Yang-Tse and on the Grand Canal. The expenditure entailed was estimated at 14,000,000 Mexican dollars.

The question of the river system of northern China was also studied by the three experts, and the National Economic Council instructed one of the engineers representing the Transit Organisation to examine the position created by certain work undertaken near Tientsin in connection with the evacuation of the waters of the Yun Ting-Ho into the sea. As a result of that examination, work which will cost 1,000,000 Mexican dollars, was decided upon by the Chinese Government.

Provision was made for the construction of a hydraulic and hydrotechnical laboratory, the establishment of which appeared necessary in view of the future work to be undertaken. Abundant information on that question was supplied to the representatives of the Transit Organisation by the Transit Section, thanks to the very complete series of publications, plans and descriptions relating to existing modern laboratories received from several European polytechnics. The establishment of a hydraulic laboratory near the Chiaotung University at Shanghai was finally decided upon and the proposal to set up a special hydraulic laboratory at the Tanshang University, near Tientsin, is also being examined.

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The Secretary-General of the National Economic Council recently sent to the Director of the Transit Section a complete report on the work done in connection with roads, pointing out in his covering letter that the success of the work and its development were due in special measure to the collaboration of the Communications and Transit Organisation. He thanked the Organisation for the assistance given to the Chinese Government and in particular for the transmission of the report of the three experts. He also stressed the great importance of the National Economic Council's road programme, as regards both the economic development of the country and the employment of a very large number of the inhabitants, many of whom were suffering from famine.

#### D. AIR TRANSPORT CO-OPERATION.

*Study of an International Air Network of Essential Connections, both Existing and Desirable.*

It is expected that a study of the question of the constitution and operation of a main network of permanent air routes will be completed by the Rapporteur of the Air Transport Co-operation Committee early this summer. A preliminary examination of this question was made during the second session of the Committee in May 1932.

The main network would comprise essential air services on the European continent and in the Mediterranean basin as far east as Istanbul, Beirut and Alexandria, and as far west as Casablanca. The study will take into close consideration the methods, cost and return of the present air services and detailed estimates will be given of the operating requirements, cost and economic possibilities of the proposed network.

#### E. LEAGUE WIRELESS STATION.

The wireless station "Radio-Nations" is effectively performing the special political services on behalf of the bodies of the League and the delegations accredited to them for which its establishment was approved by the Assembly. It has, in particular when certain disputes between States have been under consideration by the League, enabled direct and independent contact to be maintained between the bodies of the League which were dealing with the disputes and the missions which they have sent to the spot. The effective existence of the wireless station has also in certain cases considerably facilitated the procedure of the League, by making it possible to send to the Governments of countries distant from the seat of the League specially important and urgent documents by wireless telegraphy. It has further enabled the delegations of certain non-European countries to keep in touch with public national opinion by the use of long-distance wireless telephony. Finally, it has enabled the League of Nations regularly and directly to keep an increasingly wide public outside Europe informed as to the activities and discussions of the League, a field of activity which may shortly be extended to the European public.

The special services thus rendered by the wireless station have been without prejudice to the efficient working of the normal service for the transmission and receipt of State, Press and commercial telegrams between Geneva, South America and the Far East.

##### *I. Special Services rendered by the Station "Radio-Nations" to the Bodies of the League of Nations.*

The wireless station, upon the appointment of the Consular Committee at Shanghai in February 1932, enabled that Committee to correspond directly with the Secretariat of the League of Nations at Geneva. The reports of the Committee were all forwarded to Geneva through the station. The station was also used by the Commission of Enquiry appointed by the Council on December 10th, 1931, when the Commission was staying at Shanghai and at Peking.

In February 1933, the Committee of Nineteen, appointed by the Assembly, prepared a report on the Sino-Japanese dispute, which was revised and completed by the Committee on February 13th and February 15th. The Assembly, owing to the importance of the question, was summoned for February 20th to take a decision on the report. It was therefore of the greatest importance that the Governments of the States concerned might immediately have at their disposal a full text of the report, so that they might send instructions to their delegations at Geneva. The Committee of Nineteen decided, both for reasons of time and cost, to make use

of the wireless station, and the report was broadcast *in extenso* (15,000 words), after the various Governments concerned had been warned. The broadcast was received simultaneously at :

	Distance from Geneva Kilometres
Washington .. .. .	6,500
Rio de Janeiro .. .. .	8,750
Shanghai .. .. .	9,250
Tokyo .. .. .	9,500
Buenos Aires .. .. .	11,000
Sydney .. .. .	16,600

The report was broadcast once only. New York and Shanghai received the complete text without missing a word. Tokyo, Buenos Aires and Rio de Janeiro asked for certain small repetitions. The experiment accordingly showed that the station was fully competent to perform the services with which it had been entrusted.

A few hours after the transmission of the report, the appropriate authorities in the principal oversea countries were able to examine the full text of this important document. Moreover, the *New York Times*, the *Central Daily* of Newking and the *Egyptian Gazette* of Cairo published the complete text of the report on two large special pages.

Important parts of the report adopted by the Council on the dispute between Colombia and Peru were also sent by wireless telegraphy on March 18th, 1933, and was followed on May 25th, 1933, by the broadcasting of the Minutes of the Council meeting for the settlement of the dispute. Finally, the report of the International Labour Office on the forty-hour week was broadcast on May 14th, 1933.

#### 2. *Special Services rendered to Delegations by the Station " Radio-Nations "*

Satisfactory experiments recently made showed that wireless telephone communications with North and South America and with Japan could be established and the broadcasts subsequently organised have enabled persons distinguished in international politics to broadcast speeches before the microphone. The speech of Dr. Yen to the Special Assembly was broadcast to North America on December 4th, 1932, and the speech of M. Matsuoka on the same day was broadcast to Japan. Further, the Japanese delegation at Geneva has regularly broadcast news to Japan and had Duplex telephonic communications with that country, particularly during the months of November and December. These bulletins, moreover, were relayed in Japan.

Attempts made with a view to establish similar communication with China have not yet succeeded, as China has no long-distance telephonic station.

In April 1933, a special listening-in service was established to receive bulletins broadcast daily by the Japanese Government. The bulletins received, each containing about 200 words, were distributed to the Japanese delegation and to the Information Section.

#### 3. *Special Information Service.*

The Information Section of the Secretariat of the League, as from September 1932, has broadcast a regular weekly bulletin dealing with the activities of the League of Nations. The bulletins were well received and have therefore continued to be broadcast up to the present. Numerous persons participating in the work of the League of Nations have been invited to address a wide public under this arrangement, and letters showing the interest taken in this development and the results achieved have been received from listeners residing in the following countries :

*Europe* : The United Kingdom, Germany, France, Irish Free State, Italy, the Netherlands, Portugal, Spain, Yugoslavia.

*North America* : Canada, Mexico, United States.

*Central America* : Costa Rica, Cuba, the Dominican Republic, Guatemala, Panama, Porto Rico, Salvador.

*South America* : The Argentine Republic, Brazil, Chile, Colombia, Peru, Uruguay, Venezuela.

*Africa* : Algeria, Angola, Portuguese Guinea, Togoland, Union of South Africa.

*Asia* : China, British India, Japan.

*Oceania* : Australia, New Zealand.

#### 4. *Ordinary Telegraphic Services.*

The station " Radio-Nations " has been in daily communication since it started working at the beginning of February 1932 with the Japanese station at Nagoya, the station at Shanghai (with the exception of a short period in March 1933 during which it was found necessary to divert traffic via Manila) and the station at Rocky Point in the United States.

At the beginning of June 1932, services with South America, and particularly with Buenos Aires and Rio de Janeiro, were opened and gave entire satisfaction.

A temporary service was organised with a view to facilitating Press and State communications with the United States of America during the Disarmament Conference. At the end of July, when the new station " Radio-Suisse " established a service to North America, the

" Radio-Nations " services to that continent were suppressed, in conformity with the arrangement made with the Radio-Suisse Company, under which such communications were reserved.

As from August 1932, the station " Radio-Nations " has been working normally and performing the services contemplated in its agreement with the Radio-Suisse Company—namely, the services to the Far East and South America.

Towards the end of 1932, the Sino-Japanese dispute gave rise to a considerable exchange of State telegrams and Press telegrams with the Far East, and the station " Radio-Nations " was kept working night and day without cessation.

### III. HEALTH ORGANISATION.

#### I. CO-OPERATION IN PUBLIC HEALTH MATTERS WITH THE GOVERNMENTS OF VARIOUS COUNTRIES.

##### (a) CHINA.

The Health Administration of the Chinese Republic, in spite of existing difficulties, is continuing to carry into effect the three-year plan of reorganisation established in 1930 with the assistance of the Health Organisation.<sup>1</sup> The plan provides for the establishment at Nanking of a Central Field Health Station as one of the most urgent measures. This station, after having worked for two years in provisional premises, has now been installed in a new building, effectively equipped with modern appliances. The construction of the building was rendered possible by a subsidy of 600,000 Mexican dollars allocated by the National Economic Council of China.

Among the activities of the station may be mentioned the inauguration of a six-month course for sanitary inspectors, attended by some sixteen pupils, and the establishment of postgraduate health courses of four months for doctors, in which twenty-two members participated. Reference may also be made to a health course of six months, attended by thirty doctors who had already had two years' experience as interns. The school for midwives was opened in the spring and the new Central Hospital, whose construction was delayed by the Sino-Japanese dispute, will shortly be inaugurated.

The Central Field Health Station has been overwhelmed with requests for co-operation and advice of every kind. Programmes of health reorganisation are in course of execution in the provinces of Hupeh, Kiangsi, Hunan and Honan. The difficulty for the moment is to recruit a qualified staff, since the station has been obliged to second several of its doctors to provincial and municipal posts.

The discovery of a focus of schistosomiasis in the province of Chekiang has made it necessary for the Central Field Health Station to undertake a campaign against this infection. The Director of the epidemiological laboratory of that province, who had been visiting Europe, was able to stay in Egypt, thanks to the support afforded him by the Health Organisation, and there to familiarise himself with the prophylactic measures applied in case of schistosomiasis.

The campaign against cholera and smallpox at Shanghai, undertaken in accordance with the three-year plan, was continued energetically in 1932. One million inoculations against cholera were administered and 150,000 persons were vaccinated against smallpox. Further, arrangements were made for the medical inspection of schools, and the budget allotted to health improvements was increased by 100,000 Mexican dollars. The municipality contemplates the creation of ten health stations in the rural sectors of Greater Shanghai, and the necessary credits for the construction of the first of these stations have been voted. Further, a hospital of 200 beds will be provided in the Chapei sector.

In October 1932, the accidental death of Dr. Hou-Ki Hu, Health Commissioner of the municipality of Greater Shanghai, deprived the Health Organisation of one of its most valuable collaborators in China. Dr. Hou-Ki Hu, at the head of an important service, was one of the pioneers of social medicine in China. He devoted all his energy to the campaign against cholera and smallpox and organised a census of these diseases. In order to commemorate the service which Dr. Hou-Ki Hu rendered to the cause of health, one of the fellowships annually placed at the disposal of the Chinese Health Administration will henceforth bear his name and be granted according to a special procedure.

The National Quarantine Service, reorganised as a result of the enquiry made in 1929 by experts of the Health Organisation in agreement with the Chinese authorities, has this year taken under its authority three new ports—viz., Tientsin, Tsingtao and Chinwangtao. The service will henceforth be able to ensure the health supervision of all the river and maritime ports of interest to international traffic.

It has been possible to send further dispatches of drugs to the Chairman of the National Relief Commission for the victims of the floods at Shanghai, owing to the generosity of five German firms, who offered important quantities of emetine, caffeine, quinoplasmoquine, aspirin and anti-cholera vaccine.

##### (b) GREECE.

The Health Centre at Athens, established by the Greek Government according to the scheme of health reorganisation framed in agreement with the Health Organisation in 1929, continues to make progress. The Health School attached to it has prepared for the public

<sup>1</sup> For details of this plan, see the Annual Report on the Work of the League for 1931 (document A.6.1931, page 114)

health diploma a new class of candidates, who will, for the most part, enter the public health service.

The Malariology Section of the school has been instructed by the Greek Government to assume the direction of all the anti-malaria work in the country.

The Health Organisation, in order that the Health School at Athens may benefit from international experience, has secured the services of foreign health experts to give a series of lectures or to direct classes. Thus, during the recent winter, Professor Cantacuzène (Bucharest), Professor Prausnitz (Breslau), Professor Parisot (Nancy), Dr. Stampar (Yugoslavia), Dr. Burnet and Dr. Forestier (Health Section of the Secretariat) lectured to the pupils of the school and the medical profession on health subjects and social medicine.

#### (c) CZECHOSLOVAKIA.

The Minister of Health and Physical Education of Czechoslovakia, in September 1932, asked the Health Organisation to continue to afford it assistance with a view to taking practical steps as a result of the facts with regard to the health situation brought to light in certain regions of Slovakia and Sub-Carpathian Russia. The facts in question had been established during the previous year with the assistance of experts of the League of Nations.

The Health Committee decided to give effect to this request. It has placed at the disposal of the Czechoslovak Ministry of Public Health a member of the Health Section and the experience of its technical commissions. Moreover, the Czechoslovak health officials will be given an opportunity of studying abroad work of the same character as that which they will be required to undertake in their own country. Finally, foreign health experts will be asked to assist in the organisation of courses in Slovakia.

### 2. LIAISON WITH THE HEALTH ADMINISTRATIONS OF VARIOUS COUNTRIES.

#### (a) COLLECTIVE STUDY TOUR IN POLAND.

Only one collective study tour was arranged for 1933. It took place in Poland from May 28th to June 29th. There were two reasons for choosing Poland for the purposes of the tour: first, it seemed interesting in present economic circumstances to draw attention to a health organisation and a system of social medicine which, although very complete, was nevertheless working at small cost, thanks to a judicious co-ordination of its services. Secondly, the principles underlying the recommendations of the European Conference on Rural Hygiene found their most systematic application in Poland.

The participants appointed by their respective Governments met at Warsaw and visited the principal towns and districts of Poland under the conduct of the central and local health authorities. The itinerary was established so as to enable a study to be made on the spot of the following subjects: the influence of sickness insurance on the working of the health and medical services; the organisation and working of urban and rural health centres; the part played by the district health nurses in the general scheme of the public health services; propaganda on the principles of public health; the results of the enquiries undertaken in consequence of the European Conference on Rural Hygiene.

#### (b) INDIVIDUAL FELLOWSHIPS.

The system of individual missions continues to be applied in order to enable health officials appointed by their administrations to study abroad questions relating to the work of the Health Organisation or of special interest to their countries. Since October 1st, 1932, fellowships have been granted to medical officers belonging to the health administrations of ten countries with a view to enabling them to make a thorough study of certain subjects of general interest.

#### (c) HEALTH INFORMATION.

The Health Section, in June 1932, established an information service for questions of general interest to health administrations and medico-social institutions. The considerable body of information centralised by the Health Section is thus placed at the disposal of organisations interested in the protection of public health. Up to the present, the new service has replied to thirty-two questions, bearing upon such subjects as the importance of propaganda, education in mental hygiene, the work of health co-operative agencies, pasteurisation of milk, the standardisation of anti-smallpox vaccine, etc.

### 3. RURAL HYGIENE.

The European Conference on Rural Hygiene recommended that certain questions should be further studied and that this work should be entrusted to a number of health institutes and schools under the auspices of the Health Organisation. Special reference was made to the prevention of typhoid fever, the milk supply from the health point of view, the cost of various types of rural health services, the problem of flies and manure, methods of analysis applied to drinking water and the evacuation of dirty water. These studies have been undertaken in the health institutes and schools of Budapest, Copenhagen, Madrid, Nancy, Prague, Warsaw and Zagreb, and by the *Reichsgesundheitsamt* at Berlin.

The bacteriologists of the institutes dealing with the problem of typhoid fever met at Warsaw on November 28th, 1932, in order to discuss methods of standardising the Widal reaction and certain other laboratory processes used in the diagnosis of typhoid fever. They adopted a report explaining the technique which should be used in future in order to make the results comparable, and recommending the study of certain new methods which appear to give a higher percentage of positive results in the identification of the typhoid bacillus. This report has appeared in the number of March 1933 of the *Quarterly Bulletin* of the Health Organisation.

A preliminary note on the suppression of flies in farms has been communicated by Professor Thomsen, of Copenhagen, and forwarded for information to the institutes dealing with this question. Researches into the same subject are going forward in the French Department of Meurthe-et-Moselle under the direction of Professor Parisot. Research work will be undertaken also in other institutes.

The Assembly in 1932, on the proposal of its Second Committee, invited the Health Committee to consider the possibility of organising in the Far East a Rural Hygiene Conference similar to that held for European countries in 1931. The Health Committee referred this proposal to its bureau, asking it to submit a report at the next session of the Committee, after having consulted the Advisory Council of the Eastern Bureau. The Advisory Council of the Eastern Bureau, during its session in March 1933, approved in principle the convocation of the proposed Conference, and its members are now engaged in collecting preparatory information.

#### 4. CONFERENCE OF REPRESENTATIVES OF THE HEALTH SERVICES OF CERTAIN AFRICAN TERRITORIES AND OF BRITISH INDIA.

The Government of the Union of South Africa, in February 1932, asked the Health Organisation whether it was disposed to convene a regional health conference with a view to discussing certain questions of interest to Central Africa, South Africa and British India. The Health Committee decided to accede to this request and the Conference met at Cape Town from November 15th to 25th, 1932, under the chairmanship of Sir George Buchanan, representing the Health Committee. Delegates from the following territories were present : Angola, Basutoland, the Protectorate of Bechuanaland and Swaziland, the Gold Coast, British India, Kenya, Mozambique, Nigeria, Uganda, Northern Rhodesia, Southern Rhodesia, South West Africa, Tanganyika, the Union of South Africa and Zanzibar. A representative of the Rockefeller Foundation also attended.

The principal item on the agenda of the Conference was the practical application of the chapter dealing with yellow fever of the new International Sanitary Convention for Aerial Navigation. The subject is of special interest from the fact that new air services are now traversing Africa from north to south and from west to east and may carry for long distances, not only persons in a state of incubation, but also infected mosquitoes.

The Conference, after having reviewed the fundamental principles underlying the campaign against yellow fever, came to the conclusion that none of these principles has been invalidated by recent discoveries. It insisted on the importance of ascertaining, by means of the new biological tests, the geographical distribution of yellow fever and of determining the degree of receptivity of the populations of the countries where this disease had hitherto been unknown.

The Conference recommended the Governments of the countries of Africa to ratify the International Sanitary Convention for Aerial Navigation of 1932.

Among the other items upon the agenda were the following : unification of measures intended to prevent the import of smallpox by vessels coming from British India, the problems raised by the presence of endemic plague in certain regions of Africa, and the organisation of rural health services.

On almost all these questions, and particularly in the case of yellow fever and plague, further information and new developments are likely to need attention in the near future. The delegates to the Conference, impressed by the advantages derived from an exchange of views between officials of the neighbouring territories, expressed the view that it was desirable to convene similar conferences within a period to be fixed, and suggested that the Health Organisation should be invited, in 1937 at the latest, to obtain from the administrations concerned their suggestions and wishes in regard to such a meeting.

#### 5. EFFECTS OF THE ECONOMIC DEPRESSION ON PUBLIC HEALTH.

The Health Organisation has devoted particular attention since last Assembly to this problem. The general lines of the action which seems appropriate to the Health Organisation have been defined as follows :

(1) To get into touch with sanitary administrations for the purpose of working out methods of statistical study to elucidate the effects which the economic crisis may have upon the public health.

(2) To bring together the authors of the special investigations now proceeding, in order to secure a mutual understanding on the way in which individual nutrition should be studied, particularly by utilising the results of clinical observations made on predetermined lines. These investigations should be carried out under the auspices of the public health authorities.

(3) To facilitate the exchange of information and provide for consultations between sanitary administrations concerned with the question how, in respect of nutrition, the best use can be made of a reduced income.

(4) To take steps to convene the representatives of five or six countries which possess well-organised health services in order to exchange views on the most suitable methods by which, in a period of economic crisis, the public health can be safeguarded by the co-ordination of the work of all available health institutions, whether public or private.

(5) To study the effect upon public health of the exodus of unemployed from the towns and their agglomeration in places where sanitary measures are deficient. This exodus gives rise to various problems in regard to nutrition and occupation, medical assistance and the organisation and practice of sanitation.

(6) To take into account the effects of the economic crisis on health in the matter of mental hygiene.

(7) To request the Council to be so good as to secure the active collaboration of the International Labour Office with the Health Organisation in this work.

Point No. 2 was submitted to a Conference of Experts which met at Berlin in December 1932. The report of that Conference, published in the March 1933 issue of the *Quarterly Bulletin*, recommends, in particular, that, alongside the social enquiries, clinical enquiries should also be undertaken, based on a selection of methods which may be simply and rapidly applied. The programme framed by the Conference of Berlin has been carried into effect in Germany, Austria, the Netherlands, Poland and Yugoslavia, while Belgium and Hungary are considering the possibility of applying it.

Point 4 was studied by a group of experts in health administration and in the medical aspect of social insurance. The group included experts from Belgium, the United Kingdom, Czechoslovakia, France, Germany, the United States and Yugoslavia. It met on two occasions and summarised its views in a report which will be published in the number for June 1933 of the *Quarterly Bulletin*. The prevention and treatment of disease are, in the opinion of these experts, measures of true economy and any restriction placed on the budgets of preventive medicine, already inadequate, must be regarded as a false saving. It might, however, be possible to decrease health expenditure without prejudice to the population by rationalising the whole system of the protection of public health.

The Council of the League of Nations, during its seventieth session, invited the International Labour Office to co-operate with the Health Organisation in work relating to the economic crisis and public health. The Governing Body of the International Labour Office, as a result of this invitation, decided that the International Labour Office should henceforth be represented upon all the committees of experts of the Health Organisation invited to study the question.

## 6. WORK OF THE TECHNICAL COMMISSIONS.

### (a) MALARIA.

The Malaria Commission has continued its studies on the treatment of malaria, on the relations between housing and malaria, and on malaria in deltas. Three reports were drawn up on these questions and approved by the Commission during its session held in April 1933. The final report on the therapeutics of malaria (Third General Report of the Malaria Commission), which will appear in the June issue of the *Quarterly Bulletin*, may be regarded as an international consensus of opinion on principles of treatment as determined by the experimental researches so far effected.

The *enquiry into the quinine requirements* of malarial countries and into the world prevalence of malaria has given rise to the publication of a considerable amount of information (document C.H./Malaria/185) collected from 111 health administrations. The Commission, in view of the fact that researches into the use of synthetic drugs are in progress, decided to adjourn the convening of the Government Conference for which this information was intended.

The *researches into the curative value of totaquina* are being continued in Algeria, Bulgaria, the United Kingdom, China, the Federated Malay States, France, Germany, Greece, British India, Italy, Roumania and Spain. The results of chemical analysis and biological control in respect of totaquina have, according to the express desire of the Health Committee, been communicated to the Pharmacopœia Commissions of the various countries.

*International courses in malariology* established under the auspices of the Health Organisation will take place in 1933 in Paris and Rome and the practical stages of these courses will follow subsequently in Italy, Spain and Yugoslavia. Fellowships have been offered for this purpose by the Health Organisation to candidates belonging to the following countries : Bulgaria, Colombia, France, Germany, Italy, Persia, Portugal, Roumania, Spain, Turkey and Venezuela.

The prize offered by the *Darling Foundation*, in honour of the memory of Dr. S.T. Darling, accidentally killed in 1925 upon a mission for the Health Organisation, will be accorded for the first time on January 1st, 1934. The prize has been assigned to a leading malariologist, Colonel S. P. James, of the British Ministry of Health.

(b) TUBERCULOSIS.

The Health Committee, in 1930, instructed its Reporting Committee for questions relating to tuberculosis to undertake an enquiry into the organisation of the campaign against that disease. Several health administrations have expressed the desire that special attention should be given to the following points : causes of the decline in tuberculosis mortality ; scheme for a minimum organisation against tuberculosis ; methods of combating tuberculosis applied by countries in which mortality from that disease is decreasing.

Dr. E. Burnet was instructed to submit a report on the general principles applied to the prevention of tuberculosis. This report (see the December number of the *Quarterly Bulletin*) was discussed in detail by the Health Committee and its conclusions were adopted. The report may therefore be regarded as embodying the views of the Committee in the matter of tuberculosis prevention and serve as a guide to health administrations which propose to strengthen their system of medico-social defence against that disease.

(c) BIOLOGICAL STANDARDISATION.

The Permanent Commission on Biological Standardisation is at present devoting its attention to the selection of international standards for gas-gangrene antitoxin and diphtheria formol-toxoid. These researches are being made with the assistance of the Institutes of Copenhagen, Frankfort, Hampstead, Paris and Washington.

(d) OPIUM.

In conformity with Article 10 of the International Opium Convention of 1925, the Opium Commission has submitted to the Permanent Committee of the Office international d'Hygiène publique in Paris a list of preparations covered by the Convention for limiting the manufacture and regulating the distribution of narcotic drugs, to which the Convention of 1925 does not yet apply. The Paris Office was asked to state whether, in its opinion, these preparations should come under the Convention of 1925.

The Opium Commission is about to complete the study entrusted to it by the Council with a view to a unification of the methods of estimating the morphine content of the various opiums. It has undertaken similar work in respect of ecgonine and of cocaine contained in coca leaves.

The enquiry into the methods of treating drug-addicts, undertaken in accordance with the resolution of the Health Committee of May 1931, is progressing.

(e) VENEREAL DISEASES.

The Health Committee entrusted to a Reporting Committee dealing with questions relating to venereal diseases the task of determining what at present were the guiding principles in the campaign against syphilis undertaken from the threefold point of view of diagnosis, cure and administration. The first chapter of this enquiry has been submitted to the Health Committee, which has adopted the conclusions presented. The chapter deals with the serodiagnosis of syphilis and is based on the results of laboratory conferences which the Health Organisation convened at Copenhagen and Montevideo. The value of the report consists in the choice made between the various methods used for the serodiagnosis of syphilis (see *Quarterly Bulletin*, December 1932).

7. STUDY OF DEAFNESS.

The Government of the Union of South Africa, in June 1932, asked whether the League of Nations would be disposed to undertake an international study of deafness similar to the study undertaken by the Health Committee in respect of blind persons.

The Health Committee, during its nineteenth session, decided to await the results of the enquiry on deafness proceeding in the United Kingdom before appointing a commission of experts to study the question. Dr. Eichholz, the author of a report on this enquiry, considers that, with rare exceptions, the statistics relating to deaf mutes, mutes and persons hard of hearing are inadequate and that a special enquiry is therefore desirable.

The Health Committee has decided to address to its members the questionnaire prepared by Dr. Eichholz. A study of the replies to this questionnaire will enable a decision to be reached as to the measures to be taken as a result of this enquiry.

8. EPIDEMIOLOGICAL INFORMATION SERVICE AND HEALTH STATISTICS.

(a) GENEVA.

The Health Organisation has continued to ensure the transmission of the epidemiological data which it centralises. Special attention was given at the beginning of 1933 to the influenza epidemic which occurred in North America and several countries of Europe.

Among the publications of the Epidemiological Information Service may be mentioned the *Weekly Epidemiological Report* devoted to diseases which, like plague, cholera and smallpox, may call for a prompt application of quarantine measures.

The *Epidemiological Report* contains information on numerous other contagious diseases. Restrictions made in the budget of the Health Organisation only permit of the publication of this periodical every two months, and the information contained in it is accordingly not always



up to date. In order to meet this difficulty, a portion of the weekly *Report* is devoted to epidemics of diseases which, like influenza, scarlet fever and meningitis, without coming under international health conventions, are nevertheless of considerable importance to health administrations.

In the *Epidemiological Report* have appeared studies on demographic statistics in Africa and on dysentery as well as general reviews of the evolution of smallpox, typhus and typhoid fever in the world.

(b) SINGAPORE.

Owing to the extension of the National Quarantine Service of China, the Eastern Bureau is now able to obtain more rapid information in regard to the ports under Chinese control. The gap which previously existed in the system of epidemiological information of the Eastern Bureau has now been filled, and it may be claimed that no outbreak of plague, cholera or smallpox will henceforth be declared in any one of the ports of the zone extending from the Cape to Vladivostok and from the Red Sea to the Panama Canal without the Eastern Bureau being advised by telegram.

The Advisory Council of the Eastern Bureau met in March 1933 at Singapore and elected Dr. P. Hermant, Inspector-General of Public Health for Indo-China, as its President for the year.

The Advisory Council has pronounced in favour of creating at Singapore, under the auspices of the Health Organisation and in collaboration with the local authorities, an international course of malariology. Experience has shown that the medical officers of the colonial health services are only exceptionally able to attend the specialised instruction given in Europe.

The Eastern Bureau, in addition to the funds placed at its disposal by the League of Nations, has received in 1932 generous contributions from the Federated Malay States, the Straits Settlements, Hong-Kong, the Philippine Islands, the Dutch East Indies, Indo-China, Japan and Siam.

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11.

CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE.

The Assembly, in 1932, after noting the results of the recent enquiry into methods of preventing the "spread of false information which may threaten the peace of the world and the good understanding between nations", asked the Secretary-General to communicate to the Press organisations consulted and to the Disarmament Conference the information which had been collected upon this question and to submit to the Assembly in 1933 a report upon any new event which might have occurred in the interval.

The Government of the Spanish Republic has since that date decided to convene at Madrid a Press Conference similar to that held in January 1932 at Copenhagen, where it may be possible to study the steps to be taken in view of the proposals formulated during the enquiry. The Government has, moreover, expressed a desire that the competent services of the Secretariat should co-operate in the organisation of the Conference at Madrid and that desire has been met.

A Preparatory Committee, appointed by the Copenhagen Conference with a view to a possible second Conference, met at Geneva in February last. It put forward suggestions concerning the composition of the Madrid Conference, its agenda, its preparation and methods of work, and fixed the date for the opening of the Conference for October 17th, 1933. These suggestions have been submitted to the Government of the Spanish Republic, which has accepted them.

The Secretary-General has communicated the information relating to the recent enquiry to the Disarmament Conference and to the Press organisations. He has further informed the Press organisations of the intention of the Spanish Government to convene a further Conference, and has invited them to submit any observations, suggestions or supplementary proposals which they might wish the Conference to consider.

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12.

THE LEAGUE OF NATIONS AND CHINA.

The co-operation between the technical organisations of the League of Nations and the National Government of China is dealt with separately under the relevant chapters. Assistance has been afforded to the Chinese Government in connection with the re-organisation of the public health services of China, the construction of roads, the improvement of waterways and public education.

A general review of the co-operation between the technical organisations of the League of Nations and the Chinese Government will be given in the Supplementary Report.

13.

REQUEST OF THE GOVERNMENT OF LIBERIA FOR ASSISTANCE.

The Committee of the Council, which was asked to study the problem raised by the request for assistance from the Government of Liberia, laid down in May 1932 the general lines of a plan of assistance in conformity with instructions given by the Council on January 24th, 1931.

The plan contemplated the introduction in Liberia of reforms in general administration, health and finance, with the assistance of foreign experts. It was further recommended that new arrangements should be concluded with the Finance Corporation of America for a loan contract and with the Firestone Plantations Company for a concession contract (document C.469.M.238.1932.VII).

The Council, in May 1932, noted the suggestions of its Committee. It declared that, if an agreement were reached between the Government of Liberia and the American groups concerned, it would have no objection in principle to accepting the duties which it would be required to assume in carrying out the plan in accordance with the proposals submitted.

It was not possible immediately to establish the final plan. Certain observations were presented by the Government of Liberia and by the representative of the United States of America, and the Committee, in September and October 1932, was obliged to reconsider the principles which it had laid down. As a result of certain amendments made in the scheme, unanimity was secured in regard to the portion of the plan relating to the reforms to be introduced in Liberia. The financial questions were reserved, and it was understood that they would be the subject of negotiations at Geneva between the American groups concerned and the Government of Liberia. It was also understood that the details of the plan would be settled in the course of these negotiations (document C.720.1932.VII).

The Government of Liberia accepted the plan of reform, but made its acceptance conditional upon a satisfactory issue of the proposed negotiations. The result would therefore depend on these negotiations.

In November 1932, the Finance Corporation of America, to which invitations and proposals had been forwarded, intimated that it considered it necessary, before undertaking to negotiate, to obtain direct and complete information regarding the situation in Liberia on the spot, and that it had therefore sent its Vice-President to Monrovia.

The Committee and the Council regretted this delay, particularly owing to the temporary nature of the settlement reached with the Kroo tribes and the Grebo tribes by Dr. Mackenzie, who, in accordance with the recommendation adopted by the Council on May 21st, 1932, had been sent to Liberia to pacify these tribes. The Council recommended that the negotiations at Geneva should take place as quickly as possible, and suggested that a provisional arrangement should meanwhile be concluded at Monrovia between the Liberian Government and the Vice-President of the Finance Corporation of America.

A new difficulty arose at the end of the year 1932. The Government of Liberia felt itself compelled, owing to an increasingly difficult financial situation, to suspend the service of the interest and redemption of the loan which it had concluded with the Finance Corporation of America and published a law to that effect on December 23rd, 1932. The Government, moreover, took other steps which were related to important clauses in the loan contract. The representative of the United States intimated that his Government considered the decisions taken by the Government of Liberia as a breach of the provisions of the loan contract and that, until these decisions were rescinded, no negotiations at Geneva could take place.

Since the plan of assistance established by the Committee was based upon co-operation with the American groups and their financial assistance, there was a risk that it would not be possible to proceed with the scheme. The Committee, in January last, suggested a compromise, proposing that the Government of Liberia should rescind the measures which it had taken pending the *de facto* recognition by the Finance Corporation of America of a moratorium for a limited period which would enable direct negotiations to be undertaken at Geneva on all the questions at issue. The Committee, however, did not succeed in its efforts, since the Government of Liberia did not think it possible to reconsider its decisions until the plan of assistance had come into force and afforded the necessary financial relief.

The Government of the United States then itself made an effort to find a solution and sent to Liberia a representative on a special mission. This representative, according to the information received by the Committee, is to seek a solution which will, at the same time, safeguard American rights in Liberia and enable efforts to be continued with a view to assisting the country.

The delegate of the United States arrived at Monrovia in March. He succeeded in bringing about a resumption of the conversations between the Government of Liberia and the Vice-President of the Finance Corporation of America.

The Committee of the Council will resume its consideration of the question as soon as the result of these conversations has been communicated.

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The Council, on May 21st, 1932, in agreement with the Government of Liberia, decided to send to the Kroo Coast a representative to pacify the disaffected tribes who had taken refuge in the bush and to bring them back to their settlements on the coast.

Dr. Mackenzie, appointed to undertake this mission, went to Monrovia in June 1932. He got into touch with the Government of Liberia and visited the Kroo Coast. He had a number of conversations with the chiefs of the disaffected tribes and succeeded, in agreement with the Government of Liberia, in settling the disputes which had arisen either between the tribes themselves or between the tribes and the Government. He concluded friendly agreements with the tribes and restored peace and order in the regions affected. The majority of the tribes were able to return to their homes and to reconstruct their villages (document C.662.M.319.1932.VII).

The arrangements made with the Kroo tribes were, however, only provisional and were to last until July 1933. They contemplated the institution of a Government Land Commission and the establishment of a final peace.

For that reason, the rapporteur for Liberia, at a meeting of the Council held on October 13th, 1932, emphasised that it was important to accord to Liberia as rapidly as possible the assistance requested and to conclude at an early date the financial negotiations necessary for that purpose.

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## 14.

### HUMANITARIAN QUESTIONS.

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#### I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

##### A. ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE

The Advisory Commission for the Protection and Welfare of Children and Young People held its annual session at Geneva from March 27th to April 8th, 1933. The Commission, after examining the report of the Commission of Enquiry into the Traffic in Women and Children in the East in plenary session and discussing the question of its reorganisation and programme of work, divided into its two constituent committees dealing respectively with child welfare and the traffic in women and children.

##### I. REORGANISATION OF THE COMMISSION.

The Commission, in 1932, appointed a Sub-Committee to consider the possibility of modifying its Constitution and improving its methods of work. The Sub-Committee met at Geneva from January 16th to 20th, 1933, and framed a report which was adopted by the Plenary Commission with some slight modifications.

The Commission proposes to maintain the two committees for child welfare and the traffic in women and children. It asks, however, that these committees should be constituted in such a way as to make them more representative of the various social institutions and more in touch with the different social problems of the world. It suggests that, to this end, three other countries should be invited by the Council to participate in the work of the Commission and that the number of official delegates should accordingly be increased from 12 to 15. The delegates should be chosen with a view to including national groups not at present represented and invitations to serve on the Commission should be limited to five years, after which period the question of making further changes should be again considered, having regard to the existing membership of the Commission.

The question of a change in the number and membership of the assessors was discussed at length. Most of the speakers were opposed to decreasing the number of assessors in view of the great services which the organisations represented had rendered. The Commission therefore decided to maintain the existing arrangement, but it expressed the view that any proposal to increase the number of assessors would be inopportune. In order to secure the assistance of associations with special experience it proposed to invite the temporary co-operation of international and national associations whenever the need should arise.

The Council, on May 22nd, 1933, noting the report of the Commission on its reorganisation, agreed that the number of Government delegates should be increased from twelve to fifteen, postponing the selection of the countries to be invited until its session to be held in September. It approved the recommendation that only international organisations should sit permanently on the Commission.

The Commission urged that the Secretariat of the Social Section should be strengthened by the addition of permanent or temporary members and that larger credits should be authorised. It pointed out that, whereas the economic difficulties experienced by most countries had obliged them, in spite of the crisis, to increase their own expenditure on social welfare, the League of Nations budget for social questions was continually decreasing. It invited the members of the Advisory Commission to raise the matter in the Fourth and Fifth Committees of the Assembly. This question was further discussed in the Child Welfare Committee (see below).

## 2. REPORT OF THE COMMISSION OF ENQUIRY INTO THE TRAFFIC IN WOMEN AND CHILDREN IN THE EAST.

The Commission made a preliminary examination of the report of the Commission of Enquiry into the Traffic in Women and Children in the East (document C.849.M.393.1932.IV). Full discussion of the report, however, was impossible, as the document had only just been issued. It was noted that, according to the report, there was a considerable international traffic in women of oriental races in the Far, Middle and Near East, while special and urgent attention was directed to the position of Russian women in the Far East, victims of the traffic in Manchuria and North China. Among the recommendations put forward by the Commission of Enquiry were the following :

- (1) The appointment of central authorities in China and Persia and the need for closer co-operation between the existing authorities in the East ;
- (2) Closer co-operation between the Chinese officials and the authorities of the foreign settlements in China when dealing with questions relating to the traffic in women and children ;
- (3) The adoption of a more constructive policy in regard to female immigrants under age who become victims of the traffic.

The Advisory Commission decided to reserve the discussion of the report to its next session. Meanwhile, it would study the question more thoroughly and hear the views of other organisations. It considered that, pending further measures to combat the traffic, it was desirable for the competent authorities of the countries in the East particularly concerned with the problem to keep each other informed of the existing position and to co-ordinate their efforts to suppress the traffic.

The Council, at its meeting on February 1st, 1933, had invited the Advisory Commission to " request the central organs of missions and of private international or national (but not local) organisations to study the report and submit written suggestions for communication to the members and assessors of the Commission ". The Commission drew up a list of the organisations to be approached, and the necessary steps have been taken to invite their representatives to submit their views and suggestions.

Emphasis was laid in the report of the Commission of Enquiry on the close connection existing between the international traffic in women and the maintenance of licensed houses in the Far East. The Advisory Commission accordingly desires to secure fuller and more accurate information on the latest developments in regard to the system of licensed houses. More particularly, it is interested in the results achieved in countries where licensed houses have been suppressed. The Secretariat has been asked to obtain the necessary particulars.

## 3. MISCELLANEOUS QUESTIONS.

The Council on May 22nd, 1933, in accordance with a desire expressed by the Commission, asked the Secretary-General to invite the Governments which had not already done so to ratify the Arrangement of 1904 and the Conventions of 1910 and 1921 for the suppression of the traffic in women and children on behalf of their countries and on behalf of their colonies, protectorates or mandated territories. Governments were further to be invited to establish the central authorities contemplated under the Arrangement of 1904 in countries where they did not already exist.

The Commission decided, in discussing its programme of work, that it would be necessary for the Child Welfare Committee to be kept informed of important changes made in the laws and regulations or administrative methods applied in respect of matters concerning the protection and welfare of children and young people. The Council accordingly asked the Secretary-General to invite the Governments to submit to the Commission a brief report on this subject.

## B. TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

The Committee on the Traffic in Women and Children held its twelfth session from April 6th to 8th, 1933.

### I. RATIFICATIONS AND ACCESSIONS TO THE CONVENTION OF 1921.

Egypt, Mexico, Persia and the Sudan have ratified or adhered to the Convention since the last Assembly. The number of ratifications now stands at forty-four.

### 2. EXAMINATION OF THE ANNUAL REPORTS OF GOVERNMENTS FOR 1931.

The number of annual reports received from Governments on the suppression of traffic in women and children is increasing. The reports, moreover, are more complete and include statistics. Thirty-two countries are now supplying information, and particulars are also given covering the British colonies, protectorates, possessions and mandated territories, the French colonies and mandated territories and the Dutch East Indies. Twenty-three States Members of the League, on the other hand, have not sent in reports.

Twelve countries have sent information concerning the traffic in obscene publications.

### 3. EXAMINATION OF THE ANNUAL REPORTS OF VOLUNTARY ORGANISATIONS.

The Committee noted annual reports from the representatives of the International Bureau for the Suppression of Traffic in Women and Children, the Union internationale des ligues féminines catholiques, the Fédération internationale des Amies de la jeune fille, the Women's International Organisations, the Jewish Association for the Protection of Girls and Women and the Association catholique internationale des œuvres de protection de la jeune fille.

The reports of these organisations give information in regard to the activities of their various national branches. Among the subjects considered, are the influence of unemployment on prostitution, immigration, the use of women police and the moral effects of certain kinds of pictures and cinema films. The organisations are unanimous in regarding licensed prostitution as an international danger, and they press for the closing of all licensed houses. They are equally unanimous in demanding that severer penalties should be inflicted on *souteneurs* and they express the hope that some satisfactory solution will soon be found of the difficulties surrounding this urgent question. The International Union of Catholic Women's Associations and of the Women's International Organisations are warmly in favour of abolishing the age-limit in the Traffic Conventions both on moral grounds and for practical reasons, urging that it invites evasion and helps traffickers to elude the law. They consider that prohibition of the traffic in women of full age is the only effective means of combating traffic in minors and clandestine brothels.

### 4. AMENDMENTS TO THE CONVENTIONS RELATING TO THE TRAFFIC IN WOMEN AND CHILDREN.

#### (a) *Abolition of the Age-Limit.*

The Assembly, in October 1932, expressed the view that the traffic in women is always and in all circumstances a profoundly immoral and anti-social act, which should be punished even though the victims are of full age and consent. It asked the Committee on the Traffic in Women to consider how the Conventions of 1910 and 1921 might be revised with a view to the suppression of the age-limit. The Committee has endeavoured to give effect to this recommendation.

The French delegation submitted a proposal to the effect that there should be inserted in an international agreement to be drawn up a clause providing that any person who in order to gratify the passions of another person has procured, enticed or led away a woman or girl over age, even with her consent, for immoral purposes in a foreign country, should be punished. This text did not, in the view of certain members of the Committee go sufficiently far, in view of the fact that it referred only to traffic in women sent to a foreign country. It was realised, however, that the countries at present maintaining the system of regulation could not go any further for the moment and that it would even be difficult to frame a text acceptable to all the abolitionist countries on account of the diversity of their penal legislation so far as women over age were concerned. The representatives of the voluntary international organisations represented on the Committee and a great number of Government delegates accordingly declared that the French proposal, though it did not ensure that traffic in women over age who gave their consent would in all cases be punished, was nevertheless a step forward and had the advantage of being immediately practicable.

The Committee drew up a preliminary draft protocol, to be submitted to the Governments for their observations, with a view to the signature of an international agreement on this subject, if possible, at the next Assembly.

The Committee adopted the following resolution :

" The Committee requests the Council to be good enough to communicate to Governments the draft Protocol regarding the suppression of the Traffic in Women and to ask them to submit their observations to the Secretary-General of the League of Nations in the hope that, if there are no serious objections to the draft, it will be possible for the delegates of Governments present at the 1933 Assembly to sign an international agreement.

" The Committee requests the Council to have draft texts prepared for the usual final clauses (signature, ratification, etc.), which necessarily will form part of the protocol proposed by the Committee, and to submit them to Governments together with the substantive articles recommended by the Committee. "

The Council, on May 22nd, 1933, noting this resolution, asked the Secretary-General to frame a draft final clause for the proposed Protocol based on similar provisions in previous conventions concluded under the auspices of the League of Nations, and to submit this draft, at the same time as the Protocol established by the Committee on the Traffic in Women and Children, to the Governments for their observations. The Council considered that this procedure might be followed, since the Governments had already been consulted on the principle of abolishing the age-limit in the Conventions. It accordingly proposed that the Governments should be invited to meet in special conference in September 1933 during the fourteenth session of the Assembly, and be asked to provide their delegates with the full powers necessary to take part in such a conference and to sign the necessary instrument. It was understood, however, that the final decision as to whether the special conference should meet in September should be left to the Assembly, which would be able to state its views after having received from the Governments their observations on the draft Protocol.

(b) *Penalties to be inflicted on Souteneurs.*

For several years, the Committee has studied measures for the suppression of *souteneurs* and more particularly the question of the penalties to be inflicted upon them. Observations by the Governments on a preliminary draft Protocol on the subject were studied by a Legal Sub-Committee at a meeting held in January 1933. The Sub-Committee encountered serious difficulties in its efforts to revise the text of the preliminary draft to bring it into line with the comments submitted by the Governments. It was, in particular, impossible to frame a satisfactory definition of the offence.

The Committee on Traffic in Women recognised that, for an effective suppression of the activities of *souteneurs*, a uniform definition of the offence in all national legislations was necessary and that very great differences at present existed between these legislations. It noted, accordingly, that it was impossible to make any definite progress this year with the question, but decided to retain it on its agenda and to continue its study at a later session.

Meantime it recommends that, in view of the great dangers to society of the activities of *souteneurs*, Governments which do not yet possess penal legislation applicable to this category of individuals should enact penal provisions involving exemplary punishments. The Council, as desired by the Committee, asked the Secretary-General to draw the special attention of Governments to this recommendation.

### C. CHILD WELFARE COMMITTEE.

The Child Welfare Committee held its ninth session from March 27th to 30th, 1933.

#### I. OFFENCE OF DESERTING THE FAMILY.

The Assembly, in 1932, decided to call the attention of the Child Welfare Committee to the importance of introducing into all legal systems penalties for the offence of desertion and to the desirability of making the component factors of this offence uniform in all legal systems the better to ensure its effective punishment. The Roumanian Government had offered to collect the information necessary for a study of the question, and the Roumanian delegate on the Committee in April 1933 made a statement on its numerous international aspects. The Committee expressed its gratitude to the Roumanian Government and decided to place the question on its agenda for consideration at a later session.

#### 2. EFFECTS OF THE ECONOMIC CRISIS AND UNEMPLOYMENT ON CHILDREN AND YOUNG PEOPLE.

The Turkish delegation, with the support of the French delegation, submitted to the Assembly in 1932 a resolution calling attention to the disastrous effects of the economic crisis on children and young people. The Child Welfare Committee, in considering this resolution, first discussed the situation of children growing up in homes in which the father was out of work over long periods. These children not only suffer from the privations occasioned by poverty, but are, at the same time, victims of a moral depression resulting from a decrease in the authority of the parents and an increase in the instability of the family. The case of young people who have completed their education during the last three years, the most acute period of the crisis, had also to be considered. The Committee expressed the view that the moral effects of unemployment were much more serious for these young people than for the adult workers. It considered that action was necessary, and it appealed urgently to the voluntary organisations to forward to the Secretariat reports upon the effects produced on children by the unemployment of their parents and upon the special remedies which were or might be applied.

The Committee further asked the International Labour Office, which has undertaken an enquiry into the subject, to keep it informed of any efforts made in this field, and requested the Secretariat to prepare a summary of the information supplied and of the suggestions received.

#### 3. FILMS FOR THE EDUCATION AND AMUSEMENT OF CHILDREN.

The Committee noted that the International Educational Cinematographic Institute at Rome was considering the desirability of producing films for children. It further observed that a General Convention for facilitating the circulation of films of an educational character had been put into its final form.

The Committee, discussing the production of films for children, considered that there was at present a dearth, not only of educational films, but of films for their recreation. It noted, on the other hand, that there was an abundance of literature for children, which might be exploited for the purpose of the cinema. It asked the Secretariat to collect information as to the types of films which appealed to children, the steps taken to meet the needs of young people by the production of special films and the arrangements, if any, made to provide special performances for children. The Committee proposes to discuss the matter in full at its next session.

The Committee suggested that the International Educational Cinematographic Institute at Rome might ascertain whether certain advantages could not be accorded, either by a remission or reduction of Customs duties or by preferential fiscal treatment or by subsidies, with a view to encouraging the circulation of films specially suited for the education or recreation of children and young people. It further expressed the hope that film producers would devote an increasing degree of attention to establishing a special and carefully selected repertory of films suited to the needs of the younger public.

#### 4. BLIND CHILDREN.

The Committee considered a report from the delegate of Denmark on the education of blind children.

Various members of the Committee emphasised the importance of discovering blind children at an early age and of promoting their education by suitable advice and, if possible, by financial assistance or the establishment of nursery homes or schools. Special emphasis was laid on the need for an adequate physical development for blind children as part of their educational training in schools and by means of an organised system of recreation carried on as far as possible in association with normal children. The Committee urged that vocational guidance should be given to all young blind persons and observed in conclusion that it was desirable for the various Braille systems to be rendered uniform both for literature and music. The Committee decided to make an enquiry as to the best method of discovering blind children at an early age, and requested the Council to obtain this information from the Governments in time for consideration at its next session.

#### 5. ILLEGITIMATE CHILDREN.

The Committee noted that certain countries had endeavoured to attenuate the disadvantages arising from illegitimacy by issuing abridged extracts of birth certificates and other official documents, in order that the illegitimate origin of the persons concerned might not be made public. It considered that such a procedure might with advantage be extended. It accordingly asked the Council to invite the Governments Members of the League of Nations to examine the possibility of authorising the issue of abridged birth certificates and other official documents, which should make no reference to parentage but which would be regarded as adequate in all cases where information regarding parentage was unnecessary. The Committee requested the Council to instruct the Secretary-General to ask the Governments to furnish him with their observations on the extent to which they might be able to act upon this recommendation.

#### 6. PROTECTION OF CHILDREN OF MIGRANT WORKERS.

The Committee noted that a good deal of information was now available on the question of the protection of the children of migrant workers. It decided to ask its Agenda Sub-Committee to consider which aspects of the problem might with advantage be studied. Meanwhile, it has requested the private organisations, such as the Permanent Conference for the Protection of Migrants, to communicate any recent information which they may have been able to collect in regard to matters wherein the Committee may be of assistance.

#### 7. BUDGET OF THE COMMITTEE.

The Committee decided to request the Council to recommend the Assembly to increase its budget to at least the level at which it stood three years ago. The Committee urges that most countries during the present economic crisis have been compelled to increase their expenditure on social welfare in proportion as unemployment and distress have become more serious. It points out that the Child Welfare Committee with its present budget cannot hope to take effective action which might be of useful and prompt service to the States Members of the League, and that its work is greatly restricted and no longer corresponds to the needs of the present time. The Committee hopes that the attention of the Fourth Committee of the Assembly will be directed to the matter.

#### 8. MISCELLANEOUS QUESTIONS.

Among other matters considered by the Committee were reports on the activities of the Health Organisation of the League in the sphere of child welfare and on the adoption by the International Labour Conference of a draft Convention fixing a minimum age for the employment of children in non-industrial occupations. The question of issuing a fourth questionnaire concerning juvenile courts and the institutions to which erring or delinquent minors are entrusted was also considered.

#### 9. DECISIONS TAKEN BY THE COUNCIL DURING ITS MAY SESSION (1933).

The Council, at its meeting of May 22nd, noted the report of the Child Welfare Committee, and authorised it to continue its work along the lines suggested. It asked the Secretary-General to take the necessary steps to this end. The Council thought it desirable, without wishing to prejudice the decisions of the Assembly or restrict its freedom of action, to invite the Fourth Committee of the Assembly to consider as favourably as circumstances permitted the request for an increase in the budget of the Child Welfare Committee.

### D. PENAL AND PENITENTIARY QUESTIONS.

#### I. TREATMENT OF PRISONERS.

Since the last Assembly, ten more Governments have sent to the Secretariat their observations on the Standard Minimum Rules on the Treatment of Prisoners drawn up by the International Penal and Penitentiary Commission at Berne. These Governments are those

of Belgium, China, Estonia, Luxemburg, Roumania, Siam, Spain, Turkey, Uruguay and Venezuela. The observations of these countries have been forwarded to the International Penal and Penitentiary Commission.

The Assembly, in 1932, expressed the hope that the International Penal and Penitentiary Commission would be able to communicate its reply with regard to the revision of the Standard Minimum Rules to the League of Nations in the course of 1933. The Secretariat has been informed that the Sub-Committee of the International Penal and Penitentiary Commission has already discussed the revision of the Standard Minimum Rules and that its report will be submitted to the general meeting of the Commission which is scheduled to take place during the summer of 1933.

Up to date, the consultation of the League of Nations with regard to the Standard Minimum Rules has resulted in forty-one answers transmitting observations of Governments Members and non-members of the League.

## 2. GRADUAL UNIFICATION OF CRIMINAL LAW AND CO-OPERATION OF STATES IN THE PREVENTION AND SUPPRESSION OF CRIME.

In accordance with the Assembly's resolutions of September 23rd, 1931, and October 11th, 1932, the Secretary-General has communicated to the Governments, with the other relevant documentation, the joint reply of the international organisations which, in execution of the first-mentioned resolution, were invited to express their views as to the manner in which they considered that the assistance of the League of Nations might be of value with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime, and has asked the Governments to state whether they consider that the League should lend its assistance for this purpose. At the date of writing, twenty-two replies had been received. The replies will be submitted to the Assembly for its consideration.

### II. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

#### A. WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs met for its sixteenth session on May 15th, 1933. A summary of the proceedings and decisions of the Committee will be given in the Supplementary Report on the Work of the League.

#### B. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

##### I. REPORT TO THE COUNCIL, SEPTEMBER 1932.

The Permanent Central Opium Board submitted to the Council on September 23rd, 1932, its annual report. The report embodied the conclusions reached as a result of its examination of the statistics for 1931 communicated by parties to the Geneva Convention of 1925.<sup>1</sup>

The Board draws attention to important omissions in the statistical information supplied by certain States parties to the Convention. It notes that Bulgaria, Greece, Italy, Yugoslavia, Monaco, New Zealand and Roumania failed to report on the consumption of narcotics within their territories during 1931. The Board takes a serious view of these omissions, urging that the failure of a number of States to fulfil international obligations voluntarily assumed must be a matter of grave concern to everyone who is interested in the future of the League.

The Board, as the result of a careful examination of the situation existing in the principal manufacturing countries throughout the year under review, concludes that there was a decrease, not only from 1929 to 1930, but also from 1930 to 1931, in the total world manufacture of the three principal drugs, morphine, diacetylmorphine and cocaine. It points out, however, that the statistics at its disposal are not complete. Turkey, though manufacturing on a large scale, made no report on its manufactures during 1931 to the Board; nor had the Board any information as to the amount of morphine manufactured in the Union of Soviet Socialist Republics, while the quantity of cocaine manufactured in the Soviet Union could only be approximately estimated from the amounts of crude cocaine exported to that country for purposes of manufacture. There were, moreover, countries where the manufacture of certain drugs increased during 1931. There was an increase in the manufacture of cocaine in the United Kingdom and Formosa; an increase in the manufacture of morphine and diacetylmorphine in Switzerland, and an increase in the manufacture of morphine and cocaine in the United States. Further, the manufacture of morphine and diacetylmorphine in Czechoslovakia in 1931 assumed considerable proportions.

The Board again devoted careful attention to the problem of consumption, with special reference to the system to be applied in estimating and comparing the consumption of the different countries. This has always been one of the main tasks of the Board, and will acquire an even greater importance when the Convention for limiting the Manufacture and regulating

<sup>1</sup> The report of the Central Board is submitted annually to the Council in September, and its conclusions cannot therefore be summarised in the annual report to the Assembly on the work of the League until the following year.



the Distribution of Narcotic Drugs of July 13th, 1931, comes into force. The Board has for some time insisted on the necessity of establishing a common basis of comparison between the opiates required for legitimate purposes in the different countries, taking into account their medical, climatic and racial conditions. It decided in January 1932 that its efforts to draw an effective comparison between the total consumption in different countries should for the moment be confined to opiates falling under the Geneva Convention and regarded as interchangeable for comparative purposes. As a result of these studies, it draws attention to the significance of variations due to differences of medical development in the different countries and expresses its conviction that comparison is only possible for the present between countries with similar medical conditions.

The Board, in its efforts to compare the total consumption of opiates in the different countries, has not yet been able to decide whether the consumption in any given country is excessive and justifies the inference that a certain part of it, recorded as legitimate, escapes into the illicit traffic. For the purpose of such computations, the reduction of opiates to their equivalents in opium is found to be useless, owing to the difference in the therapeutic value of the different drugs. It is accordingly proposed to take a more satisfactory basis of comparison by reducing the quantity of each opiate consumed to a common denominator by reckoning the number of average doses contained in a given quantity, and thus the Board decided, as a safeguard, to submit the result of its researches to the Health Committee of the League of Nations for an opinion.

An even greater difficulty has embarrassed the work of the Board—namely, the difference in the interpretation given in practice by the different Governments to the definition of consumption. The wording of the 1925 Convention was carefully considered by the Board in drawing up its statistical questionnaires, but experience has shown that expressions regarded as clear and unequivocal have lent themselves to many varying interpretations. For the purpose of establishing more uniform statistics, the Board has, therefore, adopted, provisionally, certain definitions for the information and guidance of Governments parties to the Geneva Convention.

The Board came to certain conclusions regarding the illicit traffic during the year 1931.

Except in the case of opium, there was, as compared with 1930, a large decrease in the total quantities of the principal substances reported to the Board as seized on account of illicit import. The quantities of drugs seized are, however, in the Board's opinion, no true indication of the extent of the illicit traffic. Seizures depend in the first place on the efficiency of the preventive service, and there is also a large element of chance. An absence of seizures does not necessarily show an absence of illicit traffic. Nevertheless, the marked decrease in the seizures of manufactured drugs may perhaps be taken as an indication that the contraband trade in them is diminishing. Even so, nearly a ton of diacetylmorphine and over half a ton of morphine were seized in one year, and it is therefore clear that the quantities of narcotic drugs manufactured are still vastly in excess of those needed for medical and scientific requirements.

The details of seizures seem to indicate that the United States of America is the chief victim of the illicit traffic, and large quantities of drugs seized elsewhere were almost certainly intended for North America.

No statistics of seizures were received from China, so that except for the seizure in Macao of 405 kilogrammes of diacetylmorphine, there was almost no information throwing any light on the sources of the contraband trade in manufactured narcotic drugs to that country. Competent judges are convinced that this trade continues on an immense scale; but, until its sources have been discovered, the Board will be unable to determine what country is in danger of becoming, or has already become, a centre of such traffic. The Board is thus unable to carry out one of its most important duties.

## 2. SESSIONS OF THE BOARD.

During the year 1932, owing to the work thrown on the League as a result of the Disarmament Conference and the general demand for economy, the Board felt justified in omitting to hold a session during the April quarter. The Board took this decision with great reluctance. Under the Geneva Convention, the contracting parties are bound to forward to it quarterly statistics, and the Board feels that it is its duty to examine them quarterly.

In the course of the sessions held in January, August and October 1932, and at the session held in January 1933, the Board devoted considerable attention to the latest statistics available regarding the international legitimate traffic in opium and other dangerous drugs.

It further examined the replies to certain enquiries which it had instituted concerning countries in which the stocks of narcotics reported as existing at the end of 1931 differed appreciably from the stocks which, according to the Board's calculations, should have existed in the country on that date. It also examined the explanations received from Governments to enquiries made in cases where the consumption of a drug in any one country appeared to be excessive.

At its session in October 1932, and at the January and May sessions in 1933, the Board devoted a considerable time to preparing for the work to be undertaken under the Limitation Convention of 1931. Drafts were drawn up of the new statistical tables that will be required.

The Advisory Committee invited the Board to confer with it in October 1932 on the application of the new Convention.

The members of the Supervisory Body provided for under Article 5, paragraph 6, of the Convention, whose duty it will be to examine the estimates sent by the contracting parties to the Central Board, will be four in number, and they are to be appointed by four different bodies, among which the Central Board is included. The Board, in its report to the Council, expressed the opinion that "an international body of four members charged with highly important duties is more likely to inspire universal confidence if it is composed of persons of varied knowledge and experience and of different nationalities", and it ventured to suggest that, in order to secure this result, a meeting of representatives of the four appointing bodies should be held prior to the making of any definite appointments.

The Board, during its sixteenth session from May 4th to 11th, considered the serious situation which, according to the Central Narcotics Intelligence Bureau of the Egyptian Government and other sources of information, had arisen in Bulgaria owing to the establishment of factories for the manufacture of narcotic drugs.

The Board also drew up the form which the Governments will be invited to use in supplying the estimates of their legitimate requirements in narcotic drugs, which constitute the basis of the whole machinery for the limitation of the manufacture of drugs.

### III. ASSISTANCE TO INDIGENT FOREIGNERS AND THE EXECUTION OF MAINTENANCE ORDERS ABROAD.

On May 20th, 1931, the Council decided to set up a special committee to study the question of assistance to foreigners as a whole and to prepare a preliminary draft convention on this subject. The Council also decided that this Committee should study the question of the recognition and execution of maintenance orders abroad.

In accordance with the instructions of the Council, the Secretary-General invited the following countries to nominate experts on this special committee: Argentine, the United Kingdom, Canada, Denmark, France, Germany, Hungary, Italy, Japan, Mexico, the Netherlands, Poland and Switzerland. Up to April 25th, 1933, the Governments of the following countries had accepted this invitation: Argentine, the United Kingdom, Denmark, France, Hungary, Italy, the Netherlands and Switzerland.

The Canadian Government replied to the invitation that it was improbable that it could nominate an expert to take part in the proposed work, adding that, though in full sympathy with the general object of the committee, the withdrawal of the Canadian immigration officers from the continent of Europe would make it very difficult to maintain an adequate expert representation on the committee. No answer has yet been received from the Governments of Germany, Japan, Mexico and Poland.

With regard to the first meeting of this special committee the Council decided on May 22nd, 1933, that the Secretary-General be invited to convoke this Committee for the first half of December 1933.

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## 15.

### NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

The Assembly, at its thirteenth session, considered the second annual report of the Governing Body of the Office, and adopted resolutions concerning its future activities. The Office was requested to consider, in consultation with the mandatory Power, the question of arriving at an early solution of the Armenian refugee problem in Syria; to examine the possibility of effecting the transfer to the Armenian (Erivan) Republic of another 20,000 Armenian refugees from other countries; and to endeavour to assist the Russian refugees in China rendered destitute by the floods.

The Assembly, at its special session held in February 1933, noted with regret that Dr. Max Huber had, for personal reasons, felt obliged to resign his position as President of the Governing Body of the Office, and appointed as his successor Professor Georges Werner, Professor of Law at the Geneva University, Judge of the Geneva Court of Cassation, Vice-President of the International Red Cross Committee and a member of the Governing Body of the Office.

The Governing Body held its sixth and seventh sessions on October 28th, 1932, and April 26th, 1933, respectively. It considered reports submitted by its Managing Committee and Finance Commission.

#### SETTLEMENT OF ARMENIAN REFUGEES IN SYRIA.

The Office has devoted particular attention to the problem of the Armenian refugees in Syria. M. Werner, President of the Governing Body, as the result of a mission to Syria, has expressed the opinion, which the Governing Body endorsed, that the settlement work could only be terminated by the end of the year 1934. It was hoped, however, to terminate the purchases of the necessary land by the end of 1933, the following year being devoted to the completion of the construction of the urban quarters for the refugees in Aleppo and Beirut.

The problem was complicated by a serious fire which broke out in the remaining part of the Beirut refugee camp at the end of January, and, in two or three hours, completely destroyed the huts occupied by 3,000 refugees. The Office co-operated in the emergency relief work for the refugees and sent urgent funds to its representative to enable him to construct houses for their permanent accommodation.

Up to the end of 1932, the Office had evacuated 21,378 Armenian refugees from the refugee camps, and settled them in agricultural colonies and urban quarters, advances made by the Office amounting to 11 million French francs.

In view of the critical situation of 500 Armenian children of unemployed parents in Beirut, the Office has sent to Beirut condensed milk supplies for three months, together with a sum of 5,000 Swiss francs for the purchase of other necessities for those children.

#### TRANSFER OF ARMENIAN REFUGEES TO THE ARMENIAN (ERIVAN) REPUBLIC.

A fifth transfer of Armenian refugees to Erivan was effected towards the beginning of January : 987 refugees from Bulgaria ; 354 from Greece and 96 from France. A total number of 8,500 Armenian refugees have now been transferred from those countries to Soviet Armenia.

During the month of February, the Office was visited by representatives of the Armenian Government, who intimated that their Government was willing to receive 20,000 to 30,000 more Armenian refugees if a loan could be arranged for their settlement expenses. They were given a questionnaire for transmission to their Government, with a view to obtaining certain essential information which would enable the Office to decide whether, and if so, to what extent, it would be in a position to co-operate further in the transfer of Armenian refugees to Erivan.

#### REFUGEES IN THE FAR EAST.

The Office requested its representative in Shanghai to submit a report on the position of the Russian refugees in Harbin, rendered destitute by the floods. According to this report, 7,000 Russian refugees were seriously affected, 1,500 of them being quite destitute. The Office representative estimated that these refugees could be made self-supporting by an advance of 70,000 Swiss francs.

The attention of the Office was directed to another urgent refugee problem in Harbin. Some 300 Catholic, Lutheran, Mennonite and Pfingstbrüder refugees, who were anxious to be transferred from Harbin to South America. It will be remembered that the Office reported to the last Assembly that about 300 Lutheran refugees, and a similar number of Mennonite refugees, had already been so transferred.

It has not been possible for the Office to make any important financial contribution to the solution of these problems. It has, nevertheless, invited the assistance of interested philanthropic organisations, which are endeavouring to place at the disposal of the Office the necessary funds for the transfer of some, at least, of the refugees in Harbin to South America.

#### GENERAL ACTIVITIES.

In addition to the settlement work in Syria, and to the transfer of refugees to Erivan, the Office has, since its report to the last Assembly, assisted 4,900 refugees to find employment, while 140,000 Swiss francs have been granted to refugee organisations as advances or outright donations. In this way, some 11,000 refugees have been helped. Assistance in obtaining Nansen passports, visas, legal and other facilities necessary to persons in a foreign country had, up to March 1933, been given to 47,066 refugees.

#### BUDGET.

The Governing Body, at its session in April, approved the budget of the Office for the year 1934, for a sum of 313,723.05 Swiss francs, which shows a reduction of 57,596.85 francs as compared with the year 1933. The contribution requested from the Assembly for 1934, and placed on the budget, corresponded with the sum mentioned in the liquidation plan approved by the Assembly at its twelfth session—*i.e.*, 300,000 Swiss francs.

The budget provides for the maintenance of representations of the Office in Belgium, Bulgaria, Czechoslovakia, China, France, Germany, Greece, Syria and Yugoslavia, and a reduced representation for the Baltic States. There are, in addition, honorary representatives in Austria, Finland, Roumania and Turkey.

#### CONVENTION FOR THE PROTECTION OF THE REFUGEES.

The Governing Body of the Office and the Inter-Governmental Advisory Commission for Refugees, in conformity with the requests of the twelfth and thirteenth sessions of the Assembly of the League, considered the necessity of a convention to ensure the protection of the refugees. Both bodies, after a consideration of replies to a questionnaire on the subject, decided that such a convention was necessary, and submitted to the Council of the League a recommendation concerning the adoption of a simplified procedure. The Council has entrusted the Presidents of the two bodies with the preparation of a draft convention for the consideration of the Governments interested in the solution of refugee problems.

## INTER-GOVERNMENTAL ADVISORY COMMISSION FOR REFUGEES.

The Inter-Governmental Advisory Commission, at its fifth session on January 24th, 1933, made a series of recommendations regarding the extension of the Refugee Arrangements of 1922, 1924, 1926 and 1928 ; the desirability of refraining from the expulsion of a refugee before he had obtained an entry visa to another country, and the general application, in favour of the refugees, of the above-mentioned refugee arrangements.

### 16.

## INTERNATIONAL RELIEF UNION.

The Convention of July 12th, 1932, came into force on December 27th, 1932, following the accession of Persia on September 28th, 1932.

The Council, under the second paragraph of the Statutes of the Union, adopted a resolution on January 26th, 1933, instructing the Secretary-General to convene the first meeting of the General Council of the Union at Geneva on July 10th. The General Council is composed of the delegates of the countries members of the Union.

The agenda for this meeting was fixed by the Council of the League of Nations as follows :

1. Election of the Committee for the verification of credentials of the delegates.
2. Election of the President of the first General Council.
3. Establishment of the Rules of Procedure of the General Council (Article 4 of the Statutes).
4. Appointment of the seven members of the Executive Committee and their substitutes (Article 4 of the Statutes).
5. Establishment of the Administrative Regulations (Article 4 of the Statutes).
6. Invitation to be addressed by the Executive Committee of the Union to the International Organisations of the Red Cross (Article 14 of the Statutes).
7. Other business which may be proposed by the Members of the Union.

### 17.

## INTELLECTUAL CO-OPERATION ORGANISATION.

### I. PLENARY COMMITTEE.

The International Committee on Intellectual Co-operation will meet for its fifteenth session on July 17th, 1933. A summary of the results will be given in the supplementary report.

At its meeting on September 27th, 1932, the Council appointed five members of the Committee on Intellectual Co-operation to replace the members whose terms of office had expired. It decided to renew for a period of five years the term of office of Professor Gilbert Murray (United Kingdom), Chairman of the Committee, and of Mme. Curie-Sklodowska (Poland), Vice-Chairman. It elected, to replace Professors Einstein and Millikan, M. Krüss, (Germany), Director of the Prussian State Library, and Dr. Shotwell (United States of America), Professor of History at Columbia University, and, as successor to M. Jules Destrée, M. Loder (Netherlands), former President of the Permanent Court of International Justice.

### 2. PERMANENT COMMITTEE ON ARTS AND LETTERS.

It was decided not to hold a plenary session of the Permanent Committee on Arts and Letters, but to organise at Madrid, on the invitation of the Spanish Government, a "conversation on the future of civilisation". This "conversation" took place from May 3rd to May 6th.

The conversation was presided over by Mme. Curie-Sklodowska and the following persons took part : M. Garcia Morente, M. S. de Madariaga, M. Marañon, M. Unamuno, M. Calvet (Spain) ; M. P. Valéry, M. Langevin, M. J. Romain (France) ; Mr. Haldane (United Kingdom) ; Mr. E. Gay (United States) ; M. Lehmann, M. Pinder (Germany) ; M. Severi, M. Orestano (Italy) ; M. Julio Dantas (Portugal) ; Mlle. Hélène Vacaresco, M. G. Oprescu (Roumania) ; M. Strzygowski (Austria) ; M. Estrada (Mexico) ; M. Brøndal (Denmark) ; M. Szymanowski (Poland).

M. Zulueta, Minister for Foreign Affairs of the Spanish Republic, in his opening speech, emphasised the connection between the conversation and the work of the League as a whole, developing the idea that the world could only be saved by universal co-operation, union and peace.

A certain number of conclusions were finally adopted. Among them, the following may be quoted :

“ The future of civilisation in all its forms is closely bound up with the maintenance of general peace ; all other conditions of a more special and technical character depend on this primary condition.

“ National civilisations can only be conceived in relation to one another and to the universal civilisation which includes all countries. Man can only reach full civilisation when there is complete liberty of intellectual intercourse between individuals, nations and institutions.

“ Universal civilisation cannot develop or even be maintained unless nations in their own interests consent to a limitation of their freedom of action by moral and legal rules, the moral and legal unity of mankind being a necessary condition of the future of civilisation.

“ In order to protect civilisation against the dangers which may result from the egoism or instinct of conformity of individuals or groups, from excessive specialisation or the indifference of the majority of mankind, it is suggested that there should be organised and extended to all an education on the broadest lines, based on active approach to the various subjects and scientific methods ; in particular, this education should aim at a progressive development, having regard to individual aptitudes and without premature specialisation, of a general conception of civilisation.

“ The future of civilisation is bound up with certain conditions which include : (1) the creative efforts of the leaders of thought who give value and excellence to the achievements of the human mind ; (2) elasticity and diversity in the forms of life, giving free play to original initiative and avoiding the dangers of uniformity ; (3) an organisation of labour which will correct the inevitable disadvantages of specialisation by fostering a sense of fundamental unity in the productions of the mind.”

### 3. EXECUTIVE COMMITTEE.

Since the last session of the Assembly, the Executive Committee has held two sessions—in December 1932 and April 1933—at the International Institute of Intellectual Co-operation. The Executive Committee made a preliminary examination of the questions to be submitted to the various committees of experts. It also studied the conclusions reached by those committees and submitted to the full Committee proposals with regard to the action to be taken.

The Executive Committee had also to give an opinion regarding the inclusion of new questions in the programme of work of the Organisation and to examine a number of suggestions submitted to it. These new questions included a proposal of the Government of the United Kingdom, submitted to the Council in February 1933, regarding the examination, under the auspices of the plenary Committee, of a more satisfactory organisation of international competitions in architecture. The preliminary examinations made by the Executive Committee itself, by the legal institutions specialising in the study of intellectual rights and by the Institute of Intellectual Co-operation will be submitted to the full Committee which, in its turn, will propose to the Council of the League any measures which it may deem desirable.

The Executive Committee, in addition, studied a proposal of the Italian National Committee for the creation of an international federation of inventors and suggestions by the International Federation of the P.E.N. Clubs regarding the creation of an international League of Nations literature prize. It further considered existing obstacles in the way of the free circulation of literary works.

### 4. CO-OPERATION WITH THE CHINESE GOVERNMENT.

The Intellectual Co-operation Organisation continued during the past year to collaborate, as it has done since 1931, in the reform of public education in China.

#### (a) *Visit of Chinese Educational Experts to Europe.*

At the request of the Chinese Government, the Council of the League of Nations sent to China in 1931 a mission of educational experts to draw up a plan for the reorganisation of all branches of education. The mission's report was published in 1932 by the International Institute of Intellectual Co-operation under the title “ Reorganisation of Education in China ”.

Subsequent to the mission of western educational experts to China, the Central Government of Nanking organised, during 1932 to 1933, a visit of Chinese educational experts to Europe. Thanks to the kind assistance of the Governments, Ministries of Education and the National Committees on Intellectual Co-operation, the experts were able to visit successively Poland, Denmark, Germany, France, the United Kingdom, Italy and Austria, to make a short stay at Geneva and to end their tour by a visit to the Union of Soviet Socialist Republics.

The visit of the Chinese professors to Europe will probably be dealt with in a publication of the Chinese Government which will supplement the statement of the western educational experts.

#### (b) *Chinese Representation in connection with the Intellectual Co-operation Organisations.*

The Chinese Government has set up a permanent office in Geneva to ensure connection with the international intellectual co-operation bodies. Professor Li Yu Ying, head of that delegation, got into close touch with the Executive Committee of the International Committee on Intellectual Co-operation by attending its session in December 1932.

(c) *Work of the Three Professors sent to the University of Nanking.*

Mr. H. N. Davy, M. E. Paréjas and M. von Wissman, the three professors, who were sent to the Central University of Nanking under the auspices of the Intellectual Co-operation Organisation, continued their teaching during the academic year.

5. COMMITTEES OF EXPERTS.

An account of the meetings of the committees of experts during the period which has just elapsed is given under the heading : " Work of the International Institute of Intellectual Co-operation ".

6. NATIONAL COMMITTEES.

In order to strengthen the ties between the International Intellectual Co-operation Organisation and the National Committees, it was decided, pending the convocation of a general conference of the Committees, to invite two National Committees to send representatives to Geneva during the next session of the Committee and three representatives of the Committees to be present during the same period as temporary workers with the Information Section. It will thus be possible for five National Committees of countries not represented on the International Committee to follow the work of the Organisation closely.

7. SCIENTIFIC PROPERTY.

The enquiry into this question has been continued by the International Institute of Intellectual Co-operation.

8. EDUCATION.

The delegation of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations has been convened for July 10th and 11th next. An account of the discussions of this meeting will be given in the supplementary report.

The efforts of the Geneva service of the Educational Information Centre have been mainly directed towards three ends :

(a) *Enquiry into Instruction in International Relations in Teachers' Training-Colleges.*

The enquiry, which was begun in 1931-32, was continued with the Governments. Replies have been received from thirty States, and the delegation of the Sub-Committee of Experts will be called upon to take note of them and to decide on the action to be taken thereon.

(b) *Enquiry regarding the Scientific Study of International Relations.*

This enquiry, a preliminary account of which was contained in last year's report, has been extended to the countries which do not yet belong to the Conference of Higher International Studies. A report will first be submitted to a Joint Committee composed of members of the Sub-Committee of Experts and of the Conference of Higher International Studies.

(c) *Production of an Educational Film dealing with the League of Nations.*

The study of this question was continued in collaboration with the services of the Secretariat concerned and, in particular, with the International Educational Cinematographic Institute. A draft scenario is at present in course of preparation and will be communicated to a new committee of experts composed of film producers. The draft will also be submitted to the Sub-Committee of Experts and to the Committee on Intellectual Co-operation.

9. WORK OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

A. *General Questions.*

I. " *Correspondence* " and " *Conversations* ".

In 1932-33, effect was given to proposals made by the Permanent Committee on Arts and Letters at its first session (Geneva 1931). The proposals were designed to bring research workers and thinkers into closer touch with the activities of intellectual co-operation, by arranging for " correspondence " between them and by inaugurating " conversations " on questions most likely to serve the common interests of the intellectual world and of the League of Nations.

A first " conversation " on Goethe took place at Frankfort in May 1932,<sup>1</sup> while a second was held at Madrid from May 3rd to May 6th, 1933 (see above).

Two volumes of " correspondence " have so far been published—both in the spring of 1933. The first of these, which is called " A League of Minds ",<sup>2</sup> contains a number of letters from writers, thinkers and scientists of Europe, America and Asia on the question : The part which is played and ought to be played by the mind in the present state of the world.

<sup>1</sup> " Conversations on Goethe, on the Occasion of the Centenary of his Death " : Publication of the International Institute of Intellectual Co-operation ; 198 pages. Paris, 1932.

<sup>2</sup> " A League of Minds " : Publication of the International Institute of Intellectual Co-operation ; 132 pages. Paris, 1933.

In the second volume,<sup>1</sup> two of the most distinguished thinkers of the time, Professor Albert Einstein and Professor Sigmund Freud, go into the profound social and psychological causes of war. This work has aroused the keenest interest among the general public. It was originally published in German, English and French, but translations into other languages were undertaken without delay.

Subsequent publications will contain articles on other questions by various authorities.

## 2. *Scientific Study of International Relations.*

The Intellectual Co-operation Organisation has continued the work undertaken for the first time in 1928, which consists, not only in co-ordinating the work of institutions of international studies, but also in arranging for the investigation by these institutions on a strictly international basis and in a purely scientific spirit of certain problems which are of particular moment at the present time.

The question dealt with in 1932 by the Milan Conference<sup>2</sup> has been taken up again at the 1933 Conference. This conference was held in London at the end of May, with Sir Arthur Salter in the Chair, and an account of its work will be given in the supplementary report.

As in previous years, the Executive Committee of the Conference sat at the Institute of Intellectual Co-operation in order to lay down the broad outlines of a programme of work.

Administratively, the London Conference was called upon to deal with new admissions. The Drafting Committee of the "Lexicon on Political Terms" met during the meeting.

## 3. *Co-ordination of Documentary Centres.*

At the request of the Committee of Library Experts, the International Committee on Intellectual Co-operation had instructed the Institute to conduct an enquiry into the desirability of undertaking, under the auspices of the League of Nations, the co-ordination of existing documentation centres.

Two plans for attaining this object in different ways have been drawn up: one by Professor Ledoux, of Brussels, and the other by M. Jean Gérard, Secretary-General of the International Association of Chemistry. These plans were submitted in the course of the year to the national associations of documentation offices, to a number of international centres, to the principal reviews which publish analytical summaries and to some high authorities on documentation.

The results of the enquiry, on which the International Committee on Intellectual Co-operation has not yet had an opportunity of expressing an opinion, will be submitted to it in July 1933.

Documentation plays an important part in modern intellectual work. The economic crisis is imposing severe restrictions on the intellectual world, and it is not impossible that the obstacles that have hitherto stood in the way of attempts at co-ordination and rationalisation in that field may now prove more troublesome than in the past.

## 4. *International Aspects of Wireless.*

In 1931, the Assembly of the League of Nations requested the International Intellectual Co-operation Organisation to examine all questions relating to broadcasting and its possible effects on good relations between nations.

The International Institute of Intellectual Co-operation arranged for the most difficult aspects, from the point of view of international relations, to be studied by certain highly qualified experts. For instance, M. A. Raestad examined the question of the legal responsibility of broadcasting bodies.

A Committee comprising several directors of the most important broadcasting concerns sat at the International Institute of Intellectual Co-operation on February 23rd and 24th, 1933.

The object of the meeting was to study what preventive and positive steps the Governments and the broadcasting concerns might take in order better to adapt this new force to international interests.

These studies related mainly to matters which could be made the subject of general or regional agreements between the Governments and the broadcasting concerns, the application of those agreements, and the possibility of eliminating broadcasts which might seriously disturb good international relations.

The Committee also suggested constructive measures to encourage a better understanding between nations by broadcasts designed to disseminate a knowledge of the various civilisations.

## 5. *Intellectual Rôle of the Press.* •

The Intellectual Co-operation Organisation willingly acceded to the request of the Assembly of the League of Nations in September 1932 that it should undertake an enquiry into the question—so important at the present time—of the educational rôle of the Press from an

<sup>1</sup> "Why War?" Publication of the International Institute of Intellectual Co-operation; 63 pages. Paris, 1933.

<sup>2</sup> "The State and Economic Life." First Study Conference, Milan, May 1932. Publication of the International Institute of Intellectual Co-operation; 210 pages. Paris, 1932.

intellectual point of view. The enquiry was entrusted by the Executive Committee of the Committee on Intellectual Co-operation to the Paris Institute.

In accordance with the instructions received, the Institute is beginning this study by consulting certain highly qualified members of the journalistic world.

## B. Education.

### 1. Meeting of Directors of Higher Education.

In March 1932, the Directors of Education of Germany, France and Italy, the Director of the Universities Bureau of the British Empire, the representative of the Association of American Universities and M. Magyary, former Director of Higher Education in Hungary, met under the auspices of the League.

In accordance with the programme laid down at this first meeting, they met again at the International Institute of Intellectual Co-operation on April 28th and 29th, 1933. The agenda comprised the following questions: (1) the legal constitution of higher education; (2) the relations between universities and Governments; (3) the main extra-university organisations for the promotion of scientific work; (4) practical teaching in modern languages at the universities; (5) co-ordination of national university statistics; (6) organisation of biological studies.

Reports on each item of the agenda were prepared by every member present.

Further, the Institute of Intellectual Co-operation submitted a statement on the co-ordination of national university statistics, the object being to render such statistics comparable with one another.

M. Magyary read a memorandum on international scientific policy.

### 2. Meetings of the International Students' Associations.

The International Students' Associations has held two meetings at the International Institute of Intellectual Co-operation: a preparatory meeting in the autumn of 1932 and another meeting in the spring of 1933. Following on the discussions initiated a year ago on the social rôle of the student, the discussion this year was on the race problem as it affected the universities and on the student Press. The meeting considered means of establishing a system of exchanging articles and correspondents as between the very numerous journals and reviews published by students.

### 3. University Exchanges: Holiday Courses.

The International Institute of Intellectual Co-operation has published a third edition of "University Exchanges in Europe".<sup>1</sup> It has also published, for the sixth time, a list of higher educational courses in Europe.<sup>2</sup> "Students Abroad" ("L'Étudiant à l'étranger")—a bulletin of the organisations dealing with students abroad—has also appeared at regular intervals.

### 4. Liaison between Institutions dealing with Archæology and the History of Art.

The Executive Committee of the Committee on Intellectual Co-operation has constituted the Managing Board of the International Centre of Institutions dealing with Archæology and the History of Art.

The Institute of Intellectual Co-operation has also drawn up, with the assistance of the Managing Board and of the National Committees on Intellectual Co-operation, a list of the institutes invited to collaborate with the centre. A letter asking them to co-operate has been sent to all these institutes. It was arranged that the Managing Board should hold its first session at the end of June. The Board will in particular decide with regard to the publication by the Paris Institute of a bulletin intended to secure liaison between the centres.

### 5. Collaboration between National Centres of Educational Information.

Collaboration between the Ministries of Education continues between the directors of higher education on the one hand and between the directors of elementary education on the other. The experts in elementary education, who met at the Institute of Intellectual Co-operation in the spring of 1932, recommended the establishment in every country of a centre of educational information and the publication by the Institute of a selected bibliography. The information contained in this bibliography would be furnished by each centre.

The efforts of the Institute of Intellectual Co-operation were directed during the year 1932-33 to the creation of the largest possible number of centres. The results were encouraging. Twenty-two countries have already appointed their centre. The system of bibliographical education information recommended by the experts will work as between these institutions. For this purpose, a small delegation of the 1932 Committee will shortly meet at the Institute and give practical advice for putting the system into operation.

<sup>1</sup> "University Exchanges in Europe": Publication of the International Institute of Intellectual Co-operation; 267 pages. Paris, 1932.

<sup>2</sup> "Holiday Courses in Europe": Publication of the International Institute of Intellectual Co-operation; 59 pages. Paris, 1932.



#### 6. *Revision of School Text-Books.*

The Institute of Intellectual Co-operation has prepared an English edition of the volume on the revision of school text-books. This work was published<sup>1</sup> at the beginning of 1932. It disclosed the existence of an almost world-wide movement in favour of greater impartiality in school text-books. The English edition, which is more complete and detailed than the original, practically constitutes a new work. Further, a column has been opened since the beginning of the year in the monthly bulletin, *Intellectual Co-operation*, for information of current interest relating to that important problem, which has often claimed the closest attention of the Council and Assembly of the League of Nations.

#### 7. *Travel and Interchange of Pupils.*

The report submitted to the International Committee for Intellectual Co-operation at its session last July has been entirely revised and enlarged, thanks to new information which has reached the Institute of Intellectual Co-operation. A French edition of the volume is now being printed; the English edition will shortly be completed.

The efforts made by the Institute for the creation of national centres of exchange and travel for young people, in pursuance of the resolutions of the International Committee for Intellectual Co-operation, have now yielded positive results in the following countries: Germany, Spain, Finland, France, Hungary, Italy, the Netherlands and Sweden.

#### 8. *Wireless in Schools.*

The results of the enquiry which the Institute of Intellectual Co-operation was asked by the International Committee to make in 1931 have been co-ordinated and published during the present year.<sup>2</sup> The volume, published in French and English, gives the most complete information on the efforts made in twenty-five countries and the results obtained.

As in the case of wireless and international relations and the revision of school text-books, a column in *Intellectual Co-operation* furnishes readers with information on questions of current interest.

#### 9. *Adult Education.*

At the request of the International Labour Office, the Intellectual Co-operation Organisation last year took up this important problem from the point of view of the use made by workers of their spare time. Two aspects have been more particularly considered: popular arts and popular libraries. The two reports submitted by the Institute of Intellectual Co-operation to the Committee last July have been brought up to date and completed and are about to leave the press. The report on popular libraries covers further countries, including Germany, Spain, Italy, Switzerland and the Union of Soviet Socialist Republics, while the report on popular arts will contain a selected bibliography.

#### 10. *Liaison with the Major International Associations.*

In past years, the Institute furnished administrative assistance to the major international associations when they met as a "Liaison Committee" to discuss education and peace.

In 1933, for the first time, the Institute itself called a session of the Liaison Committee and drew up its agenda. The object of that experiment was to discover what assistance the major associations could give, both individually and through the national groups affiliated to them, in the execution of the programme of intellectual co-operation in the educational field.

### C. *Exact and Natural Sciences.*

#### 1. *Co-ordination of Terminologies of the Physical and Chemical Sciences.*

On March 17th and 18th, 1932, representatives of the International Unions of Chemistry, Physics and Biology and of the International Electro-Technical Commission drew up a scheme for co-ordinating terms common to those sciences. A first attempt at comparison, confined to chemistry and physics, was made at Madrid on May 4th and 5th, 1933, with the generous assistance of the Spanish Government.

Each of the International Unions of Chemistry and Physics was represented by four delegates. The results will be submitted to the Unions for their approval and published by the Institute.

It should be noted that the co-ordination of scientific terminologies raises the problem of an international scientific language.

#### 2. *Collaboration between Scientific Museums.*

The Institute of Intellectual Co-operation has this year inaugurated a new form of international collaboration between scientific museums. This enlarges the network of the relations which are being established under the auspices of the League of Nations between

<sup>1</sup> "Revision des manuels scolaires": Publication of the International Institute of Intellectual Co-operation; 224 pages. Paris, 1932.

<sup>2</sup> "School Broadcasting": Publication of the International Institute of Intellectual Co-operation; 208 pages. Paris, 1933.

the principal departments dealing with intellectual matters—i.e., the Ministries of Education, national libraries, central archives departments and art museums.

The relations which it is desired to establish, the principles of which were laid down by curators of scientific collections, apply to museums of zoology, botany, mineralogy, geology, anthropology, paleontology and ethnography, technical museums and zoological and botanical gardens.

Contact is assured, as in the case of art museums, by an information bulletin published every month.<sup>1</sup> Two numbers in French and English have already appeared. Each number contains general information with regard to exhibitions, purchases, etc., information on scientific expeditions, a column on gifts, and news of interest to the staff of scientific museums.

### 3. *Co-ordination of Scientific Bibliographies.*

The negotiations which have been carried on for the last two years with a number of learned societies in Belgium, France, the United Kingdom and Roumania with a view to inducing them to adopt in their publications the so-called "summaries" rule, have been extended to Austria, Spain, the Netherlands and Czechoslovakia.

## D. *Libraries : Archives.*

### 1. *Libraries.*

During the year, the Institute of Intellectual Co-operation published a second edition of the "Guide to National Services of Loans and International Interchanges".

At the request of the Committee of Library Experts, it has also issued an appeal drawing the attention of Governments to the dangers which libraries might incur as a result of too rigorous financial restrictions. It has, moreover, set on foot an enquiry into the training of librarians.

### 2. *Archives.*

Sixteen countries have already replied in considerable detail to the enquiry conducted by the Institute at the request of the Committee of Expert Archivists. The *International Guide to Archives*, the first volume of which will be devoted to Europe, may thus appear this year.

The standardisation of terminology relating to archives is being continued at the same time.

## E. *Literature.*

### 1. *"Index Translationum".*

Four numbers of the "Index Translationum" appeared during the year. They are based on national bibliographies and mention translations which have appeared in Germany, Spain, the United States, France, the United Kingdom and Italy. As from July 1933, the index will be extended to seven new countries : Denmark, Norway, Hungary, Poland, Sweden, Czechoslovakia and the Union of Soviet Socialist Republics.

### 2. *Ibero-American Collection.*

Three new volumes are being prepared : "Speeches of Bolivar" ; "Facundo", SARMIENTO (Argentine) ; "O. Mulato", AZÉVEDO (Brazil).

## F. *International Museums Office.*

A Committee of Experts met at the International Institute of Intellectual Co-operation on March 30th and 31st, 1933. Its object was to prepare a hand-book on the preservation of paintings. This work will be the first of the series of publications by the International Museums Office on the preservation of works of art.

The Office is at present preparing a Conference on the construction and installation of art museums, to be held in Madrid in the spring of 1934. This meeting will be similar to that held in Rome in 1930 to discuss the preservation of paintings and that held at Athens in 1931 to discuss the preservation of artistic and historical monuments. The Madrid Conference will probably be attended by some 150 experts.

The Office is at present establishing, with the help of experts, a draft Convention on reciprocal assistance by States for the legal protection of national artistic treasures. The intention is to incorporate in an agreement the principles adopted successively by the Conferences of Rome and Athens, principles which have been recognised by the International Office itself in its work and expressly approved by a resolution of the Assembly of the League of Nations in 1932.

The International Museums Office draws the attention of those concerned to the desirability of making arrangements at places where excavations have been carried out, so as to allow of their being visited by the public. It is also preparing to publish a list of laws and international agreements relating to excavations. It is, in addition, studying the possibility of publishing a topographical list of excavations in the form of an annual map.

The Office has, in the course of the year, carried out an enquiry into the preservation of old tapestries and tissues, prepared the way for co-operation between the various numismatic museums and framed a draft agreement between casting workshops providing for permission to take casts from previous casts.

<sup>1</sup> *Scientific Museums*, monthly review of the International Institute of Intellectual Co-operation.

The records of the Athens Conference have just appeared under the title of " Preservation of Historical and Artistic Monuments ". The volume contains 487 pages ; the conclusions of the Conference are given in four languages.

The Office has published four numbers of *Museion*, the international review of museography, and issued twelve-monthly information bulletins relating to purchases, archæological discoveries, bibliography and the staff of museums of art.

#### G. Popular Art : Recorded Music.

##### 1. Popular Art.

Besides preparing the report on popular art and workers' spare time for the use of the International Labour Office, the Institute of Intellectual Co-operation has devoted attention to popular music. It is drawing up a list of the existing centres of recorded music or written music, collecting a bibliography and compiling a list of the most highly qualified specialists.

The enquiry is carried out with the help of the National Committees for Intellectual Co-operation and the National Committees on Popular Art. These results may be incorporated in a publication. The work done by the Intellectual Co-operation Organisation in this field will be of special value in view of two international events : the international festival of folk-dances to be held in London in 1935 and the exhibition of civilisation and intellectual co-operation to be held in Paris in 1937.

##### 2. Recorded Music.

The programme of work of the Institute of Intellectual Co-operation comprises, in the special sphere of recorded music, the creation of national collections of gramophone records. These would serve the same purpose in regard to sound-records as libraries do in regard to books.

The collections would furnish a kind of inventory of the best gramophone records, and this would help to spread a knowledge of what is being done and also enable publishers to fill in any gaps.

#### H. Intellectual Rights.

The Institute of Intellectual Co-operation is actively preparing for the revision of the Berne Convention on Authors' Rights. The meeting for this purpose is to be held in Brussels in 1935. The principal points considered by the Institute are the extension of the *droit moral*, especially in connection with cinematograph works, the authors' rights of journalists, and an international jurisdictional sanction for authors' rights.

The Institute has made a special effort this year to bring into harmony the Berne and Havana Conventions on Authors' Rights.

It has carried out an examination of the legal position with regard to the photographic reproduction of documents kept in public libraries and has continued its studies relating to the rights of scientists (scientific property).

#### 10. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Council of the League of Nations noted the work of the Institute at its meeting in January 1933. It also noted the resignation from the Governing Body of M. Yoshida, Japanese Ambassador in Rome. At its session in May 1933, the Council had to deal with the question of adapting the work and organisation of the Institute to present budgetary requirements and with the renewal of the Governing Body.

##### (a) Work of the Institute.

In its resolution of January 26th, 1933, the Council noted the results obtained by the Institute during the financial year 1931-32. The Institute continued its work in the various branches of educational cinematography in collaboration with the competent bodies of the League of Nations and with private international organisations.

The preparatory work with a view to a meeting of Government delegates to deal with the draft Convention to Facilitate the International Circulation of Films has made it possible to convene that meeting for July 5th, 1933. It will be remembered that the Second Committee of the 1932 Assembly examined the text of the draft and made certain amendments which were communicated to the Governments for their observations. The Governing Body of the Institute has also framed draft regulations for giving effect to the Convention.

As stated in the part of the report dealing with the work of the Permanent Mandates Commission, the Council submitted to the Commission a question examined by the Institute—namely, the use made of the cinematograph among populations of different mentalities and cultures.

In collaboration with the Institute of Intellectual Co-operation, the International Educational Cinematographic Institute has studied the problems of authors' rights in their relations to the cinematograph.

The Intellectual Co-operation Organisation has taken advantage of the special qualifications of the Institute in regard to the preparation of films relating to the work of the League. From the outset, the Institute has associated itself with the work mentioned under 8(c). In this connection, the Intellectual Co-operation Organisation has received offers of assistance from film producers. It was decided by the Permanent Executive Committee of the Institute

in March 1933 to bring together certain representatives of the producers as an *ad hoc* Committee of Experts. This Committee, which is being set up under the auspices of the International Educational Cinematographic Institute, will meet for the first time on July 3rd, 1933, at Geneva and will consider in particular the draft scenario made by an expert temporarily attached to the Information Section.

The Institute has considered questions relating to an encyclopædia of the new terms appearing in various languages as a result of the development of the cinematograph and the preparation of a cine-medical encyclopædia.

Among other questions under consideration are methods of encouraging the production of films on the folk-lore of the different countries, the part played by the cinematograph in connection with the use by workers of their spare time (in which the Institute collaborated with the International Labour Organisation) and the question of recreational films for young people (for the study of which the Institute has requested the collaboration of the Child Welfare Committee of the League of Nations).

The Institute has continued the publication of its *International Review of Educational Cinematography*, which appears every month in the five official languages of the Institute. The subscribers to that *Review* at present number 2,100. It also publishes a monthly document of information, called *Cinematograph News*.

(b) *Re-organisation of the Institute.*

The Council of the League of Nations, at its session in May 1933, considered the re-organisation of the Institute on the basis of proposals made by the Governing Body and the Permanent Executive Committee and submitted to the Council by the Italian Government. The Governing Body of the Institute, which has hitherto consisted of seventeen members, will be reduced to twelve, and the Executive Committee, which had five members, will be reduced to four. A new permanent body, called the Advisory and Technical Committee, has been set up. This Advisory and Technical Committee will be composed of six members and the President of the Governing Body. Its work will be to ensure liaison between groups of producers and cinematograph experts and to submit technical advice and suggestions.

At its meeting on May 26th, 1933, the Council elected the members of the Governing Body, the following being chosen :

Professor Alfredo ROCCO (Italian) ;  
Mr. J. W. BROWN (British) ;  
Count H. CARTON DE WIART (Belgian) ;  
M. Henri FOCILLON (French) ;  
Mr. Nagendra Nath GANGULEE (India) ;  
Dr. Nicolas DE KOZMA (Hungarian) ;  
Dr. Hugo KRÜSS (German) ;  
M. Rodolfo LLOPIS (Spanish) ;  
Mlle. Gabrielle MISTRAL (Chilian) ;  
M. G. OPRESCU (Roumanian) ;  
M. Ryszard ORDYNSKI (Pole) ;  
Professor G. DE REYNOLD (Swiss) ;  
M. Louis LUMIÈRE (French), honorary member.

(c) The financial position of the Institute has remained normal and within the limits of the 1932 budget. Provision is made in the draft budget for 1933, adopted by the Governing Body, for receipts and expenditure totalling 1,267,000 lire. In addition to the Italian Government, three other Governments—those of Hungary, Poland and Roumania—have continued to make grants to the budget of the Institute.

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18.

INTERNATIONAL BUREAUX.

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I. RELATIONS WITH THE INTERNATIONAL BUREAUX.

The number of international bureaux placed under the authority of the League of Nations in conformity with Article 24 of the Covenant has remained unchanged since the last Assembly.

I. INTERNATIONAL HYDROGRAPHIC BUREAU.

This Bureau continues to send to the Secretariat publications, the reports and circular letters addressed to its members. The Treasury of the League of Nations, as in the past, has delegated one of its officials to audit the accounts of the Bureau.

2. INTERNATIONAL COMMISSION FOR AIR NAVIGATION.

The Commission sent all its publications to the Secretariat, and its Secretary-General attended the last session of the Advisory Committee for Communications and Transit.

Among the questions on the agenda of its twenty-first session, convened at Rome on May 10th, 1933, of direct interest to the League of Nations, were the identification of aircraft

effecting transport on behalf of the League of Nations, the study of facilities to ensure air communications of interest to the working of the organisations of the League in time of crisis, and the revision of Annex H of the Convention of 1919 (annex concerning Customs).

3. INTERNATIONAL CENTRAL OFFICE FOR THE CONTROL OF THE LIQUOR TRAFFIC IN AFRICA.

This Bureau has continued to send to the Secretariat, particularly to the Mandates Section, information forwarded to it by parties to the Convention of St. Germain on the trade in spirits in Africa.

4. INTERNATIONAL COMMITTEE OF CONGRESSES FOR PUBLIC AND PRIVATE RELIEF.

The Secretariat has received no information from this Committee during the period under review.

5. NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

A separate chapter of the report is devoted to the work of the Nansen International Office for Refugees (page 106).

6. INTERNATIONAL EXHIBITIONS BUREAU.

The International Exhibitions Bureau has continued to send all its publications to the Secretariat. The Bureau held, in October 1932, the third session of its Governing Body, at which the Secretariat of the League of Nations was represented. The Governing Body registered certain international exhibitions contemplated for the years forthcoming. It further adopted certain modifications in the general classification of international exhibitions and appointed its own classification commission. A general standard system of regulations and jury regulations are under consideration.

## II. RELATIONS WITH INTERNATIONAL ORGANISATIONS.

### I. GENERAL OBSERVATIONS.

The Section of International Bureaux has continued to collect information regarding the situation and activities of public and private international organisations similar to that previously assembled. This information has proved of service in replying to numerous requests for information received by the Section.

### 2. PUBLICATIONS.

(a) *Bulletin of Information on the Work of the International Organisations.*

This *Bulletin* has proved of great use to international associations. Owing to the increasing number of international meetings and the increasing interest of the organisations in the information published in the *Bulletin*, a larger body of material now reaches the Secretariat for insertion in this periodical. The *Bulletin* constitutes at present one of the most complete sources of information on the periodical activities of international organisations. For reasons of economy, it continues to be published only twice a year.

(b) *Handbook of International Organisations.*

This handbook appeared in English in 1929. A supplement devoted to international associations, which could not be mentioned in previous editions either of the *Handbook of International Organisations* or its *Supplement* published in 1931, is in course of preparation.

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## 19.

### CONSTRUCTION OF THE NEW BUILDINGS.

The work of construction has proceeded normally during the period under review. Considerable progress has been made with the Assembly Hall and committee rooms, on which work had only just been begun at the time of the last Assembly. The contracts so far allotted include windows (of ordinary dimensions), plaster work (Secretariat and Library buildings), glazed roofs, passenger and freight lifts, door-frames and outside blinds (Secretariat building).

It is expected that, by the time the Assembly meets, contracts will also have been awarded for electric installation, for the large windows of committee rooms and the reading rooms in the library.

It is hoped that the buildings will be completed by the end of 1934.

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20.

PRESENT SITUATION WITH REGARD TO INTERNATIONAL  
ENGAGEMENTS REGISTERED WITH THE SECRETARIAT  
OF THE LEAGUE OF NATIONS.

REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL  
ENGAGEMENTS.

(Article 18 of the Covenant.)

As in previous years, the registration of treaties by the Secretariat has been carried out according to the method laid down by the Memorandum approved by the Council of the League of Nations on May 19th, 1920.

Between May 19th, 1920, and May 19th, 1933, 3,187 treaties and international engagements have been submitted for registration. During the period between May 19th, 1932, and May 19th, 1933, 218 treaties have been submitted for registration and 8 were communicated by the Government of the United States of America for publication only.

The treaties registered have, as in previous years, dealt with various subjects, as may be seen by consulting the following list, which gives a general picture of the character of the agreements registered during the period in question. Some of the treaties mentioned in the list may be classified under several heads.

ARBITRATION, CONCILIATION AND PACIFIC SETTLEMENT.

Registration No.		Registration No.	
2974	Belgium and Lithuania.	3081	Bulgaria and Norway.
2978	United States of America and Switzerland.	3087	Norway and Portugal.
2988	General Inter-American Treaty.	3091	United States of America and Italy.
3014	Greece and Poland.	3101	Great Britain and Northern Ire- land and Finland.
3020	Estonia and Union of Soviet Socialist Republics.	3125	Poland and Union of Soviet Socialist Republics.
3021	Estonia and Union of Soviet Socialist Republics.	3137	United States of America and Greece.
3032	Colombia and Sweden.	3138	United States of America and Greece.
3060	Germany and Great Britain and Northern Ireland.	3153	Spain and The Netherlands.
3065	Czechoslovakia and Turkey.	3156	Belgium and Bulgaria.
3076	Germany and Greece.		

COMMERCE, NAVIGATION AND CUSTOMS.

Registration No.		Registration No.	
2970	Bulgaria and Italy.	3066	Poland and Roumania.
2971	Bulgaria and Italy.	3084	Brazil and Irish Free State.
2977	Norway and Portugal.	3089	Norway and Persia.
2980	Finland and Norway.	3092	Hungary and Poland.
2981	Greece and Roumania.	3095	Brazil and Estonia.
2985	Brazil and Great Britain and Northern Ireland.	3112	Union of South Africa and Brazil.
2987	Guatemala and Nicaragua.	3122	Greece and Irish Free State.
3001	India and Poland.	3126	United States of America and Bulgaria.
3003	Roumania and Sweden.	3130	Bulgaria and Norway.
3007	Irish Free State and Portugal.	3136	Great Britain and Northern Ire- land and Italy.
3008	Germany and Irish Free State.	3143	Germany and Brazil.
3017	Brazil and Italy.	3144	Brazil and Czechoslovakia.
3026	Austria and Italy.	3146	Brazil and Latvia.
3027	Great Britain and Northern Ire- land and Guatemala.	3154	United States of America and Italy.
3037	France and Hungary.	3158	Belgium and Lithuania.
3038	France and Hungary.	3170	Austria and Norway.
3040	Austria and Yugoslavia.	3172	Egypt and Irish Free State.
3055	France and Italy.	3177	Iraq and Norway.
3059	India and Brazil.	3180	Norway and Turkey.
3062	Bolivia and The Netherlands.		
3063	Abysinia and Japan.		

CONSULAR CONVENTIONS AND CONVENTIONS RESPECTING CONDITIONS OF RESIDENCE.

Registration No.		Registration No.	
2982	Greece and Roumania.	3045	General Inter-American Convention.
3009	France and Czechoslovakia.	3069	Germany and Turkey.

PRIVATE INTERNATIONAL LAW.

Registration No.	
3116	Austria and Turkey.

ECONOMIC AND FINANCIAL CONVENTIONS AND CONVENTIONS REGARDING TAXES.

Registration No.		Registration No.	
2972	Union of South Africa and Swaziland.	3120	Belgium and Italy.
2989	Denmark and Sweden.	3132	Estonia and Latvia.
3015	Great Britain and Northern Ireland and Switzerland.	3139	Economic Union of Belgium and Luxemburg and Hungary.
3019	Switzerland and Yugoslavia.	3161	Belgium and Grand-Duchy of Luxemburg.
3067	Austria and Poland.	3162	Belgium and France.
3096	Belgium and France.	3163	Belgium and France.
3102	Great Britain and Northern Ireland and France.	3168	Germany and Norway.
3105	Roumania and Yugoslavia.	3169	Greece and Italy.
3115	General Convention.	3183	United States of America and Panama.
3118	Austria, Belgium, Great Britain and Northern Ireland, France, Italy and The Netherlands.	3187	Japan and The Netherlands.

DELIMITATION OF FRONTIERS AND FRONTIER TRAFFIC.

Registration No.		Registration No.	
2986	Brazil and The Netherlands.	3148	France and Italy.
3006	Great Britain and Northern Ireland, India and Siam.	3159	Guatemala and Honduras.
3131	Spain and France.	3164	United States of America and Great Britain and Northern Ireland.
3142	Brazil and Paraguay.		

TONNAGE MEASUREMENT.

Registration No.		Registration No.	
3012	United States of America and Sweden.	3061	Latvia and The Netherlands.
3018	United States of America and Irish Free State.	3080	United States of America and Belgium.
3030	Great Britain and Northern Ireland and Spain.	3119	General Convention.
3057	Finland and Latvia.	3123	Denmark and Sweden.
		3176	Norway and Sweden.

JUDICIAL AND EXTRADITION CONVENTIONS.

Registration No.		Registration No.	
2973	Poland and Sweden.	3046	General Inter-American Convention.
2975	Great Britain and Northern Ireland and Portugal.	3047	Brazil and Italy.
2990	Belgium and Bulgaria.	3056	Austria and Latvia.
2991	Poland and Roumania.	3068	Germany and Turkey.
3002	Great Britain and Northern Ireland and Poland.	3071	Germany and Turkey.
3004	Great Britain and Northern Ireland and Italy.	3074	Germany and Hungary.
3005	Belgium and Poland.	3088	Sweden and Czechoslovakia.
3016	The Netherlands and Poland.	3094	Belgium and Bulgaria.
3041	Great Britain and Northern Ireland and Estonia.	3114	Belgium and Lithuania.
3042	Colombia and Nicaragua.	3140	Belgium and Monaco.
3043	Belgium and Finland.	3141	Denmark and Poland.
		3147	Germany and Austria.
		3160	Belgium and The Netherlands.
		3173	Belgium and Lithuania.

AIR NAVIGATION.

Registration No.		Registration No.	
3011	France and Greece.	3129	Italy and Czechoslovakia.
3036	Austria and Denmark.	3145	General Convention.
3072	Germany and Czechoslovakia.	3149	Belgium and Spain.
3073	Germany and Czechoslovakia.	3150	Belgium and Spain.
3078	Germany and United States of America.	3152	Spain and The Netherlands.
3079	Germany and United States of America.	3157	United States of America and Italy.
3128	Great Britain and Northern Ireland and Italy.	3167	United States of America and Belgium.
		3184	Spain and Sweden.

TREATIES OF PEACE AND FRIENDSHIP, SOVEREIGNTY, ALLIANCE, ETC.

Registration No.		Registration No.	
3013	Lithuania and Persia.	3155	Estonia and Persia.
3048	Great Britain and Northern Ireland and Iraq.	3174	Afghanistan and Estonia.
3117	France and Yugoslavia.	3178	Afghanistan and Lithuania.
3124	Poland and Union of Soviet Socialist Republics.		

POSTAL, TELEPHONIC, TELEGRAPHIC AND RADIO-TELEGRAPHIC CONVENTIONS.

Registration No.		Registration No.	
3023	General Inter-American Convention.	3054	Union of South Africa and The Netherlands.
3024	General Inter-American Agreement.	3058	Great Britain and Northern Ireland and France.
3025	General Inter-American Agreement.	3086	Belgium and The Netherlands.
3028	Great Britain and Northern Ireland and France.	3097	Great Britain and Northern Ireland and France.
3031	Great Britain and Northern Ireland and Hungary.	3098	Great Britain and Northern Ireland and France.
3033	Japan and Union of Soviet Socialist Republics.	3100	Great Britain and Northern Ireland and The Netherlands.
3049	Germany, Austria, Hungary and The Netherlands.	3133	Great Britain and Northern Ireland and France.
3050	Germany, Italy, The Netherlands and Switzerland.	3134	Great Britain and Northern Ireland and Italy.
3051	Germany, Lithuania and The Netherlands.	3165	Great Britain and Northern Ireland and China.
3052	Germany, Latvia, Lithuania and The Netherlands.	3181	Great Britain and Northern Ireland, India and Persia.
3053	Germany, The Netherlands and Poland.	3182	Germany and Great Britain and Northern Ireland.

SOCIAL AND LABOUR QUESTIONS.

Registration No.		Registration No.	
2992	Austria and Poland.	3010	Finland and Poland.
2993	Austria and Poland.	3035	Irish Free State and Switzerland.
2994	Austria and Poland.	3039	Brazil and Denmark.
2995	Austria and Poland.	3075	Germany and Lithuania.
2996	Austria and Poland.	3083	Belgium and France.
2997	Austria and Poland.	3171	Belgium and The Netherlands.
2998	Austria and Poland.	3179	Belgium and French Morocco.
2999	Austria, Poland and Czechoslovakia.		

SANITARY QUESTIONS.

Registration No.		Registration No.	
2983	Greece and Roumania.	3090	Belgium and Poland.
3000	France and Poland.	3166	Argentine Republic and Belgium.
3077	Germany and Lithuania.	3175	Germany and Czechoslovakia.

TRANSIT.

Registration No.		Registration No.	
2979	Germany and Sweden.	3121	France and Turkey.
3034	Irish Free State and Italy.	3127	General Convention.
3070	Germany and Honduras.	3151	Poland and Czechoslovakia.
3110	Spain and France.	3185	General Convention.
3113	Union of South Africa and Northern Rhodesia.	3186	Germany and Norway.



WATERWAYS AND INLAND NAVIGATION.

Registration No.		Registration No.	
3103	Roumania and Yugoslavia.	3108	Roumania and Yugoslavia.
3104	Roumania and Yugoslavia.	3109	Roumania and Yugoslavia.

GENERAL RELATIONS.

Registration No.		Registration No.	
2984	Greece and Roumania.	3135	Great Britain and Northern Ireland, France and Iraq.
3085	United States of America and Norway.		
3093	United States of America and Salvador.		

INTELLECTUAL AND ARTISTIC RELATIONS.

Registration No.	
3044	General Inter-American Convention.

POLITICAL TREATIES.

Registration No.		Registration No.	
3029	France and India.	3111	General Inter-American Convention.
3082	General Inter-American Convention.		

PROPERTY, RIGHTS AND INTERESTS.

Registration No.		Registration No.	
3022	Great Britain and Northern Ireland and Estonia.	3106	Roumania and Yugoslavia.
3099	Germany and Great Britain and Northern Ireland.	3107	Roumania and Yugoslavia.

ADMINISTRATIVE QUESTIONS.

Registration No.	
2976	Great Britain and Northern Ireland and France.

LIQUOR TRAFFIC.

Registration No.	
3064	United States of America and Chile.

The following table gives the number of treaties registered by the Secretariat at the request of the various States during the period from May 19th, 1932, to May 19th, 1933 :

Union of South Africa .. .. .	3	Latvia.. .. .	5
Austria .. .. .	2	Lithuania .. .. .	5
Belgium .. .. .	23	The Netherlands .. .. .	16
Bolivia .. .. .	1	Nicaragua .. .. .	4
Brazil.. .. .	7	Norway .. .. .	4
United Kingdom .. .. .	35	Panama .. .. .	3
Bulgaria .. .. .	5	Poland .. .. .	23
Chile .. .. .	1	Portugal .. .. .	2
Colombia .. .. .	1	Roumania .. .. .	2
Czechoslovakia.. .. .	3	Salvador .. .. .	1
Denmark .. .. .	5	Spain .. .. .	5
Estonia .. .. .	8	Sweden .. .. .	7
France.. .. .	6	Switzerland .. .. .	2
Germany .. .. .	12	Venezuela .. .. .	1
Greece.. .. .	8	Yugoslavia.. .. .	11
Guatemala.. .. .	4	International engagements deposited with the Secretariat, registered in consequence of their entry into force .. .. .	3
Hungary .. .. .	5		
Irish Free State .. .. .	8		
Italy .. .. .	18		
Japan .. .. .	2		

Twenty-five treaties were communicated by the United States of America in accordance with the arrangement described on page 125 of the report to the Assembly of 1926, among which seventeen were also presented for registration, in accordance with Article 18 of the Covenant, by the other contracting parties Members of the League of Nations.

The Secretariat has also registered many accessions, denunciations, etc., to Conventions previously registered at the request of Members of the League of Nations.

It has also registered further information relating to general Conventions which it had already published.

International engagements are published in the *Treaty Series* in their original languages, with translations into French and English.

Up to the present, 131 volumes of about 450 pages each, containing 3,025 treaties, have been published by the Secretariat. Other volumes will appear in the near future.

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## 21.

### WORK OF THE LIBRARY.

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#### I. CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The work of the Conference has made it necessary to maintain and develop the Bibliographical Service, which helps members of the Secretariat, delegates, journalists and the numerous persons following the work of the Conference to use the resources of the Library and furnishes them with the information and studies which they require.

The "Annotated Bibliography on Disarmament and Military Questions" has been brought up to date by a card index supplement.

#### II. GEOGRAPHICAL DEPARTMENT.

The first task of the Geographical Department was to complete its collection of maps and atlases and to centralise the existing geographical material available in the different Sections of the Secretariat. The Geographical Department, having collected the necessary material, has prepared special maps required for the work of the League of Nations and, in particular, by the Council.

Numerous reproductions of geographical material have been made by the photostat service, which has also been of use in reproducing a large number of documents for the Conference for the Reduction and Limitation of Armaments.

#### III. HEALTH DEPARTMENT.

The Health Service of the Library has taken up this year a service dealing with social questions, which has enabled it completely to revise its collections and to provide the Sections concerned with information of real value.

#### IV. NEW ACQUISITIONS.

In present circumstances, the purchase of books has been reduced to the strict minimum. Thanks, however, to the Rockefeller Gift, it has been possible to acquire the complete collection, from the library of the residence of the Emperor Nicholas II, of the laws of the Russian Empire from 1649 to 1913, consisting of 231 volumes.

#### V. GENERAL ADMINISTRATION.

The last year has required a sustained effort on the part of the Library, though there are no striking features to record. The number of persons who have asked to be entered as regular readers for at least fifteen days exceeded six hundred.

Finally, thanks to the Rockefeller Fund, the preparatory work for the equipment of the new Library has been actively continued, including the establishment of the necessary catalogues, work which will require a considerable time.

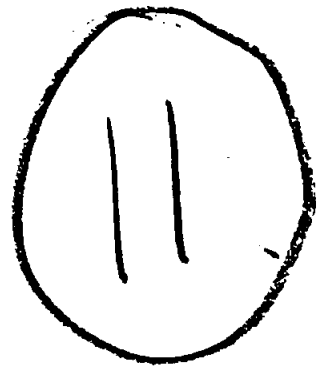
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[Communicated to the Assembly  
the Council and the Members  
of the League.]

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Geneva, September 1933.

LEAGUE OF NATIONS



Supplementary Report on the Work of the  
League since the Thirteenth Session  
of the Assembly.

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Series of League of Nations Publications  
GENERAL ✓  
1933. 3.

*For reasons of economy, the Secretary-General has decided to omit the Introductory Summary from the present Supplementary Report and from future Annual Reports on the Work of the League.*

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## A. LEAGUE OF NATIONS.

### 1.

#### LEGAL QUESTIONS.

##### I. AMENDMENT OF THE COVENANT OF THE LEAGUE OF NATIONS.

There has so far been no meeting of the Committee of Representatives of the Members of the League which, under the Assembly's resolution of September 25th, 1931, was to consider the question of amending the Covenant in order to bring it into harmony with the Pact of Paris. The date at which this Committee should be convened was left to be determined by the progress of the work of the Disarmament Conference and, subject to any contrary decision of the Assembly, the Secretary-General remains authorised to convene it for a date fixed in agreement with the President of the Conference, the Acting President of the Council and the Council's Rapporteur (cf. the Report to the Assembly of 1932, document A.6.1932, page 1, and the Supplementary Report of the same year, document A.6(a), page 18).

##### II. WORK OF THE INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW, ROME.<sup>1</sup>

The International Institute for the Unification of Private Law, which, in July 1932, had the misfortune to lose the services of its Secretary-General, M. De Francisci, called to the high office of Minister of Justice of Italy, continued, during 1932, to work on the subjects and on the lines laid down by its Governing Body.

A request for the renewal of the Governing Body was sent in due course to the Secretary-General of the League of Nations.<sup>2</sup>

#### STUDIES.

A. *Sale of Goods*.—The Committee of Experts appointed to study problems connected with the unification of the sale of goods held a series of meetings in Rome (March 17th to 26th, 1932), at Cambridge (June 28th to July 2nd) and in Paris (December 19th to 22nd), with a view to completing its work. The Committee thought that it would be able to finish its preliminary draft in April 1933 and that the Governing Body might then be requested to consider the desirability of submitting it to the economic experts, and, in the affirmative event, to decide how this should be done. The Committee, which has taken care not to encroach upon the domain of private international law, dealt with by the Diplomatic Conferences at The Hague, decided to confine its draft, which aims at the unification of substantive law in regard to the sale of goods in the proper sense of the term, to international sales, the various countries being free to adopt this uniform law for non-international sales as well. The draft consists of six parts: general provisions, making and form of the contract, obligations of vendors and purchasers, transfer of risks, liability of the seller in connection with defects in the thing sold. The draft concludes with provisions relating to confirmed credits and letters of trust.

In the portion of the report on general provisions, the Committee considered it necessary to give a few definitions so that the interpretation of the draft might be as uniform as possible. A large number of difficulties had to be overcome in drawing up the other portions of the report. Special attention was given to the provisions regarding the making of the contract, where the chief difficulties arose out of the question of the compulsory character of the offer. The parts relating to the vendor's obligations and their non-fulfilment and to the guarantee in connection with defects, where the Committee endeavoured to combine Anglo-Saxon with Continental law, also required careful consideration.

The last part of the report deals with certain forms of documentary credit (letters of trust), which have hitherto been confined to English law, but which the Committee considers might be generally introduced.

The economic experts will now examine the draft of the legal experts, and it is to be hoped that this collaboration will make it possible to draw up a final draft with a view to the unification of the law in regard to sales.

B. *Arbitration*.—Definite progress was made during 1932 in the study of arbitration in private matters, M. David having completed his report, which was transmitted to the members of the Governing Body before January 1st, 1933. The report on arbitration in comparative law has since been sent to a large number of persons who, in the opinion of the

<sup>1</sup> The following information is taken from the report of the Institute for 1932.

<sup>2</sup> On January 26th, 1933, the Council re-elected the members of the Governing Body for five years, with the exception, however, of M. Capitant, whose term of office does not expire until September 25th, 1934. The Council at the same time requested M. Scialoja to continue to preside over the Institute.

members of the Governing Body, were in a position, in view of their office or their work, to collaborate in the task undertaken by the Institute. The report does not exhaust the subject, and leaves systematically on one side all the questions of private international law raised by arbitration; for the study of the rules in regard to conflicts of laws appeared to be merely of secondary importance from the point of view of the special object of the work.

The author of the report thought it expedient to supplement his work by various annexes, which he has combined in a single volume. He has published the text (English and French) of the two Conventions relating to arbitration concluded at Geneva under the auspices of the League, and a collection of eight typical laws, in their original text and with a French translation, to which other laws on arbitration can, broadly speaking, be assimilated. A third annex contains the texts of various regulations of arbitral organisations. The report undoubtedly constitutes a solid basis for future work; the final decision in regard to the organisation of that work rests with the Governing Body.

The Secretariat proposes to supplement the published report and keep it up to date. M. David, who is making further investigations concerning arbitration in private matters, proposes to publish a supplementary report on private international law in regard to arbitration, and two or three articles on special questions which deserve to be made more widely known.

C. *Insurance*.—In accordance with the arrangements made with the Association internationale juridique pour le droit en ce qui concerne les assurances, and with the help of the (Italian) National Fascist Federation of Insurance Undertakings, the Instituté has so far been able to obtain the texts, in their original languages, of the insurance laws and regulations of thirty-two countries. It is continuing this work, and is at the same time arranging for the documents collected to be translated into French.

D. *Intellectual Rights*.—The Secretariat of the Institute has completed the studies begun in 1931 by drawing up the three following reports:

1. *Rights of the executants and interpreters of literary or artistic works*.—The Secretariat, which did not initiate the work upon this matter or upon the other questions relating to intellectual rights, merely formulated its observations on the documents sent to it by the International Labour Office. The report deals with the economic aspect of the question and studies the legal basis of protection; it endeavours to fix the limits within which protection should be granted and concludes by indicating the technical means of securing international protection.

2. *Interpretation of Article 13 of the Berne Convention for the Protection of Literary and Artistic Rights*.—The report drawn up at the request of the Institute of Intellectual Co-operation, with a view to the revision of the Berne Convention, studies the legal aspect of the questions raised by Article 13 of the Convention.

3. *Interpretation of Article 14 of the Berne Convention for the Protection of Literary and Artistic Rights*.—It is the object of this report, which has been drawn up at the request of the Educational Cinematographic Institute, to determine, in regard to the making of cinema films, who are the authors or co-authors entitled to the protection provided for in Article 14 of the Convention. The problem has been considered from both the moral and the financial standpoint.

E. *Stock Exchanges, Stock-Exchange Transactions, Credit Instruments*.—In accordance with the programme approved by the Institute, M. Angiolini has continued to add to his collection of decisions of Italian jurisprudence concerning stock exchanges, stockbrokers and other brokers and negotiable credit instruments. This collection, which covers the period from 1913 (promulgation of the first Law on Stock-Exchange Organisation) to 1932, has been published by the Institute and circulated to the members of the Governing Body. M. Angiolini also intends to publish in the *Rivista delle Scienze giuridiche* an analysis of Italian legislation and doctrine on these matters from 1930 to 1932. The data thus made available will facilitate an attempt at the international unification of certain parts of the law relating to stock exchanges.

The Institute is also collaborating with the Office international des Bourses de valeurs publiques (Brussels) in the study of two special questions concerning (a) the inadmissibility of exceptions in respect of gaming debts in actions connected with stock-exchange operations constituting commercial transactions and (b) the protection of the *bona-fide* holder in stock-exchange transactions relating to negotiable credit instruments.

F. *Hotel-Keepers' Liability*.—At the request of the International Hotel-Keepers' Alliance, the Institute has drawn up a report reviewing the laws of the principal States in regard to hotel-keepers' liability, examining the most recent tendencies in the matter of doctrine and in the circles concerned, and outlining a scheme for uniform legislation on the question. The report was transmitted to the above-named association, which decided to discuss it at its next congress.

#### CONFERENCES.

In 1932, the Library increased the number of its volumes by 50 per cent—from 8,000 to 12,000. The Library also receives, in addition to official journals from the various countries, 280 periodicals, including 200 reviews.



2.

FINANCES OF THE LEAGUE.

RATIONALISATION OF THE SERVICES OF THE SECRETARIAT AND OF THE INTERNATIONAL LABOUR OFFICE AND TECHNICAL CONCENTRATION OF THE ACTIVITIES OF THE LEAGUE.

The Supervisory Commission devoted, in whole or in part, five sessions to the study of this question, referred to it by a decision of the last Assembly.

The Commission, in its report to the Assembly (document A.10.1933.X), before dealing with the question expressly included in its terms of reference, draws attention to the general problem of the activities of the League, on which no decision was taken last year, although the subject had been placed on the agenda of the Assembly as a result of a proposal made by the British Government to the Council in June 1932.

The principal recommendations of the Commission can be summarised as follows :

A. POLITICAL AND TECHNICAL STAFF.

1. *Members of Section.*—The Commission did not think there could be any question of a complete return to the earlier system—abolished by the Assembly in 1930—of dividing into two classes the category of Members of Section.

Struck, however, by the unsatisfactory consequences of the present arrangements—more than three-quarters of the Members of Section are in receipt of salaries above the middle of the scale—the Supervisory Commission requested the Secretary-General to examine, in a report to be submitted to the Commission before the Assembly of 1933, whether it was possible to increase the proportion of temporary as compared with permanent posts, to lengthen considerably the period of probation, and to provide that, on appointment to a permanent post, Members of Section would only be guaranteed a limited number of annual increments.

2. *Private Secretariats of the Highest Officials.*—The Commission recommended the creation of a Central Office to deal with the preparation of all questions that ultimately come before the Council or Assembly, or that derive from the action to be taken on resolutions of these bodies and the centralisation of correspondence to be signed by the Secretary-General.

The creation of this office, staffed by officers who would otherwise have been placed at the personal disposal of the highest officials, would result in certain economies as compared with the establishment approved by the Assembly in 1932.

3. *Information Section.*—The Commission noted that the present conception of the scope and activity of the Information Section gave rise to dissatisfaction, and was unduly costly in its application.

It therefore asked the Secretary-General to submit at its September session a detailed study based on the following principles :

- (1) The Information Section supplies information and remains responsible for relations with the Press ;
- (2) The Political Section collects information ;
- (3) The Secretariat as a whole maintains contact with States Members ;
- (4) The Intellectual Co-operation and International Bureaux Section maintains contact with private organisations interested in the League.

It was understood that certain of the officials supernumerary to the establishment of the Information Section might be transferred to other sections and services of the Secretariat, more especially the Political Section and the Intellectual Co-operation and International Bureaux Section. The Commission anticipated, however, that the reform would eventually lead to a reduction in the number of posts.

B. CLERICAL AND GENERAL STAFF.

Preliminary studies were undertaken by a Committee of the Secretariat, assisted, on given points, by the International Management Institute and by an expert of the British Treasury.

The main recommendations of the Commission, to which effect has in some cases already been given, are as follows :

1. The majority of the shorthand-typists attached to sections should be transferred to the stenographic service.

2. The sections should in future, as far as their efficiency was not affected thereby, entirely dispense with, or very largely reduce, work of a clerical or general nature, such as the keeping of section registers, files, accounts, etc. It was understood that work which could not be abolished entirely would be transferred to the Central Services.

3. In order to speed up the movement of files the messenger service was re-organised.
4. It was decided that the printing, reproduction of documents and distribution services should be regrouped. Amongst other advantages, this regrouping would facilitate the adoption of more modern processes for the reproduction of documents.
5. Proposals were made with a view to reducing the staff of the distribution service; it was also decided that the question of the indexes kept in various services of the Secretariat should be further examined.

The Commission requested the Secretary-General to appoint one of his most highly qualified officials to put this whole series of decisions into effect. It was decided that a report would be submitted to the 1934 Assembly on the subject, but that the 1933 Assembly would be informed of the economies that could immediately be made.

#### C. COLLABORATION BETWEEN THE SECRETARIAT AND THE INTERNATIONAL LABOUR OFFICE.

Four joint committees were set up to further the collaboration between the Secretariat and the International Labour Office.

1. *The Joint Committee of Internal Administration* made a number of recommendations, most of which resulted in definite economies, for the development of collaboration as regards equipment and staff. Thus, the two administrations accepted the Committee's proposal that (a) no temporary staff should be engaged until it was found that the other administration was unable to supply the necessary help; (b) that it should be incumbent on each administration to lend the staff requested if such staff was available.
2. The Contracts Committee of the Secretariat was enlarged; it now includes two representatives of the International Labour Office, and has been re-named the *Joint Purchasing Committee*. For the first time, contracts were given this year for the printing paper required for the two institutions, with a consequent saving for the International Labour Office.
3. The Supervisory Commission agreed that the creation of a library common to the Secretariat and the International Labour Office was not feasible. It suggested, however, the establishment of the *Joint Library Purchasing Committee*, which has arranged for effective collaboration between the two libraries.
4. *Collaboration between the Technical Sections of the Secretariat and of the International Labour Office.*—Although no real overlapping was found to exist between the two institutions, it was agreed that the existing co-operation should be made closer and more regular by the establishment of a special committee.

#### D. RATIONALISATION OF THE INTERNATIONAL LABOUR OFFICE.

From the outset, strict administrative centralisation has always been one of the distinctive features of the International Labour Office. In the circumstances, there was but little scope for the application to the Labour Office of the recommendations made under B above.

The principal measure of rationalisation at the International Labour Office was therefore the institution and the gradual carrying through, as vacancies occurred, of a new establishment, which was finally adopted by the Governing Body in June 1933.

The new establishment provided for the progressive suppression of twenty-seven of the higher posts, and their replacement by posts of the second and third divisions.

The Supervisory Commission expressed the opinion that the results obtained represented a serious effort on the part of the Governing Body to take into account the recommendations passed by the Assembly; it trusted, however, that the Governing Body would, in the light of experience, see its way to further extending the re-grading already begun.

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### 3.

## CONFERENCE FOR THE REDUCTION AND THE LIMITATION OF ARMAMENTS.

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### INTRODUCTION.

The General Commission, in accordance with its decision of March 27th,<sup>1</sup> resumed work on April 25th. The present report covers the work of the Conference from that date till its adjournment on June 29th, 1933.

<sup>1</sup> See document A.6.1933, page 14.

As in the past, questions of procedure were entrusted to the Bureau, which, with a view to expediting the work of the General Commission, addressed to that body recommendations which are summarised below.

In conformity with its resolution of March 27th, 1933,<sup>1</sup> the General Commission met on April 25th to begin the examination, part by part and article by article, of the draft Convention submitted by the United Kingdom delegation,<sup>2</sup> which it had decided to take as the basis for its discussions.

Between April 28th and June 8th, the General Commission discussed in first reading the United Kingdom draft Convention covering the questions of Security; Effectives; Land War Material, Naval Armaments and Air Armaments; Exchange of Information; Chemical Warfare, and Miscellaneous Provisions. These questions are briefly summarised in the present report.

In view of their general application, reference should be made to the message of President Roosevelt and to the speech of Chancellor Hitler.

On May 19th, the President informed the Commission of the message addressed by the President of the United States of America on May 16th to the heads of all States participating in the Monetary and Economic Conference to be held in London and in the Conference for the Reduction and Limitation of Armaments. The message, communicated formally to the President of the Conference by the delegation of the United States of America, contained the following passage :

“ The ultimate objective of the Disarmament Conference must be the complete elimination of all offensive weapons. The immediate objective is a substantial reduction of some of these weapons and the elimination of many others.

“ . . . Stated in the clearest way, there are three steps to be agreed upon in the present discussions :

“ First, to take, at once, the first definite step toward this objective, as broadly outlined in the MacDonald plan ;

“ Secondly, to agree upon time and procedure for taking the following steps ;

“ Thirdly, to agree that, while the first and following steps are being taken, no nation shall increase its existing armaments over and above the limitations of treaty obligations.

“ But the perfect understanding of the world must be assured during the whole period of disarmament, and I therefore propose a fourth step concurrent with and wholly dependent on the following fulfilment of these three proposals and subject to existing treaty rights :

“ That all the nations of the world should enter into a solemn and definite pact of non-aggression ;

“ That they should solemnly reaffirm the obligations they have assumed to limit and reduce their armaments, and, provided these obligations are faithfully executed by all signatory Powers, individually agree that they will send no armed forces of whatsoever nature across their frontiers.”

Mr. Henderson next referred to the speech delivered by the German Chancellor in the Reichstag on May 17th, in which reference was made, among other matters, to equality of rights and the standardisation of armies, declaring that, in these two statements, he saw great hope for the success of the Commission's work, which, as a result of them, was successfully emerging from the difficulties which had brought it to a standstill. He asked the delegations, as President Roosevelt had done, to think of their imperative duty to reach agreement. The Commission authorised the President to inform the President of the United States of America that it was in full sympathy with his proposals and was prepared to give them the most sympathetic consideration.

On June 6th, the Commission noted a resolution communicated to the President of the Conference by the President of the Committee for Moral Disarmament.

On the same date, it proceeded to discuss the Report of the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War. <sup>3</sup>

On June 7th (seventy-sixth meeting) the Commission considered the Report of the National Defence Expenditure Commission,<sup>4</sup> together with a French amendment proposing the insertion in Part II of the draft Convention of a Section III, “ Expenditure ”.

<sup>1</sup> See document A.6.1933, page 13.

<sup>2</sup> Document Conf.D.157 and Addendum. See document A.6.1933, page 11.

<sup>3</sup> Document Conf.D.160.

<sup>4</sup> Document Conf.D.161.

*Procedure : Future Programme of Work.*—On June 1st, the President informed the General Commission that, in view of the coming Economic and Monetary Conference, which was to open in London on June 12th, he had convened the Bureau to consider and make proposals to the General Commission in regard to the future programme of work. The Bureau had unanimously decided to make the following proposals :

“(1) That there should be an adjournment of the General Commission after the termination of the first reading and before the Commission began the second reading of the draft Convention ;

“(2) That the duration of the adjournment should be until June 27th, the President having authority to advance or prolong it in accordance with requirements ;

“(3) That, during the adjournment of the General Commission, the Bureau should meet in private to prepare the text for the second reading of the draft Convention and should undertake such negotiations, by means of sub-committees or otherwise, as might be necessary for the purpose ;

“(4) That the technical Committees at present at work should continue their discussions ;

“(5) That the draft Convention submitted by the United Kingdom delegation and accepted as a basis of discussion by a formal decision of the General Commission should be accepted as the basis of the future Convention. This acceptance would be without prejudice to amendments or proposals submitted before or during the second reading, particularly as regarded additional chapters concerning the manufacture of and trade in arms and budgetary limitation.”

The General Commission, after discussion, adopted the first proposal as it stood. It adopted the second proposal in the following form : “ The General Commission shall be convened not later than July 3rd ”. The third proposal was adopted as follows : “ During the adjournment of the General Commission, the Bureau, meeting in private, shall prepare a text for the second reading of the draft Convention, the President being invited to undertake such negotiations as may be required to forward the preparation of this text ”. The Commission adopted the fourth proposal as it stood.

The General Commission, having completed the first reading of the United Kingdom draft, on June 8th adopted unanimously the fifth of the Bureau's proposals above mentioned, as regards future work.

The Commission then adjourned.

\* \* \*

The Bureau, on June 27th, decided to call a meeting of the General Commission for Thursday, June 29th, and the Commission accordingly met on that date. The President explained to the General Commission that, in view of the pressure of work on the delegates to the Monetary and Economic Conference sitting in London, it had not been possible to make such progress as would justify the preparation of a new text for the second reading and that the Commission was therefore in the same position as when it had adjourned on June 8th.

Such conversations as he had been able to hold had impressed on him the importance of everything being done to harmonise outstanding differences before proceeding to a second reading when votes would be taken. Divergencies of opinion existed on many important points :

- (1) Non-resort to force, European or universal pact ;
- (2) Definition of the aggressor ;
- (3) Supervision and control ;
- (4) Sanctions to be used against any State violating the Disarmament Convention ;
- (5) Air bombardment ;
- (6) Military and naval aviation ;
- (7) Abolition of aggressive land material (suggested by President Roosevelt) ;
- (8) Size of tanks and artillery ;
- (9) Trained reserves ;
- (10) Period of training for short-term effectives ;
- (11) Colonial forces ;
- (12) Period for destruction of aggressive weapons ;
- (13) Budgetary limitation ;
- (14) Private manufacture of and trade in arms.

The General Commission, at its last meeting, had expressed the view that negotiations were indispensable. The President informed the Commission that he had told the Bureau on June 27th that the position was unchanged and that he had asked the Bureau to consider advising the Commission to authorise him as President to start negotiations as soon as possible. He recalled that he had previously urged the Commission to proceed to a second reading only after greater common agreement existed than was then the case.

The President intimated to the Commission that, if things went well, it might usefully be convened for October 16th to begin the second reading of a text modified in the light of the negotiations. He had reached the conclusion that the various questions were so closely linked that, if the Commission examined the draft and adjourned part after part, little or no

progress would be made and public opinion would be more disturbed than by an adjournment intended to give the President an opportunity to negotiate.

The Bureau, after a careful examination of these considerations, decided to recommend to the Commission that the President should be authorised to start negotiations at once.

After discussion, the Commission—the German delegation objecting and the Hungarian delegation abstaining—approved the procedure recommended by the Bureau and, after paying a tribute to the distinguished services of Sir Eric Drummond, the retiring Secretary-General, the Commission adjourned until October 16th, 1933.

## I. SECURITY.

### NEW TEXT PROPOSED BY THE UNITED KINGDOM DELEGATION.

The original text of Part I, "Security", of the United Kingdom draft Convention consisted of six articles.<sup>1</sup> On May 24th, the United Kingdom delegation presented three revised articles to take the place of the first five, Article 6, which dealt with special regional agreements, remaining as it stood. The text of these new articles, approved by the General Commission on a first reading, was as follows :

" *Article 1.*—In the event of a breach or threat of breach of the Pact of Paris, either the Council or Assembly of the League of Nations or one of the parties to the present Convention who are not Members of the League of Nations may propose immediate consultation between the Council or Assembly and any of the said parties to the present Convention.

" *Article 2.*—It shall be the object of such consultation, (a) in the event of a threat of a breach of the Pact to exchange views for the purpose of preserving the peace and averting a conflict ; (b) in the event of a breach of the Pact to use good offices for the restoration of peace ; and (c) in the event that it proves impossible thus to restore the peace then to determine which party or parties to the dispute are to be held responsible.

" *Article 3.*—The provisions of the above article do not in any way prejudice the rights and obligations of the Members of the League, nor conflict with nor limit the powers and duties of the Assembly and Council under the Covenant."

### DECLARATION BY THE DELEGATION OF THE UNITED STATES OF AMERICA.

In reference to the foregoing articles, Mr. Norman Davis, on behalf of the delegation of the United States of America, gave as an illustration, without then committing himself to the exact words, the form of declaration which the United States would make at the time of the deposit of the ratification of the Convention :

" Recognising that any breach or threat of breach of the Pact of Paris (the Briand-Kellogg Pact) is a matter of concern to all the signatories thereto, the Government of the United States of America declares that, in the event of a breach or threat of breach of this Pact, it will be prepared to confer with a view to the maintenance of peace in the event that consultation for such purpose is arranged pursuant to Articles . . . and . . . of Part I of the Disarmament Convention. In the event that a decision is taken by a conference of the Powers in consultation, in determining the aggressor, with which, on the basis of its independent judgment, the Government of the United States is agreed, the Government of the United States will undertake to refrain from any action and to withhold protection from its citizens if engaged in activities which would tend to defeat the collective effort which the States in consultation might have decided upon against the aggressor."

### REPORT OF THE COMMITTEE ON SECURITY QUESTIONS.

M. Politis, Chairman of the Committee on Security Questions, presented three draft texts :

- (1) Act relating to the Definition of the Aggressor ;
- (2) Act relating to the Establishment of the Facts constituting Aggression ;
- (3) European Security Pact ;

as well as a new text for the original Article 6 of the United Kingdom draft.

*Act relating to the Definition of the Aggressor.*—The Act relating to the Definition of the Aggressor (document Conf.D./C.G.108, Annex 1) originated from a proposal by the Soviet delegation (document Conf.D./C.G.38). It establishes five criteria for the definition of an aggressor :

" The aggressor in an international conflict shall, subject to the agreements in force between the parties to the dispute, be considered to be that State which is the first to commit any of the following actions :

- " (1) Declaration of war upon another State ;
- " (2) Invasion by its armed forces, with or without a declaration of war, of the territory of another State ;

<sup>1</sup> See document A.6.1933, page 11.

“(3) Attack by its land, naval or air forces, with or without a declaration of war, on the territory, vessels or aircraft of another State ;

“(4) Naval blockade of the coasts or ports of another State ;

“(5) Provision of support to armed bands formed in its territory which have invaded the territory of another State, or refusal, notwithstanding the request of the invaded State, to take in its own territory all the measures in its power to deprive those bands of all assistance or protection.”

Annexed to the Act is a protocol which enumerates the factors both in the internal condition of a State and the international conduct of a State which do not justify an act of aggression.

*Act relating to the Establishment of the Facts constituting Aggression.*—The text of the Act relating to the establishment of the facts constituting aggression (document Conf.D./C.G.108, Annex 3) owes its origin to a proposal of the Belgian delegation (document Conf.D./C.P.12). It provides, in general, for setting up, at the seat of the Government of each of the contracting parties which may so request, a commission for establishing the facts constituting aggression. The commission would consist of five members, to be chosen by each Government from a list of ten persons established by the Permanent Disarmament Commission (or the Council of the League of Nations) from among the diplomatic agents and military, naval and air attachés accredited to the Government of such contracting party. Any Government which believes itself to be the victim of, or threatened with, any aggression may call upon the Commission to establish all the facts. The Commission would report its findings to the Secretary of the Permanent Disarmament Commission and to the Secretary-General of the League, as well as to the complainant Government.

*European Security Pact.*—The European Security Pact (document Conf.D./C.G.108(a), Annex 4) contains two chapters, each independent of the other, so that States may subscribe to the whole act or to the first chapter only. The first chapter contains two provisions : one, an obligation not in any case to resort to force, the other that States should, if they have not already done so, accede to the Convention to improve the Means of preventing War. The second chapter takes account of obligations already assumed under either regional agreements or the League Covenant, and aims at strengthening these obligations in two ways : first, by laying down a detailed and exact definition of the aggressor; secondly, by providing that the recommendations which the Council of the League might have to make under Article 16, paragraph 2, of the Covenant, would be binding upon the contracting parties to the European Pact.

The new text of Article 6 as presented by the Committee reads as follows :

“The High Contracting Parties recognise that the provisions of Annex Y of the present Convention are likely to contribute to the maintenance of peace, and accordingly agree to base thereon any decisions which they may have to take, particularly in the Permanent Disarmament Commission, with a view to preventing any breach of the Pact of Paris by a Power which has signed Annex Y, determining the responsibility should such a breach occur and fixing the consequences.

“The High Contracting Parties agree to refrain from any action which might hamper the application of the measures to be taken in the cases provided for by Articles 4, 5 and 6 of Annex Y and not to recognise any *de facto* situation brought about by the breach of an international obligation on the part of a State recognised as the aggressor in application of the provisions of the said annex.

“The High Contracting Parties Members of the League of Nations also undertake to comply with the provisions of Article 6 of the said annex as regards the application of Article 16 of the Covenant of the League of Nations to the signatories of the said annex.

“The High Contracting Parties Members of the League and signatories of the Convention for Financial Assistance signed at Geneva on October 2nd, 1930, likewise undertake to comply with the provisions of Article 6 of the said annex as regards the application of that Convention.”

## II. EFFECTIVES.

The General Commission discussed Section I (“Effectives”) of Part II, “Disarmament”, and adopted the following articles on a first reading :

*Article 8* : Limitation of average daily effectives by land, sea and air.

*Article 10* : Military training.

*Article 11* : Average daily effectives.

*Article 13* : Naval effectives to be included in the effectives of the land armed forces.

Revised *Article 12* was adopted provisionally.

\* \* \*

Under the resolution adopted by the General Commission on March 27th, the Special Committee on Effectives, which met on March 29th under the chairmanship of M. Westman (Sweden), asked its Technical Committee to meet on April 25th to continue the examination of the police forces of the various countries and of the replies to Circular Letters Nos. 7 and 8, 1933, which had been sent to all the delegations by the President of the Conference concerning individuals receiving military training elsewhere than in the army, or pre-military training.

On June 8th, the Special Committee on Effectives decided to adjourn the study of Article 18 of the draft Convention, which determined the maximum proportion of the personnel of the continental European armies, serving beyond the eight months contemplated in Article 16 of the draft, the Vice-President of the General Commission having been entrusted with the preparation of a report on this point. M. Politis had consulted the delegations regarding the ratios  $\frac{x}{y}$  and  $\frac{z}{y}$  to be applied respectively to officers and N.C.O.s and to other assimilated categories, and he had informed the President in a report (document Conf.D./C.G.152) that, in his view, the discrepancies in the figures given in the replies received made it impossible to adopt uniform percentages for all countries within the meaning of Article 8, whose object was not so much to establish a uniform percentage as to limit permanent personnel with a view to preventing the training of units which would not be of the type contemplated for the continental armies. The report of the Vice-Chairman of the Commission therefore concluded by stating that the best method would be to determine for each country its maximum needs in respect of permanent personnel. The Committee also decided to adjourn the discussion of Chapter 3, Section I, "Standardisation of the Continental Armies", which had been entrusted for consideration to the delegations of Hungary and the United Kingdom.

In execution of its mandate, the Technical Committee, presided over by General van Tuinen (Netherlands), began a detailed examination on April 25th of the problems raised by Articles 9 and 12 of the draft Convention, and drew up a report on this subject (document Conf.D./C.S.E. 36). The report covers police forces and similar formations; naval effectives to be assimilated to land effectives; pre-military training and training given elsewhere than in the army. A declaration by the Italian delegation is annexed.

#### POLICE FORCES AND SIMILAR FORMATIONS.

1. *Police Forces in the Home Country.*—The Technical Committee examined the police forces of the following States: Afghanistan, Albania, Austria, Belgium, United Kingdom, Bulgaria, Chile, Colombia, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Guatemala, Hungary, India, Iraq, Italy, Japan, Latvia, Lithuania, Netherlands, New Zealand, Norway, Panama, Persia, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, U.S.S.R., United States of America, Venezuela, Yugoslavia. The Technical Committee remains at the disposal of the Special Committee for the examination of any information which may be received from Governments which have as yet not furnished it.

2. *Police Forces in Oversea Territories.*—The Technical Committee examined the police forces in oversea territories of the following States: Belgium, United Kingdom, France, Italy, Japan, Netherlands, Portugal, Spain, United States of America.

For each of these two categories of forces, home and overseas, the Committee drew up a list of the police formations which it considered should be included in their entirety in Table I of the draft Convention.

#### NAVAL EFFECTIVES TO BE ASSIMILATED TO LAND EFFECTIVES.

The Technical Committee examined the information furnished by the following delegations: Albania, Australia, Brazil, United Kingdom, Denmark, Estonia, Finland, France, Germany, Greece, India, Italy, Japan, Netherlands, New Zealand, Norway, Persia, Poland, Portugal, Roumania, Siam, Spain, Sweden, United States of America, Yugoslavia. This examination showed that, in general, the rules formulated for the determination of categories of naval personnel to be assimilated to land effectives had been understood in the same manner by the various delegations.

#### PRE-MILITARY TRAINING AND MILITARY TRAINING GIVEN ELSEWHERE THAN IN THE ARMY.

The Technical Committee, entrusted by the Special Committee on March 29th, 1933, with the examination of replies received to the two Circular Letters Nos. 7 and 8, 1933, received answers from the following States: Argentine Republic, Australia, Austria, Belgium, United Kingdom, Bulgaria, Canada, Cuba, Czechoslovakia, Denmark, Dominican Republic, Estonia, Finland, France, Germany, Hungary, Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, U.S.S.R., United States of America, Yugoslavia.

The answers were examined simultaneously and by country, since military training is often given by the same organisations both to young men before their incorporation in the armed forces and to adults.

The Technical Committee then adopted the information furnished by the following countries and, when possible, accepted the figures proposed by them: Argentine Republic, Austria, Belgium, United Kingdom, Cuba, Denmark, Dominican Republic, Finland, Irish Free State, Japan, Latvia, Liberia, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, United States of America.

The Technical Committee decided to ask for supplementary information from the delegations of Australia and the U.S.S.R.

The Italian delegation, at the end of the discussion, maintained its general reservation, which has been appended to document Conf.D./C.S.E.37.

The Committee considered that it should only take provisional decisions as to the calculation of effectives in connection with pre-military training and training given elsewhere than in the army.

The Special Committee discussed the report of the Technical Committee on June 13th and, on the same date, transmitted this report (document Conf.D.162, Conf.D./C.S.E.37)

to the General Commission, without expressing any opinion as to the non-technical aspects of the questions covered, it being understood that this omission would in no way prejudice the attitude which delegations members of the Special Committee might adopt in the General Commission.

In virtue of the procedure admitted by the Committee, the delegations of Persia and Bulgaria appealed to the Special Committee against a decision of the Technical Committee to include certain of their police forces in the effectives of their land forces. The grounds on which this appeal was made are set forth for each of these delegations in a declaration annexed to the report of the Special Committee.

On June 27th, the Special Committee, under the chairmanship of M. Westman (Sweden) considered whether there should be established an absolute maximum of effectives serving with the colours at any time of the year.

The Committee then examined the following items : An amendment to Article 8 of the draft Convention submitted by the Polish delegation with a view to eliminating as far as possible the element of surprise which might result from calling up a number of reservists considerably in excess of the average daily effectives (paragraph 1 of document Conf.D./C.G.78) ; a declaration of the Swiss delegation supporting the Polish proposal, on the understanding that Switzerland would benefit from a special system owing to her exceptional position or that the 50,000 effectives allotted her in the table annexed to the draft would be maintained, and supporting the suggestion of the Netherlands delegation that each State should be obliged to notify the Permanent Disarmament Commission three months in advance of any excess beyond 20 per cent of the agreed maximum for average daily effectives (document Conf.D./C.G.93) ; and a proposal of the Italian delegation completing the Polish amendment by fixing average daily effectives for all personnel excluding reservists, average daily effectives for reservists alone and a real maximum of effectives for reservists.

The Special Committee, having concluded its examination of these points, forwarded its second report to the General Commission (document Conf.D.164, Conf.D./C.S.E.40).

### III. LAND WAR MATERIAL.

Chapter 1 of Part II, Section II, of the United Kingdom draft Convention deals with land war material. The principal provisions of this chapter as modified during the course of the first reading are as follows :

- (1) Establishment of a maximum calibre for mobile land guns (155 mm. for existing mobile guns, and 115 mm. for new guns and replacements ; 406 mm. for land coast defence guns).
- (2) Establishment of a maximum limit for tanks (16 tons).
- (3) Limitation of the number of tanks not exceeding the authorised tonnage (the number of tanks allowed to the various States has not as yet been established).
- (4) Fixing of a period (three-year maximum) for the destruction of guns and tanks exceeding the authorised limits.

\* \* \*

Certain amendments were submitted regarding :

- (1) Limitation of the number of land guns and coast guns of the authorised calibre ;
- (2) Limitation of the maximum calibre of fixed land guns ;
- (3) Reduction of the maximum calibre of mobile coast guns in the same degree as that of mobile land guns ;
- (4) Complete abolition of tanks ;
- (5) Setting up of maximum limits different from those contemplated in the draft Convention for the authorised calibre of guns and authorised tonnage of tanks ;
- (6) Provision of stages for the destruction of arms exceeding the authorised limits different from the periods provided for in the draft Convention ;
- (7) Internationalisation, not abolition, of arms exceeding the authorised specifications, in order that they may be put at the disposal of a State victim of aggression.

\* \* \*

Certain reservations of a general nature were also presented, making the provisions relative to land war material dependent upon provisions which may be set up in other spheres of disarmament.

The Turkish delegation proposed the formation of a special committee to study the situation in the Straits which have been demilitarised in conformity with the provisions of the Treaty of Lausanne.

### IV. NAVAL ARMAMENTS.

Chapter 2 of Part II, Section II, of the United Kingdom draft Convention deals with naval armaments.

Among the principal points relating to naval armaments mentioned during the discussion in the General Commission were the omission of the principle of qualitative disarmament, the



alleged differentiation of treatment of the large and small naval Powers, the inclusion in the draft Convention of a reference to the Washington and London Naval Treaties, the non-inclusion of the compromise agreement regarding transfer between categories of vessels reached in the Preparatory Commission and included in that Commission's draft Convention, and the fact that the draft Convention would not provide for a final conclusion of the naval question but only for the maintenance of the *status quo* pending the meeting in 1935 of the Naval Conference provided for in the London Naval Treaty.

The United Kingdom delegate replied to some of the criticisms and questions raised, and it was decided that, before the second reading, conversations would be held between the United Kingdom and other interested delegations with a view to overcoming the existing difficulties.

The Japanese delegation declared that it could accept the complete prohibition of bombing from the air if it were freed from certain apprehensions with regard to national security. To that end it would be necessary (1) to provide for the total abolition of aircraft-carriers and the absolute prohibition of war vessels equipped with landing bridges or platforms, and (2) to draw up an agreement which would effectively prevent the use of civil aircraft for military purposes in time of war.

The Japanese delegate stated the considerations which his delegation desired to lay before the Commission. Bombing from the air was one of the most effective means of preventing vessels carrying aircraft from doing their work, and the Japanese delegation would find it difficult to forgo this means of defence without an adequate return.

He then referred in the following terms to the results of the London Naval Treaty :

“It had created an atmosphere heavy with uneasiness and apprehension. Its conclusion had, indeed, been followed on every side by inflammatory speeches not at all calculated to tranquillise the minds of the peoples concerned. He could therefore claim that the feeling of security in the various countries had not been enhanced as a consequence of the 1930 Naval Conference.”

The delegates of the United States of America, the United Kingdom and Spain commented on this statement and the Japanese delegate expressed his readiness to study the question in private conversations with a view to finding a solution.

## V. AIR ARMAMENTS.

Chapter 3 of Part II, Section II, of the United Kingdom draft Convention deals with air armaments. A brief summary of its provisions was given in the general report to the Assembly (document A.6.1933, page 13).

The discussions in the General Commission during a first reading revealed the following principal divergencies of opinion :

1. Article 34 provides for the abolition of bombing from the air except for police purposes in certain outlying regions. A strong majority of delegations proposed complete abolition.

2. Certain delegations proposed that, not only bombing from the air, but all military and naval aviation should be abolished.

3. With regard to quantitative limitation (number of aeroplanes) the table presented by the United Kingdom delegation — which does not allot any aeroplanes to the States bound by the Peace Treaties—has raised certain objections.

4. The question of the qualitative limitation of aeroplanes (maximum limits for the individual power and unladen weight of aeroplanes) has not been solved as yet. Various proposals have been made on this subject.

5. The question of the periods to be fixed for the destruction of aeroplanes exceeding the maximum limits and that of keeping a certain number of machines in a neutral country with a view to placing them, if necessary, at the disposal of a State victim of aggression have not as yet been solved.

The proposal for the internationalisation of civil aviation did not meet with the approval of the majority of the Commission. The idea of a control of civil aviation, on the other hand, seemed more acceptable to the majority of the Commission, though there was a divergence of views with regard to the degree of control to be applied.

## VI. CHEMICAL, BACTERIAL AND INCENDIARY WARFARE.

Part IV of the United Kingdom draft, entitled “Chemical Warfare”, consists of the texts —with certain amendments—drawn up by the Drafting Committee which had been entrusted with this question.<sup>1</sup>

Some divergencies of opinion still exist, especially with regard to publicity in respect of lachrymatory substances for police purposes and the question of sanctions against a State making use of chemical, bacterial and incendiary weapons.

## VII. SUPERVISION.

Section I of Part V of the United Kingdom draft Convention contains provisions concerning the Permanent Disarmament Commission and supervision. The provisions of this chapter were noted in the general report (document A.6. 1933, page 28).

<sup>1</sup> See document A.6.1933, page XVIII.

The French delegation submitted amendments providing especially for regular inspections of the armaments of the contracting parties, to take place at least once a year, sanctions against States violating the provisions of the Convention and immunity for persons furnishing information concerning violations of the Convention.

### VIII. NATIONAL DEFENCE EXPENDITURE.

The National Defence Expenditure Commission, which had not met since May 1932, re-assembled from May 22nd to June 3rd, 1933, to examine the report of its Technical Committee.<sup>1</sup>

The terms of reference of the Commission, as drawn up by the General Commission on March 8th, 1932, and supplemented on July 23rd, 1932, provided for an examination of the *technical conditions* for the possible application of a system of limitation and publicity of expenditure on national defence. The Commission agreed that it was not within its competence to make recommendations as to the *desirability* of such limitation or publicity. Some of the delegates who took part in the discussions in the General Commission, however, submitted observations on the advantages or disadvantages of a system of limitation and publicity.

The Expenditure Commission did not feel that it could enter into a detailed examination of all the points fully treated by its Technical Committee; but it considered it desirable to try to deduce from the Committee's report certain particularly important conclusions, and to indicate clearly the points on which the General Commission should take decisions.

This was the main object of the discussion which took place in the Expenditure Commission between May 22nd and 27th, the results of which are summarised in the report (document Conf.D.161) adopted by the Commission on June 3rd and submitted to the General Commission. This report was drawn up by the Rapporteur-General, M. François, Netherlands, in collaboration with the Joint Rapporteur, M. Jacomet, France (Rapporteur-General of the Technical Committee). The conclusions of the Expenditure Commission may be summarised as follows:

#### (a) GENERAL CONCLUSIONS.

The Expenditure Commission was unanimously of opinion:

(1) That the States whose documentation had so far been examined by the Technical Committee would be able to draw up for practical purposes complete returns of their total expenditure on national defence, as set forth in the Technical Committee's report;

(2) That, in view of the present system of accounting of a number of States, it was not possible, for purposes of limitation, to separate, with sufficient possibility of supervision,

(a) The expenditure on each of the three forces;

(b) The expenditure on land and naval material respectively,

as had been contemplated in the draft Convention proposed by the Preparatory Commission;

(3) That, as the accounts of most countries are drawn up at present, it is not possible to give effect to Article 33 of the draft Convention (Publicity of Expenditure by Categories of Land and Naval Material);

(4) That the various countries' expenditure on armaments cannot, generally speaking, serve as a criterion for comparison of their armaments, but that a comparison of the expenditure returns of the same country from one year to another will enable the evolution of its financial outlay on its armaments to be followed, and will provide very useful information on the variations of its armaments.

#### (b) BASES OF A POSSIBLE SYSTEM OF LIMITATION.

The Commission agreed that a system of global limitation of expenditure on national defence which would offer the greatest possibilities of realisation would, in present circumstances, according to the Technical Committee's proposals, have to be based on:

(1) The definition and the conventional list of items of national defence expenditure given in Chapter II of the Technical Committee's report;

(2) A uniform presentation of such expenditure, in accordance with the Model Statement recommended by the Technical Committee (Chapter III of the report);

(3) The payments made and entered in the published accounts (Chapter IV of the report) within periods and in forms suitable for the requirements of the Convention (Chapters V and VI of the report);

(4) A special procedure designed to take into account fluctuations in the purchasing power of the currencies of the different countries;

(5) A special procedure for taking into consideration unforeseeable and exceptional expenditure (Chapter XV of the report).

<sup>1</sup> See Report to the Assembly (1933), page 22.

The technical instruments necessary for any system of limitation (Model Statement, Special Information attached to the Model Statement, Reconciliation Tables) would be those indicated in Chapters XVI, XVII and XVIII of the Technical Committee's report.

**(c) TECHNICAL POSSIBILITY OF APPLYING A SYSTEM FOR THE LIMITATION OF NATIONAL DEFENCE EXPENDITURE.**

The Commission was divided as to the possibility of inserting in the first Convention a clause providing for the immediate application of the principle of global limitation of national defence expenditure.

A majority (eighteen delegations) was of opinion that it was already at present technically possible to apply this principle. They were aware that the putting into force of limitation would call for modifications in the accountancy systems of several States, but they did not regard this as a valid argument against the conclusion of a Limitation Convention, since any measure of international disarmament necessarily involved internal reforms. Other delegations, whether they accepted the principle of limitation (Japan) or whether they held the view that a trial period of publicity would be necessary in order to decide whether limitation was feasible (Austria, Bulgaria, Cuba, Germany, Hungary and Italy), considered that all the technical conditions necessary for the application of the proposed system were not at present fulfilled in all States, and that hence it was not possible to apply the system immediately. These delegations, with which the United States delegation associated itself generally, expressed the opinion that the enforcement of publicity during a period of four or five years would be necessary before it could be ascertained that all the technical conditions necessary for limitation could be fulfilled, and that hence the situation would have to be re-examined at the end of this period to decide whether it would be possible to put the system of limitation into practice.

The arguments brought forward during the discussion regarding the possibility of an immediate application of the principle of limitation principally centred round the difficulties caused by fluctuations in purchasing power and the present state of accountancy in certain countries.

**(d) BASES OF A POSSIBLE PUBLICITY SYSTEM.**

The Commission was unanimously of opinion that a system of publicity for national defence expenditure on the lines defined by the Technical Committee was possible.

\* \* \*

The Expenditure Commission, in its report to the General Commission, further drew attention to the observations submitted by the Technical Committee on the application of supervision in the budgetary field. It noted the Technical Committee's recommendation that the limits of expenditure should not prevent the contracting States from regularly executing programmes for the manufacture or construction of materials drawn up within the scope of the Conference's decisions or of the limitations laid down in other Conventions still remaining in force.

\* \* \*

The General Commission considered the report of the National Defence Expenditure Commission on June 7th and 8th, 1933, and a considerable number of speakers participated in the discussion. As a result of the debate, the General Commission, on June 8th, unanimously adopted the following resolution :

“ The General Commission,

“ (1) Entrusts the President of the Conference with the necessary negotiations with the various delegations, particularly those which have presented, or may present, proposals in respect of the limitation of national defence expenditure, and requests him to submit the results of such negotiations to the General Commission for discussion at its next session;

“ (2) Decides that the first general Convention for the Reduction and Limitation of Armaments shall contain provisions as to the application of the principle of publicity of national defence expenditure subject to international supervision under the conditions indicated in the report of the Technical Committee of the National Defence Expenditure Commission ;

“ (3) (a) Requests the Technical Committee to prepare, if possible before the beginning of the next session of the General Commission, the necessary draft articles, with annexes, to give effect to the above decision, taking into account the recommendations contained in the reports of the Technical Committee (document Conf.D.158) and of the National Defence Expenditure Commission (document Conf.D.161);

“ (b) Requests the Technical Committee to continue, in view of a universal application of a system of publicity, its examination of the documents transmitted by the various States ;

“ (4) Requests the Secretary-General, in accordance with the recommendation of the National Defence Expenditure Commission, to send an urgent appeal to all Governments who have not yet submitted the necessary documentation to do so without delay, in order to enable the Technical Committee to complete its work.”

\* \* \*

After the submission of its report to the National Defence Expenditure Commission, the Technical Committee resumed its examination of the documents forwarded by the various States on their budgetary systems and their defence expenditure. During the months of May and June 1933, the Committee continued the study of the documents submitted by Albania, Austria, Bulgaria, Canada, Finland, New Zealand, Portugal, South Africa and Spain, and took up the examination of the documents sent in by Estonia, Greece and Latvia.

\* \* \*

In accordance with the instructions contained in the resolution adopted by the General Commission on June 8th, 1933, the Technical Committee began drafting the articles, with annexes, necessary to give effect to the principle of publicity of national defence expenditure.

The Technical Committee, sitting under the presidency of M. de Modzelewski, Vice-President of the Committee, after adopting a general programme of work, drew up on a first reading a provisional set of draft articles which were transmitted for information to the President of the Conference. It further requested various members, as Rapporteurs, to prepare the detailed annexes which contained, amongst other particulars, instructions for filling in the Model Statement of national defence expenditure to be forwarded annually by the States parties to the Convention.

At its next session, which will open on September 12th, the Technical Committee will consider these draft annexes, and, after having decided regarding their contents, will draw up a final text of the articles which, together with the annexes, will be communicated to the General Commission.

## IX. TRADE IN AND PRIVATE AND STATE MANUFACTURE OF ARMS.

The Sub-Committee on the Trade in Arms of the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War<sup>1</sup> reached the conclusion, during the course of its work, that it would not be able to present a comprehensive report until the categories of arms which were to be regulated had been established. For this reason the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War set up a Technical Committee on Categories of Arms.

This Committee revised the list of categories of arms framed by the 1925 Conference on the Trade in Arms,<sup>2</sup> bearing in mind especially the Customs Nomenclature draft drawn up by the Sub-Committee of Experts for the Unification of Customs Nomenclature of the Economic Committee of the League of Nations.<sup>3</sup>

The Sub-Committee on the Trade in Arms then drew up a report on the questions specially concerning the trade in arms.

The Secretariat, in conformity with a decision of the Council, prepared a memorandum on the analogies presented as between the problem of the traffic in narcotic drugs and that of the trade in and manufacture of arms (document Conf.D.159).

On receiving the reports of its three sub-committees,<sup>4</sup> the Committee for the Regulation of the Trade in and Manufacture of Arms resumed its plenary meetings as from May 26th. Since, however, the General Commission had not yet taken a decision on the question whether private manufacture should be abolished, internationalised or regulated,<sup>5</sup> the Committee was not in a position to submit a comprehensive report to the General Commission.

The Committee therefore merely presented a report on the progress of its work, to which were annexed the reports of the three sub-committees, with replies to the questionnaire on the manufacture of arms.<sup>6</sup>

The report which M. Komarnicki (rapporteur for the Committee) submitted to the General Commission on June 6th was there discussed, together with a French amendment<sup>6</sup> to Part II, Section II (Material), of the draft Convention, proposing that a fourth chapter should be inserted in this section embodying a series of articles relating to the supervision and limitation of the manufacture of arms and the trade in arms.

The discussion showed that the Conference was prepared to include in the first Convention for the Reduction and Limitation of Armaments definite provisions concerning the international regulation of the manufacture of and trade in arms, but not to include therein proposals concerning the abolition of the private manufacture of arms or the internationalisation of all manufacture of arms.

The General Commission, at the end of its discussion, approved the following resolution :

“ The President of the Conference shall be entrusted with the necessary negotiations with the delegations which may have any proposals to offer in respect to the stringent regulation of the trade in and manufacture of arms, so that the relevant text may find its place in the draft Convention submitted by the United Kingdom delegation before the General Commission takes up the consideration of that draft on a second reading.”

<sup>1</sup> See document A.6.1933, page 27.

<sup>2</sup> See document A.16.1925.

<sup>3</sup> See document C.921.M.486.1931 (2 volumes).

<sup>4</sup> Sub-Committee on the Manufacture of Arms (see document A.6.1933, page 28), Sub-Committee on the Trade in Arms and Technical Committee on Categories of Arms.

<sup>5</sup> See document A.6.1933, page 28.

<sup>6</sup> See document Conf. D./C.G.122.

## X. MORAL DISARMAMENT.

On May 26th, 1933, the Committee for Moral Disarmament elected Mrs. Corbett Ashby (United Kingdom) Chairman, to take the place of M. Perrier (Switzerland), who had resigned. The Committee passed the following resolution, which it directed its Chairman to communicate to the President of the Conference :

“ The Committee for Moral Disarmament considers that provisions should forthwith be drawn up concerning moral disarmament, these provisions to stand on the same footing as the provisions regarding material disarmament in the final texts to be adopted by the Conference.

“ With a view to preparing these texts, the Committee proposes to utilise the following material, which is already at its disposal :

“ (a) The preliminary draft text examined at the first reading last year concerning teaching, co-operation between intellectual circles, broadcasting, the theatre and the cinematograph ;

“ (b) A preliminary draft text, which will be prepared by M. Pella on the basis of his memorandum concerning the adaptation of municipal laws to meet the present stage of development of international life ;

“ (c) The data already collected and to be submitted later concerning the co-operation of the Press in the work of moral disarmament.”

Subsequently, the Legal Sub-Committee, the Rapporteur, M. Komarnicki (Poland), and M. Pella (Roumania), prepared texts for the consideration of the Committee when it meets again (documents Conf.D./C.G.142, Conf.D./C.D.M.31, and Conf.D./C.D.M.29, respectively).

## XI. THE PRESIDENT'S NEGOTIATIONS.

In pursuance of the resolution adopted on June 29th, 1933, by the General Commission, Mr. Henderson, President of the Conference for the Reduction and Limitation of Armaments, undertook the mission entrusted to him under that resolution, visiting in succession, as from July 10th, Paris, Rome, Berlin, Prague and Munich.<sup>1</sup>

He had conversations in these cities with the heads of the respective Governments and with M. Politis, Vice-President of the General Commission, and Dr. Beneš, the General Rapporteur, discussing with them item by item the list of fourteen questions which he had read to the General Commission at its meeting on June 29th.

The President had conversations with the following :

M. Daladier, Prime Minister, M. Paul-Boncour, Minister for Foreign Affairs of France, and M. Massigli, delegate of France to the Disarmament Conference (Paris) ;

M. Mussolini, Head of the Italian Government, M. Suvitch, Under-Secretary of State for Foreign Affairs, Baron Aloisi, Personal Assistant to the Prime Minister, M. Buti and M. Di Soragna (Rome) ;

Baron von Neurath, Minister for Foreign Affairs for the Reich, General von Blomberg, Minister for War, M. Nadolny, delegate of Germany to the Disarmament Conference (Berlin) ; and later with Chancellor Hitler and Baron von Neurath (Munich).

Mr. Henderson, before returning to London, had a second conversation with M. Paul-Boncour and M. Massigli and, on his arrival in London, met Mr. J. H. Thomas, Secretary of State for the Dominions, Mr. Eden, Under-Secretary of State for Foreign Affairs, and Mr. Mr. Alexander Cadogan.

The President has not so far made any report on these conversations, it being his intention to continue them with the other delegations to the Conference, taking advantage of their presence at Geneva for the Assembly of the League of Nations in September.

### 4.

## POLITICAL QUESTIONS.

### I. SINO-JAPANESE DISPUTE.

#### I. AGREEMENT REGARDING THE CESSATION OF HOSTILITIES IN HOPEI PROVINCE.

On June 3rd, the Chinese delegation transmitted to the Secretary-General the terms of the truce agreement signed by the Chinese and Japanese military authorities at the front on May 31st (document A.(Extra.)46). This truce agreement, which came into force on the day on which it was signed, stipulated that the Chinese army should withdraw west and south of a line running from the north-west of Peiping (Peking) to the south-east as far as Lu-Tai, north-east of Tientsin. The Chinese army undertook not to advance beyond that line and to avoid

<sup>1</sup> Mr. Henderson was accompanied by M. Aghnidès, director of the Disarmament Section of the Secretariat of the League of Nations, and by M. Colt de Wolf, member of the Disarmament Section.

any provocation of hostilities. The Japanese army might use aeroplanes or other means to verify the carrying out of this agreement, the Chinese authorities being required to afford protection and facilities. The Japanese army, after ascertaining the withdrawal of the Chinese army to the above-mentioned line, undertook not to cross the said line, not to make any attack on the Chinese troops and to withdraw voluntarily to the Great Wall. In the region between the Great Wall and the line of withdrawal of the Chinese army, the maintenance of peace and order was to be ensured by the Chinese police authorities.

Together with the terms of the truce agreement, the Chinese delegation communicated a statement by the President of the Yuan Executive which concluded with the following paragraphs :

“ On May 22nd and 23rd, the Japanese troops were advancing rapidly on Tientsin and Peiping, where there is a large population and where foreign nationals and Chinese live in close propinquity. Such atrocities as are mentioned above (bombing from the air) threw them into a panic, and they ardently hoped that measures would be adopted to relieve the tension of the situation so that the catastrophe might be averted.

“ The Chinese Government urged as well as encouraged the troops to continue the defence of the country with heart and soul and to the best of their ability. At the same time the Government would permit the cessation of local hostilities provided that the territorial sovereignty of China was not impaired and the various international agreements concerning the maintenance of world peace and justice remained unprejudiced.

“ The agreement relating to cessation of fighting in Hopei Province has now been signed by the representatives of the military commanders at the front. Needless to say, it is most painful to examine this document. However, as it is confined to military matters and touches upon no political issues, it does not in the least affect the fundamental policy which the Chinese Government has adopted. China will seek a just and equitable settlement of the whole situation in the Far East under the same principles which have hitherto guided her efforts in this regard and which have been upheld practically by all the nations of the world.”

## 2. CIRCULAR TO GOVERNMENTS FROM THE ADVISORY COMMITTEE APPOINTED BY THE ASSEMBLY REGARDING THE NON-RECOGNITION OF “ MANCHUKUO ”.

On June 7th, the Advisory Committee appointed by the Assembly to follow the situation in the Far East, to assist the Assembly in performing its duties under Article 3, paragraph 3, of the Covenant, and, with the same objects, to aid the Members of the League in concerting their action and their attitude among themselves and with the non-member States, instructed the Secretary-General to send a circular letter regarding measures resulting from the non-recognition of “ Manchukuo ” (document C.L.117) to the Members of the League and those non-member States to which the Assembly's report on the Sino-Japanese dispute had been communicated.

According to the report adopted by the Assembly, the Members of the League had declared, in particular, that they would continue not to recognise, either *de jure* or *de facto*, the existing regime in Manchuria.

The Advisory Committee consequently drew the attention of the Members of the League to the desirability of certain measures relating to the following questions being taken by each of them so far as it was concerned : participation of the present Government of Manchuria in international conventions ; postal services and stamps ; international non-recognition of the currency of “ Manchukuo ” ; acceptance by foreigners of concessions or appointments in Manchuria ; passports ; position of Consuls ; application of the import and export certificate system under the 1925 Geneva Opium Convention and the 1931 Limitation Convention.

With regard to the participation of “ Manchukuo ” in international conventions, the Committee proposed to the Members of the League of Nations that, should the present Government of Manchuria manifest its intention of acceding to certain general international conventions, the Governments should take all steps in their power to prevent such accession. These measures might differ according to whether the international conventions were open or closed conventions, concluded under the auspices of or outside the League.

With regard to postal services, the Committee pointed out that, in July 1932, China requested the Universal Postal Union to notify the members of the Union that the postal service in Manchuria had been temporarily suspended and that no stamps issued by the “ Manchukuo ” Government would be valid. The Committee also proposed certain measures should the question of the accession of “ Manchukuo ” to the Universal Postal Convention arise.

With regard to currency, the attention of the Governments which have an official foreign exchange market was called to the desirability of taking any useful measures in order not to admit official quotations in “ Manchukuo ” currency.

With regard to the acceptance by foreigners of concessions or appointments from the authorities established in Manchuria, the Committee felt that it rested with each of the Members of the League to decide for itself whether it was desirable to call the attention of its nationals to the special risks attendant upon the acceptance of concessions or appointments in Manchuria.

With regard to passports, the Committee was of opinion that a Government which did not recognise the existing regime in Manchuria either *de jure* or *de facto* could not regard as a passport a document issued by authorities dependent on the “ Manchukuo ” Government, although it agreed that an inhabitant of the territory subject to the said authorities might receive an identity document or a *laissez passer* from the consul of the country which he wished to visit.

As regards Consuls, the Committee considered that Members of the League could make provision, if necessary, for replacing their Consuls in Manchuria, as these agents are appointed for the purpose of keeping their Governments informed and protecting their nationals. Moreover, it is in conformity with the Assembly's recommendations that Governments should remind their Consuls that, so far as possible, particularly in such contacts as their duties may lead them to make for that purpose, they should do nothing which could be interpreted expressly or by implication as a declaration that they regard the authorities established in Manchuria as the proper Government of the country.

The Committee recommends Governments not to grant applications for the export of opium or other dangerous drugs to "Manchukuo" territory unless the applicant produces an import certificate in accordance with the 1925 Geneva Convention of such a nature as to satisfy the Government to which application is made that the goods in question are not to be imported into "Manchukuo" territory for a purpose which is contrary to the Convention. A copy of the export authorisation should accompany the consignment, but Governments should refrain from forwarding a second copy to "Manchukuo", since such action might be interpreted as a *de facto* recognition.

The Committee also informed the Governments that, in its capacity as an advisory body, it remained at their disposal for the examination of any question, within the scope of its terms of reference, which they might request it to study with a view to giving them its opinion and proposing concerted action.

## II. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The Committee of the Council, consisting of the representatives of the Irish Free State, Mexico and Spain, set up by the Council to follow the dispute between Bolivia and Paraguay, held a large number of meetings after the Council meeting of May 20th, and remained in close touch with the representatives of the two parties.

The development of the situation led the Committee of Three to ask for a meeting of the Council on July 3rd, in order to acquaint it with its negotiations with the representatives of Bolivia and Paraguay and to lay fresh proposals before it. The Committee drew up the following report for this purpose, which was read by the representative of the Irish Free State at the meeting of July 3rd :

" The Council will remember that, at its meeting on May 20th, it considered the report drawn up by its Committee with a view to the settlement of the dispute between Bolivia and Paraguay. The report was approved by all the Members of the Council, other than the representatives of the parties ; it was accepted by the representative of Paraguay ; while the representative of Bolivia reserved his Government's decision for the time being. The Committee of Three was requested to continue to follow the situation and report to the Council when it thought necessary.

" The view of the Bolivian Government was communicated to the Council in a letter from the permanent delegate of Bolivia, dated May 27th. In that letter, the Bolivian Government reiterated its view that the only logical basis for the suspension of hostilities is an agreement on the general conditions of arbitration. It added that ' Paraguay has so far failed to state her territorial claims in the Chaco, and has upheld the idea that the zone in dispute should be determined by a preliminary arbitration '—a view to which Bolivia could not agree.

" In a communication dated June 6th, the representative of Paraguay declared that ' Paraguay has never omitted to specify the extent of her territorial claims '. He explained what his Government regarded as the natural boundaries (*arcifines*) of the Chaco, which, in the Paraguayan view, ' coincide with the historical boundaries of the old province of Paraguay to the west of the river of that name ' .

" Having considered these communications from the representatives of the parties, the Committee of the Council thought it desirable to have further conversations with them with a view to the execution of the Council's plan of sending to the spot a Commission with the terms of reference specified in the report of May 20th last.

" On June 8th, the Committee laid before the two parties proposals for the execution of the suggestions contained in the report. The replies of the two Governments have been brought to the notice of the Council.

" The two parties held entirely opposite views on one point of great importance. They both rejected the idea of a mere armistice, and were anxious for a final cessation of hostilities ; but whereas, in the Paraguayan view, that cessation, accompanied by effective measures of security such as would prevent any resumption of hostilities, should precede the negotiations for the establishment of an arbitration agreement, Bolivia maintained that the establishment of that agreement should precede the cessation of hostilities.

" Faced by this difference of opinion, the Committee of Three arrived at the conclusion that the only practical solution would be for the Commission to discharge its functions, taken as a whole, as best it could, having regard to the situation it found on its arrival, with a view to bringing about a speedy and permanent settlement of the dispute, which, in the Committee's opinion, is entirely consistent with the terms of the report of May 20th.

" The Commission would also, no doubt, have to take into consideration the situation it discovered on its arrival when judging of the expediency of an enquiry into the circumstances of the dispute, including the action of the two contending parties—the Council having reserved the right, in the report of May 20th, to require it to make such an enquiry.

Both parties have stated that they regard the enquiry as desirable. It would be the duty of the Commission, which has to keep the Council informed of its progress, to submit its views on this point as soon as it thinks it possible to do so.

“ For the purpose of establishing the arbitration agreement, the Bolivian delegation had proposed that the procedure contemplated in the report of May 20th should be replaced by direct negotiations between the parties at Geneva, under the auspices of the Council. The Committee of Three felt that such a procedure could not be considered until the Bolivian Government had agreed to the despatch of the Commission with the terms of reference laid down in the report. If the Bolivian Government agreed to the despatch of the Commission, it would then seem possible, pending the Commission's arrival on the spot, to consider conversations in Geneva regarding the establishment of the arbitration agreement.

“ During June, the Committee thus continued its examination of the views put forward by the two parties, with the object of ensuring that the Commission contemplated in the report of May 20th should be despatched in the most favourable circumstances possible. The Committee was encouraged to prosecute its efforts by the assurances it received from the representatives of the two Governments, both of which are anxious for a cessation of hostilities and a final settlement of a conflict that has already cost many lives.

“ On June 26th, the Bolivian delegation, referring to its previous correspondence with the Committee, intimated that it agreed, on behalf of its Government, to the despatch of a Commission, as provided in the report. At the same time, it made a formal statement.

“ The correspondence between the Committee and the Bolivian delegation, including the communication of June 26th containing the delegation's statement agreeing to the despatch of the Commission, and the Committee's reply to that communication, is appended to this report. It will be seen from these texts that the Bolivian Government agrees to the arbitration agreement and the suspension of hostilities being negotiated simultaneously, so that a combined solution may be arrived at.

“ It would therefore appear that the Council is now in a position to appoint the Commission contemplated in the report of May 20th. To save time, the Committee has thought it well to obtain the views of the delegations of the two parties on the composition of the Commission.

“ As regards the proposal for direct negotiations at Geneva, since some time must elapse before the Commission can arrive on the spot, the Committee is prepared meanwhile to continue conversations with the two parties on the subject of the preparation of an arbitration agreement. If, as the Committee hopes, those conversations are successful, the Commission's task will be to that extent lightened. Should it prove impossible, however, to establish the arbitration agreement before the Commission arrives on the spot, the Commission itself would, of course, be required, in accordance with point 2 of its terms of reference, ‘to prepare, in consultation with the two Governments concerned, an agreement for arbitration’.”

At the beginning of the meeting of July 3rd, the Bolivian representative drew the Council's attention to a communication dated June 26th in which the Bolivian delegation had made a supplementary declaration stating that its Government accepted the enquiry referred to in the report of May 20th on the condition that it should be full and thorough and should relate to all the earlier history of the Chaco dispute—namely, “to the events that had occurred since and inclusive of the agreement signed at Washington on September 12th, 1929, which was the last diplomatic instrument concluded between the two countries through the good offices of the Commission of Neutrals. It asked the Chairman of the Committee of Three to be good enough to give it a reply on this point, which its Government regarded as fundamental.

The representative of the Irish Free State replied that, in the event of the Commission being instructed to undertake an enquiry into the history of the dispute, he had no doubt that the Council would be glad to make use of the Bolivian Government's observations, as also of those which had been put forward on behalf of the Paraguayan Government in regard to this matter.

The representative of Paraguay said that the report of the Committee of Three had been accepted by his Government, but that he had been instructed to put forward certain observations in connection with it. The Government of Paraguay regarded it as obvious that the cessation of hostilities could only be contemplated in conjunction with the necessary guarantees to prevent their resumption, for the experience of the past compelled Paraguay to require real guarantees of security under the supervision of the League of Nations. The Government of Paraguay also accepted the recommendation in the report of the Committee of Three that, in the interval before the Commission's arrival on the spot, conversations should take place with the Committee of Three with regard to the preparation of an arbitration agreement, it being understood that those negotiations would be essentially provisional in character and could not in any event be regarded as an admission in advance that the arbitration agreement must be framed before the cessation of hostilities, or again as an acceptance of the view that the two procedures should be simultaneous.

As regards the composition of the Commission, Paraguay placed herself entirely in the hands of the Council.

The representative of Paraguay also wished to draw attention to the exceedingly grave objection that could, in his opinion, be urged against the view that hostilities should continue while negotiations for an agreement to arbitrate were proceeding. To discuss the arbitration



agreement was to discuss the very substance of the question, and these negotiations would certainly be long and laborious. While they were proceeding, hostilities would of necessity continue, and thus a state of violence might be justified and prolonged by drawing out the negotiations. The first duty of the League was to intervene immediately with the belligerents for the restoration of peace. While making these declarations of principle, the representative of Paraguay affirmed that his Government placed its full confidence in the impartiality of the League and relied entirely on its moral authority. He concluded by renewing Paraguay's acceptance of the recommendations contained in the report of the Committee of Three.

The French representative said that his Government would have been better satisfied had it been possible to lay before the Council proposals in which it was explicitly stated that the cessation of hostilities was an indispensable preliminary to any procedure of pacific settlement. Although, having regard to all the circumstances of the case, the Committee of Three had not thought it proper to formulate that rule, the French Government nevertheless expressed the hope that it would be possible for the situation to be in fact what it would have liked it to be in law.

The Bolivian representative said that his country had never objected to the despatch of a Commission to the Chaco : it had only expressed grave doubts as to the value of such a course of action in the present circumstances. Bolivia, who was obliged to defend the remotest confines of her territory, could not accept a solution involving a suspension of hostilities before an arbitration agreement had been signed. Hence, in order that there should be no misunderstanding, he wished to repeat (1) that Bolivia agreed to the idea that negotiations should be conducted simultaneously with a view to the withdrawal of Paraguay's declaration of war on Bolivia, the establishment of an arbitration agreement and the suspension of hostilities ; (2) that Bolivia was prepared to consider the establishment of an arbitration agreement on the basis of a zone delimited in advance by the two parties, in order to fix the specific subject-matter of the controversy to be legally arbitrated upon ; (3) that Bolivia considered it essential that any investigation of the circumstances of the dispute and the action of the contending parties should always embrace all the earlier history of the conflict since and inclusive of the Washington agreement of September 12th, 1929, concluded through the good offices of the Commission of Neutrals.

The Bolivian representative went on to say that the explanations given by the Chairman of the Committee of Three were completely satisfactory to him on the latter point, and that, since in the report there was no opposition to these points of view, which were implicitly taken into consideration in the text submitted, inasmuch as the Commission must bear them in mind if it was to discharge its duties effectively, the Bolivian delegation accepted on behalf of its Government the despatch of this Commission of mediation to the Chaco.

The United Kingdom representative, although inclined to agree with what had been said by the French representative regarding the shortcomings there might be in the report, expressed the hope that, with the goodwill and co-operation of the two parties to the dispute, it would be possible to bring the procedure now chosen to a happy and peaceful conclusion.

The representative of the Irish Free State welcomed the statements made by the representatives of France and the United Kingdom, as they would help to prevent any future misunderstanding of the particular case. He assured his colleagues that the Committee of Three had been constantly occupied with the necessity of obtaining a cessation of hostilities at the earliest possible moment. But the Committee at the present stage had been obliged to seek a basis of agreement between the two parties. It had thought that the way to obtain a cessation of hostilities in these circumstances was at the earliest possible moment to get a Commission to the spot. In the meantime, the Council Committee had offered its services at Geneva for the discussion of the arbitration agreement, and this offer was made with the object of saving time and with a view to bringing about a cessation of the hostilities at an early date.

If the Committee succeeded, before the Commission arrived on the spot, in securing such an agreement, that would be a very considerable advantage; and, if not, the Commission would on its arrival take up its full mandate.

The Bolivian representative, replying to the observations of the French and United Kingdom representatives, explained that, in view of the considerable distance which separated Bolivia's mobilisation centres from the scene of hostilities, Bolivia would suffer considerable detriment if there were a suspension of hostilities which was not preceded, or at any rate simultaneously accompanied, by an arbitration agreement giving every guarantee that hostilities would not be resumed. He therefore wished to make an express reservation on this point, for he was certain that a pure and simple suspension of hostilities was absolutely impossible from the Bolivian point of view and would constitute a veritable disaster for his country.

The representative of Paraguay said that his Government too considered that a suspension of hostilities should be accompanied by measures of security of a nature to prevent the recrudescence of the conflict.

The Council then adopted the conclusions of the report, and, on the President's proposal, asked the Committee of Three to proceed as speedily as possible to the appointment of the members of the Commission and to its organisation. The Council also decided that the Governments of Bolivia and Paraguay might each attach an assessor to the Commission as soon as it arrived in South America.

The Committee was also instructed to take the necessary steps with a view to the direct negotiations between the two parties at Geneva provided for in the last paragraph of the report, pending the arrival of the Commission on the spot. It was also instructed to follow the development of the question in a general way, to report to the Council whenever it thought advisable, and, in case of necessity, to ask it to meet again.

The Council authorised the Secretary-General to make all necessary arrangements, financial and others, for the working of the Commission, and to provide it with such staff as he considered necessary.

During the first half of July the Committee was actively engaged in the constitution of the Commission, and kept in contact with the representatives of Bolivia and Paraguay.

On July 24th, the Secretary-General communicated the first report prepared by the Committee of the Council on the discharge of the duties entrusted to it by the Council's decision of July 3rd.

The Committee, after the necessary consultations, nominated on July 19th the following to be members of the Commission :

Brigadier-General A. B. ROBERTSON, C.M.G., D.S.O. (British) ;  
His Excellency M. J. ALVAREZ DEL VAYO, Ambassador of the Spanish Republic in Mexico (Spanish) ;  
General FAGALDE, Formerly Military Attaché in London, Chief of an Army General Staff (French) ;  
His Excellency Count ALDROVANDI, Ambassador, former member of the League of Nations Commission of Enquiry in the Far East (Italian) ;  
Major G. R. RIVERA FLANDES, Engineer, Former Director of the Geographical Section at the Ministry of War (Mexican).

The Committee hoped that the Commission, of whose members three were then in Europe and two in Mexico, would be able to hold its first meeting in South America before the end of August.

As regards the task entrusted to the Committee in virtue of the last paragraph of the report adopted by the Council on July 3rd, the Committee noted that little or no progress had so far been made in this respect. The Committee hoped, however, that some progress would be made in the near future. In accordance with the Council's request, the Committee was still attentively following the situation and would report again to the Council when it deemed this necessary.

On July 28th, the Committee of Three informed the Council that it had received letters from the Bolivian and Paraguayan delegations asking it, on behalf of their Governments, to entrust to the Governments of Argentina, Brazil, Chile, and Peru the task of the Commission of five members which had been appointed in pursuance of the Council's decision of July 3rd.

The Committee asked the two delegations for further particulars on the question. It considered that, in view of the importance of the proposal, a decision of the Council was necessary, and, in accordance with the powers conferred upon it on July 3rd, it asked the Council to meet at Geneva on August 3rd.

The Council, meeting on that date, received a report from the Committee of the Council, which recalled the measures taken by the Committee to constitute the Commission to be sent to the spot, as well as certain difficulties which had occurred in connection with the application of the procedure provided for in the report adopted by the Council on July 3rd. In the Committee's opinion, however, there was nothing in these difficulties which should delay or render ineffective the work of the Commission. It was in these circumstances that the Committee had considered the proposal submitted to it by the two parties. The fact that this proposal was put forward in agreement between the two Governments obviously lent it special importance. It was, however, submitted in such concise terms that the Committee had felt it necessary to consult in succession the representatives of the two parties present in Geneva in order to obtain some further particulars which it regarded as essential. Those representatives having stated that they were not in a position to furnish those particulars, the Committee had then, through them, sent to the two Governments concerned an *aide-mémoire*, to which the latter had replied. It appeared both from this correspondence and the information given by the representatives of the parties that the substance of their proposal was that the four neighbouring Powers (Argentina, Brazil, Chile and Peru) should be invited by the Council to act on its behalf for the purpose of settling the dispute. The action of the neighbouring Powers would be taken on the basis of the Covenant and on behalf of the Council. The representatives of the two parties had informed the Committee that the four Powers in question were willing to accept this task. The Committee had considered that this proposal would involve a change of sufficient importance to necessitate a meeting of the Council, which alone could take a decision on the subject. Not until they had heard any observations that their colleagues might wish to offer would the members of the Committee of Three be able to submit a draft resolution to the Council.

After consulting their colleagues on the Council, in accordance with the wish they had thus expressed, the members of the Committee of Three drew up a report, the conclusions of which were adopted by the Council.

(r) In this report, the Council noted, in the first place, that the League of Nations was the only international instance legally obliged, under its Covenant, to seek the settlement of the conflict. With that object the Council had unanimously adopted its report of July 3rd, which retained its full executive force as long as its application had not been suspended by a fresh decision of the Council.

While the Committee of the Council was preparing the application of the provisions of the said report, the parties had proposed to introduce a new procedure—namely, that the four neighbouring Powers (Argentina, Brazil, Chile and Peru) should be invited by the Council to act on its behalf for the settlement of the dispute. The Council could not take this proposal into consideration unless the procedure suggested would have the effect, not merely of not

delaying, but also of expediting the pacific settlement which it was its duty to seek. In the sanguinary conflict which had lasted for over a year, one intervention after another by third parties had remained without result, and the Council, anxious to avoid any double jurisdiction which might further have complicated the affair, had confined itself to supporting the pacific efforts of those third parties. Since the formal relinquishment of the matter by the said third parties, it now devolved upon the League of Nations alone to seek a rapid settlement and to select the most appropriate means to that end.

(2) The Council was pleased to note, however, that the procedure suggested presented certain advantages. It had been proposed by the two parties by joint agreement, and it associated with the Council's efforts, as its mandatories, the neighbouring Powers who, after the parties, had the most direct interest in the re-establishment of peace. The Council, moreover, had already endeavoured to obtain the participation of those Powers in its work, more particularly in the Commission.

It firmly trusted that the neighbouring Powers would now find the conditions favourable for seeking a solution on the basis of the Covenant, the only international instrument for the peaceful settlement of disputes which was binding on both parties alike.

(3) The Council, having taken note of the information received from the two parties, decided to ask the Governments of Argentina, Brazil, Chile and Peru whether they accepted, on the basis of its report, the mission of endeavouring to suggest to the two parties a formula such as would establish a just and lasting peace between them.

With that object, it asked its President to communicate the report to the four Governments in question, requesting them to reply at the earliest possible moment.

Those Governments would be requested at the same time to be good enough, should they accept that mission, to keep the Council informed of their action, and, in particular, to forward to it a first report on the occasion of its next ordinary session.

For that purpose, the Council asked its Committee of Three to keep in touch with the four Governments, in order to follow on its behalf the progress of the affair, which it hoped might reach a happy conclusion at the earliest possible date.

(4) The Council was prepared to take all necessary measures to assist the work of the neighbouring Powers on the basis of its report. Save in respect of those of its provisions whose effect would be provisionally held in suspense in consequence of the acceptance of the above mission by the neighbouring Powers, the report of July 3rd would retain in full its executive force. The League of Nations remained seized of the question.

In declaring the meeting closed, the President of the Council urged the necessity of pursuing without interruption the efforts made to settle the dispute and of ascertaining promptly whether the neighbouring States were prepared to undertake the duties which the two parties had proposed should be entrusted to them. If they were not prepared to do so, the Committee of Three was empowered by the Council to request the Commission it had constituted to set out as soon as possible.

The Committee of the Council retained the right to ask the Council to meet if circumstances so required.

On August 25th, the Minister for Foreign Affairs of Brazil informed the President of the Council that the four neighbouring States, desiring to accept the invitation of the Council, had opened negotiations with the two parties with a view to obtaining their acceptance of a preliminary formula of conciliation which would enable them to undertake their mission with the assurance that it would be successful. The neighbouring States declared that they would shortly give a final reply to the President of the Council (document C.482.1933).

### III. DISPUTE BETWEEN COLOMBIA AND PERU.

The Commission for administering the territory of Leticia appointed by the League of Nations, consisting of Colonel Arthur BROWN, Captain Alberto DE LEMOS BASTO and Captain Francisco IGLESIAS, Commissioners, and Dr. Armando MENCIA (Secretary), was constituted on June 19th, 1933, when it held its first plenary meeting at Tefte, Brazil, all its members being present on board the Colombian steamship *Mosquera*.

During the first period of its work the Commission will be presided over by Colonel Arthur Brown, of the United States.

The Commission adopted a flag bearing the inscription "League of Nations, Leticia Commission" and decided to fly it side by side with the Colombian flag once the territory of Leticia had been evacuated.

The Administrative Commission informed the Governments of Colombia and Peru that it would arrive at Leticia on June 23rd.

On the same date, a record of evacuation was drawn up on board the B.A.P. *Morona*, anchored off Leticia, in the presence of the Prefect of the Department of Loreto, representing the Peruvian Government. According to this record, the territory referred to in the agreement of May 25th, 1933, had been entirely evacuated and that territory had been taken over by the Administrative Commission of the League of Nations, which was administering it on behalf of the Colombian Government.

It was noted that the Colombian Government had given the necessary instructions for the Colombian troops occupying Peruvian territory to be withdrawn on June 23rd. The Commission requested the commander of the Colombian forces to arrange for facilities to be given to the commander of the Peruvian forces, which had to evacuate the Leticia trapezium by the river Coutuhe.

It noted a telegram from the Peruvian Minister for Foreign Affairs with regard to the constitution of the Commission, the adoption of the flag of the Commission and the hope that only this flag would be flown in the territory of Leticia.

The Commission explained to the Prefect of the Department of Loreto, representative of Peru, the reasons for which it could not refrain from hoisting the Colombian flag in the territory of Leticia as soon as it had been evacuated by the Peruvian forces. The Commission was administering the territory on behalf of the Colombian Government, which consequently implied the necessity to fly the Colombian flag in the territory of Leticia. The Peruvian representative took note of this interpretation, and placed on record his protest against the Commission's decision.

This protest was also communicated to the Chairman of the Advisory Committee on June 27th by the Peruvian representative accredited to the League of Nations.

On June 30th, 1933, the Colombian representative in Paris communicated to the Secretary-General the following particulars received from the Colombian Government :

" At 10 a.m. on June 23rd, the Commission entered Leticia, and on the 25th the Colombian troops placed at the Commission's disposal also entered the port. The Colombian flag was hoisted side by side with the Commission's flag, and Colonel Brown issued two proclamations to the troops and population of Leticia.

" On June 23rd, the Colombian troops handed over Guepi, occupied by Colombia on March 26th, to the Peruvian military representatives, as well as the adjacent forty-kilometre zone and the other Peruvian positions on the right bank of the Putumayo between Cuembi and Cambuya and between the mouths of the rivers Algodon and Yaguas, also occupied by Colombia between March 26th and May 7th.

" The Peruvian Prefect of Loreto asked the Commission to facilitate the withdrawal, via Tarapacá towards the Peruvian Amazon, of the Peruvian troops which were on the Upper Cotuhe on the launch *Estefita*. The Commission transmitted this request to the commander of the Colombian forces at Tarapacá on June 25th, and on the same day the commander agreed to grant passage and provide all necessary facilities, but the Peruvian forces in question have not yet arrived on the Putumayo.

" At the beginning of June, the Colombian authorities were ordered to release the interned Peruvian civilians and military prisoners who were being detained at various places, and they are now all on their way back to Peru, receiving all the necessary facilities and resources."

As regards the execution of the provisions of the Agreement of May 25th, relating to the negotiations between Colombia and Peru under No. 2 of the Recommendations of the Council of March 18th, the two Governments have informed the Chairman of the Advisory Committee that these negotiations will very shortly be opened at Rio de Janeiro.

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## 5.

### ADMINISTRATIVE QUESTIONS.

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#### I. SAAR TERRITORY.

##### A. PETITIONS FROM THE INHABITANTS OF THE SAAR.

Since July 1933, two petitions—namely, a petition from the Saar Press Association and a petition from a private individual—have been communicated to the Council in accordance with its resolution of May 17th, 1920.

##### B. PERIODICAL REPORTS OF THE GOVERNING COMMISSION.

The Governing Commission has communicated to the Secretary-General of the League of Nations its fifty-fourth periodical report. This report gives an account of the Commission's work during the second quarter of 1933 and deals, in particular, with the following questions :

###### *Economic and Social Situation.*

The report gives figures regarding the production of coal, coke and pig-iron and the cost of living. As regards unemployment, it states that the number of unemployed, which was 45,101 in February, had fallen to 37,341 in May, which represents a decline of 5,540 unemployed as compared with the corresponding month last year.

###### *Political Situation.*

During the period from April 1st to June 30th, the Advisory Council and the Technical Committee respectively gave their opinion on ten and twelve draft Decrees which had been submitted to them by the Governing Commission.

### *Administrative Activity.*

The Commission first recalls that it had brought before the Council of the League considerations regarding the position of Saar officials after the plebiscite. The resolution adopted by the Council in this connection on May 27th, 1933, is stated by the report to have been "most reassuring".

*Department of the Interior.*—In pursuance of the 1923 decree concerning the maintenance of order, several newspapers, some appearing within and others outside the Territory, were forbidden for a period of a few weeks or until further notice.

The evolution of the political situation had been influenced by events outside the Territory, and the Commission felt obliged to take measures to safeguard public order. A Decree, dated May 20th, gave the authorities the right to forbid or dissolve political meetings or processions in certain circumstances. As regards the Press, the Governing Commission decided to suspend daily newspapers for a period up to six weeks in case of incitement to disobey laws, abusive attacks on the Commission and upon any recognised religion, or infringements of public order and of the free exercise by the inhabitants of their rights, particularly the rights guaranteed to them by the Peace Treaty.

As regards cases of armed assault, administrative arrest was provided for. At the same time, the Commission decided to forbid members of political associations to wear badges and uniforms.

The report adds that "there is no doubt that constant pressure, even aggravated by threats, is being exercised upon public opinion in the Saar, not only from the political point of view, but in religious matters". Accordingly, imprisonment was provided as a punishment for libel or violent acts the object of which was to prevent other persons from freely exercising their civil rights and the rights guaranteed to the population by the Treaty of Versailles.

As a consequence of the measures taken outside the Territory against trade union organisations to which the Saar trade unions were affiliated, the Commission decided, in order to guarantee the liberty of trade unions, that measures taken by authorities having their headquarters outside the Territory should not be enforced in the Territory without its authorisation.

As Saar associations had in some cases excluded members because of their political or religious opinions, the Commission was given a more effective right of control over these associations, and it reserves the right to dissolve them whenever their activity compromises public order or is directed to ends that are incompatible with the situation created in the Territory by the Treaty of Peace. In virtue of this law, the Commission dissolved various National-Socialist "cells".

*Economic Affairs.*—During the second quarter, the Department of Economic Affairs allocated among the Saar firms concerned the import and export quotas specified in the Franco-German commercial agreement.

The administration of the Arbitration Office for disputes connected with competition, provided for in the Decree of November 23rd, 1932, and set up by decision dated February 8th, 1933, with headquarters at Saarbruck, was entrusted to the Saarbruck Chamber of Commerce.

*Mines Administration.*—The mines administration continued the safety campaign by means of lectures of an essentially practical nature. Thirty lectures were given.

*Air Traffic.*—The Governing Commission authorised the operation of air-lines joining Paris and Berlin via Saarbruck and Frankfurt, Saarbruck to Munich and Saarbruck to Düsseldorf.

*Railways.*—The balance-sheet of the railway budget for the year 1932-33 shows a less unfavourable situation than was anticipated when the estimates were prepared. The deficit will be only 30 million francs as compared with the 35 millions estimated.

*Justice.*—The Governing Commission promulgated a Decree to fix the statutes relating to judges, public prosecutors, notaries and assessors of the courts in the Saar Territory. The great increase in cases before the Courts of Assize necessitated a Decree for the purpose of relieving these courts of a number of minor cases.

*Vital Statistics.*—On January 1st, the population was 823,000, as against 815,000 in January 1932, despite a continuous decline in births, the percentage of which per thousand was 18.1 as against 19.6 in 1931 and 20.7 in 1930.

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The report also contains detailed particulars on the following subjects: finance, public works and posts, telegraphs and telephones, education and public worship, public relief and health, agriculture and forestry, labour and social insurance.

## II. FREE CITY OF DANZIG.

### A. REPORT BY THE HIGH COMMISSIONER.

As an introduction to his annual report, dated June 1st, 1933, the High Commissioner pays a tribute to the memory of his predecessor, Count Manfredi Gravina, who died at Danzig on September 19th, 1932.

*General Situation at Danzig.*

Referring to the general situation at Danzig, the High Commissioner considers that, since his predecessor's last report, the situation at Danzig has developed in the direction of a general aggravation of economic and political conditions.

*Internal Politics.*

With regard to internal politics, the High Commissioner gives an account of the dissensions in the Senate and the Volkstag which led to the latter's dissolution and to new elections (on May 28th, 1933). One of the features of the electoral campaign was the decline in the number of political parties. Although the campaign was very hotly contested, order and public safety were maintained. On May 22nd, the High Commissioner had handed to the President of the Senate an *aide-mémoire* in which he drew the Government's attention to the provisions of the Constitution establishing the liberty of vote. As a result of the elections, the National-Socialist Party obtained 38 seats out of 72. In view of this result, the Senate resigned on May 30th, while continuing to despatch current business until the election of the new Senate.

The High Commissioner mentions in his report a petition submitted to him by the representatives of the Danzig trade unions. The latter alleged that the delivery of the property of the Danzig trade unions to the representative of the National-Socialist delegation of the German trade unions was a breach of the Constitution. This petition was brought to the notice of the Council.

*Relations between Danzig and Poland.*

Generally speaking, the High Commissioner observes that relations between Poland and the Free City had grown worse in the course of the year under review. The tension was relaxed on two occasions owing to the signature under the High Commissioner's auspices of the Protocols of August 13th, 1932, and of the Geneva Agreement of November 26th, 1932, by the representatives of Poland and the Free City, but on each occasion this improvement was only of short duration. Fresh differences arose each time very shortly afterwards.

The High Commissioner also deals in his report with a certain number of disputes between Danzig and Poland, ten of which were solved after his entry into office on October 15th, 1932. The majority of these questions were mentioned in the main report (document A.6.1933).

To the High Commissioner's report is annexed a report from the Government of the Free City concerning the economic and financial situation for the budgetary year 1932-33, as well as a report from the President of the Harbour Board on the activity of the Port of Danzig.

**B. SITUATION AT DANZIG SINCE THE NATIONAL-SOCIALIST GOVERNMENT CAME INTO POWER.**

A series of communications from the High Commissioner show that the situation at Danzig and relations between Poland and Danzig have considerably improved in the course of the summer. On July 3rd, the new National-Socialist Senate paid a visit to the Polish Government at Warsaw (the last visit made by the Danzig Senate to Warsaw took place in 1921). The visit produced an excellent impression at Warsaw and will be returned by the Polish Government at Danzig in the course of the summer. In the favourable atmosphere thus created, the negotiations between Danzig and Poland conducted under the High Commissioner's auspices led, on August 5th, to the settlement of several disputes. On that date, an agreement was initialled on the treatment of Polish nationals and other persons of Polish origin or language at Danzig, and an arrangement was signed with regard to the utilisation of the Port of Danzig by Poland. Three diplomatic questions under dispute were settled by an exchange of letters between the Polish Government and the High Commissioner on the one hand and the Senate and the High Commissioner on the other.

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6.

**PROTECTION OF MINORITIES.**

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**APPLICATION OF THE GERMAN-POLISH CONVENTION OF MAY 15TH, 1922,  
RELATING TO UPPER SILESIA.**

**PETITION OF M. FRANZ BERNHEIM, DATED MAY 12TH, 1933, CONCERNING THE SITUATION  
OF THE JEWISH MINORITY IN GERMAN UPPER SILESIA.**

This petition refers to certain legislative and administrative orders enacted in Germany and affecting the situation of persons of non-Aryan descent, more particularly as regards their admission to public office and the practice of certain professions, and their position in educational institutions. These orders, if applied in Upper Silesia, would constitute a breach of a number of provisions contained in the German-Polish Convention of May 15th, 1922, relating to Upper Silesia.

The petitioner, who is of Jewish descent, was born in Austria and is a national of the State of Württemberg, and therefore of the Reich. He was domiciled at Gleiwitz (German Upper

Silesia) from September 30th, 1931, to April 30th, 1933. On being dismissed as a Jew by the business house in which he was employed, he asked the Council to take such action as it might deem proper in order that the laws, decrees and administrative measures incompatible with the above-mentioned Convention of May 15th, 1922, might be declared null and void for Upper Silesia and in order that the Jews injured by them should be reinstated in all their rights and should also be granted compensation.

Being of opinion that the urgent procedure asked for by the petitioner and laid down in the Council resolution of September 8th, 1928, should apply to this question, the Secretary-General placed it on the provisional agenda of the seventy-third session of the Council. When the final agenda was adopted, the German representative said that certain doubts existed as to the petitioner's right to represent himself as a member of the minority within the meaning of the Geneva Convention. He therefore asked the Council to reserve its decision on this point until a later meeting of the Council. Subsequently, the German representative withdrew his opposition to the insertion of the question on the agenda, on the understanding, however, that, when the matter was being considered, an enquiry would be made into M. Bernheim's qualifications to submit the petition.

At the Council meeting on May 26th, the German representative stated that it was obvious that international conventions concluded by Germany could not be affected by internal German legislation; should the provisions of the Geneva Convention have been violated in German Upper Silesia, it could only be due to errors on the part of subordinate organs acting under a mistaken interpretation of the laws.

In the report which he submitted to the Council meeting of May 30th, the Rapporteur the representative of the Irish Free State, declared that a perusal of the laws and administrative orders mentioned in the petition, the texts of which were appended, showed that, in so far as some, at any rate, of their stipulations might have been applied in the territory of Upper Silesia, such application could not have taken place without conflicting with a number of clauses of the third part of the Geneva Convention. The Rapporteur, however, felt he could take the above-mentioned declaration of the German representative at the meeting on May 26th to mean, first, that the German Government was resolved to see that the provisions of the third part of the Geneva Convention were observed in Upper Silesia and, secondly, that the German Government would take steps to ensure that the general laws and administrative orders would not be applied in Upper Silesia so far as they were incompatible with the provisions of the third part of the Convention and would also arrange that persons who, because they belonged to the minority, had lost their employment or found themselves unable to practise their trade or profession in consequence of the application of those laws, should be reinstated in their normal position without delay. The Rapporteur was convinced that the Council would be glad if the German Government, in accordance with the principle followed in the past, to the maintenance of which the Council attached great importance, whereby the Council or the Rapporteur had been kept informed of developments, would keep him, in his capacity of Rapporteur, notified of the decisions and measures it might think fit to take in that connection.

The Rapporteur proposed that the Council should take note of the German Government's declarations in the conviction that the latter had done and would do everything necessary to ensure that the provisions of the Geneva Convention regarding the protection of minorities should be fully respected. Finally, the Rapporteur dealt with the point concerning the damage that might have been sustained, in consequence of the application of the said laws and orders in Upper Silesia, by persons belonging to the Jewish minority and, in particular, by the petitioner himself. In that connection, he reminded the Council that these cases might be investigated under the local procedure. He therefore suggested that the Council should request the German Government to arrange for the petitioner's case to be submitted to that procedure forthwith.

On behalf of his Government, the German representative stated that he was unable to accept the Rapporteur's report. Referring generally to the reservation he had previously made with regard to the petitioner's qualifications to bring the matter before the Council, the German representative added that the petition itself showed that the petitioner was not connected with Upper Silesia by any ties either of origin or of family. Only from a comparatively recent date had he been employed in a business house in Upper Silesia. Even admitting that, owing to alleged personal injustice suffered by him in Upper Silesia, the petitioner was entitled to claim for himself the rights conferred by Article 147 of the Geneva Convention, he had no right whatever, in the German representative's view, to submit a petition on general questions and on the application of the German laws in Upper Silesia, seeing that those laws did not in any way affect him. He had no claim whatever, either from the point of view of birth or of his condition of life, to be regarded as the qualified representative of the general interests of the Upper Silesian population. He was neither an official nor a lawyer, nor a doctor, nor the father of children attending school.

Moreover, apart from the absence of any right on the part of the petitioner, a petition of that kind was not admissible, because no definite *de facto* situation had yet arisen in Upper Silesia as to the application of those laws. Consequently, although the matter could not regularly be brought before the Council, and the German Government was therefore not bound to express an opinion on the substance of the question, the German representative had, on his own initiative, for political reasons and with a view to preventing any misunderstanding, made the above-mentioned declaration. The report presented to the Council did not take

account of this situation of law and of fact, since it raised the question of the application of the laws in question in Upper Silesia and deduced therefrom certain conclusions and material demands. The German Government maintained its declaration, but it considered that the Council should have been content to take note of that declaration and to state that, in so far as its general aspects were concerned, the petition was disposed of. With regard to the personal aspect of the petition, it had not been sufficiently clearly ascertained whether or not the petitioner belonged to a minority. The German Government had opened the necessary enquiry and would if requisite be prepared to settle the affair by the local procedure, in accordance with the provisions of the Convention.

The Rapporteur observed that the German representative had raised two previous questions concerning the interpretation of Article 147 of the Geneva Convention: the first was whether the petitioner could be considered under the terms of that article as a person "belonging to a minority" and the second was whether, in the affirmative event, he had the right, according to the same article, to submit to the Council the petition before it. The Rapporteur suggested that the Council should obtain on these two points the opinion of a committee of jurists and, recalling that it had recently adopted an opinion drawn up by M. Max Huber, M. Bourquin and M. Pedroso on a question also affecting Article 147 of the Geneva Convention, he proposed that the Council should invite these jurists to form the Committee suggested for the question under discussion.

The representatives of the United Kingdom, France, Poland, Spain, Norway, Guatemala and Czechoslovakia, in intimating their approval of the course of action suggested by the Rapporteur, submitted to the Council certain observations of a general character stressing the importance which they attached to the provisions on the protection of minorities being fully respected. The representative of Poland referred, in particular, to the defects of the present system as regarded equality between States, and expressed the opinion that this aspect of the problem should be fully explored during the discussions of the next Assembly.

The German representative pointed out that the discussion before the Council should be limited to the situation in Upper Silesia and not exceed the Council's competence.

Finally, the Rapporteur's proposal to set up a committee of jurists was adopted—the German representative abstaining from the vote. The Council then adjourned its examination of M. Bernheim's petition to a later meeting to be convened within a minimum period of forty-eight hours after the circulation of the report of the committee of jurists.

The Council took note of this report at its meeting on June 6th (document C.366.1933.I). The Committee of Jurists replied in the negative to the question which had been put to it—viz., whether, with a view to determining the Council's incompetence to take a decision on M. Bernheim's petition, it could be validly argued: (1) that the petitioner did not belong to the minority because he had no sufficient connections with Upper Silesia, and (2) that (a) the petitioner had not himself suffered from the laws and other enactments to which he called attention as contrary to Articles 66, 67, 75, 80 and 83 of the Convention, and (b) the enforcement of those laws had not yet given rise to a permanent *de facto* situation in Upper Silesia.

The German representative, while paying a tribute to the work of the three jurists, declared that he would refrain from voting on the report. He desired to repeat once again that, from the beginning of the discussion on the petition, the German Government, without prejudice to any question of procedure, had adopted the standpoint that it was bound by international treaties and consequently by the Geneva Convention, and that any measures taken by subordinate authorities which were incompatible with the Convention would be corrected. In the German Government's opinion the whole discussion had therefore served no purpose. Regarding the Opinion of the Committee of Jurists, the German representative pointed out that, in adopting it, the Council would be accepting a principle which would thenceforth have to be applied to all petitions, against whomsoever they might be brought.

The Rapporteur said that the declaration made by the representative of Germany was somewhat more explicit on one important point and therefore introduced a new factor. As the German representative had notified him beforehand of his intention to make that declaration, the Rapporteur had modified his report accordingly and submitted it to the Council in its new form.<sup>1</sup>

The Italian representative, after noting the statements made to the Council by the German representative, declared that he would abstain from voting on the report in view of certain general considerations which it contained and which perhaps exceeded the Council's competence.

The Polish representative said, with reference to the report submitted by the Committee of Jurists, that he maintained his general reservations with regard to a previous Opinion presented by a Committee composed of the same jurists and dealing with certain petitions

<sup>1</sup> The part of the report here referred to is the second sentence in paragraph III, which originally read as follows:

"Indeed, the German representative added that, if any infringements of the Convention had taken place they were to be regarded as errors due to misconstructions of the internal laws by subordinate authorities."

In the new draft, the following words are added: ". . . and would be corrected". The text then continues:

"I propose that the Council take note of these declarations by the German Government, which imply that persons who, because they belong to the minority, have lost their employment or found themselves unable to practise their trade or profession in consequence of the application of these laws, will be reinstated in their normal position without delay."



relating to the Voivodeship of Silesia in Poland, associating himself with the relevant conclusions of the Committee in the case under consideration.

According to the representative of France, the Council's duty was to see that provisions contrary to the clauses of the minorities treaties were not applied in German Upper Silesia, and that persons who had been affected by those provisions had their former position and rights restored to them. If he had rightly understood the German representative's statements and the comments of the Rapporteur, the Government of the Reich concurred in those two important points of the report. The French representative added that the Rapporteur would certainly wish to satisfy himself that all the necessary measures would be taken to give effect to that decision.

The representative of Spain, in intimating his agreement with the Committee of Jurists and accepting the report of the representative of the Irish Free State, observed that, in this question, his country had been moved solely by feelings of respect and friendship for the German nation and by the anxiety that Members of the Council should always set the example of strictly fulfilling international obligations.

The Czechoslovak representative referred to the discrimination between States created by the present system for the protection of minorities. In his view, the principle of equality was becoming more and more insistent every day. The case under consideration would necessarily afford the next Assembly a further opportunity of examining the problem.

The Norwegian representative observed that it was desirable for all States which were bound by solemn undertakings in the matter of the protection of minorities to take steps to ensure that the attention of all subordinate officials in minority districts was specially drawn to those undertakings.

Following on this exchange of views, the report was adopted, the German and Italian representatives abstaining from the vote.

## 7.

### MANDATES.

The Permanent Mandates Commission held its twenty-third session at Geneva from June 19th to July 1st, 1933.

#### I. GENERAL QUESTIONS.

##### 1. THE INFLUENCE OF THE CINEMATOGRAPH ON NATIVE POPULATIONS.

Acting upon the Council's resolution of January 26th, 1933,<sup>1</sup> the Commission expressed the view that this problem should receive the closest attention from the mandatory Powers. It noted that the peoples in question are greatly attracted by cinema displays, which, if of the right kind, and prepared by persons who have personal knowledge of the mentality and aptitudes of such races, can have a very useful educative influence, and, on the other hand, if unsuitable, "may constitute an international menace". The Commission therefore endorsed the proposal that the mandatory Powers should be invited to submit the data referred to in the Council's resolution of January 26th, 1933.

##### 2. STATISTICAL INFORMATION REGARDING THE TERRITORIES UNDER MANDATE.

On January 25th, 1932, the Council requested the mandatory Powers to check and complete the revised edition, compiled by the Secretariat, of the tables on the trade, public finances, and movements of population of the mandated territories.

The Commission recommended the Council to have this document circulated to Members of the League and published.

##### 3. TABLES OF BILATERAL CONVENTIONS APPLIED TO TERRITORIES UNDER MANDATE.

The mandatory Powers have unanimously consented to the publication of tables showing the bilateral Conventions applied in mandated territories; having regard to present circumstances, however, the Commission expressed the view that publication, which would entail considerable expense, might be suspended, and proposed that the tables should provisionally retain the character of documents reserved for the Mandates Commission's own use.

#### II. ADMINISTRATION OF TERRITORIES UNDER MANDATE.

##### REPORT BY THE PERMANENT MANDATES COMMISSION ON THE WORK OF ITS TWENTY-THIRD SESSION.

##### Territories under "A" Mandate.

##### I. PALESTINE.

###### (a) *Annual Report for 1932.*

The Commission, noting that the construction of Haifa Harbour is being carried out by a Government Department, expressed the hope that it would find detailed information on this

<sup>1</sup> See document A.6.1933, page 68.

subject in the next annual report. It further observed that, owing to certain difficulties, Imperial Preference was not being applied to Palestine and it asked the mandatory Power to give exact particulars of the nature of those difficulties. It further asked to be kept informed of the progress made in carrying out the land development scheme now under examination by the mandatory Power. The Commission also referred to the promise made by the representatives of France and the United Kingdom at the Council meeting on January 30th, 1932, regarding the western section of the frontier between Syria and Palestine.

(b) *Petitions.*

The Commission examined four petitions relating to Palestine, but made no recommendations to the Council concerning them.

2. SYRIA AND LEBANON.

(a) *Annual Report for 1932.*

The Commission examined the annual report on the administration of Syria and Lebanon for the year 1932. It reserved the right to submit observations regarding this territory at its next session, after hearing the statements of the High Commissioner for Syria and Lebanon, as proposed by the mandatory Power.

(b) *Petitions.*

The Commission examined eleven petitions relative to this territory, together with the mandatory Power's observations upon them. In its conclusions regarding the application of Syrian law in a succession case, the Commission, while rejecting the relevant petition as non-receivable, called the Council's attention to the fact that the law applied in this instance appeared to be clearly contrary to the principle of equality of rights.

**Territories under " B " Mandate.**

I. CAMEROONS UNDER FRENCH MANDATE.

None of the four petitions relative to this territory resulted in recommendations by the Commission to the Council.

2. TANGANYIKA.

(a) *Annual Report for 1932.*

In an observation regarding the Customs agreement between this territory and the neighbouring British possessions, the Commission noted, without prejudging its opinion on the general question of closer union, that steps had been taken to remedy the drawbacks which might arise out of the situation created by that agreement. The Commission further asked to be kept informed of developments in Customs policy affecting the mandated territory.

The Commission called the special attention of the Council to the action taken with a view to the amalgamation of the postal services of the territories of Tanganyika with those of Kenya and Uganda, and referred to the conflicting views which the Commission, during its examination of this question, expressed as to the compatibility of this measure with the terms of the mandate and the protection of the interests of the territory. The Commission suggests that the mandatory Power be requested to communicate the documentation referring to the amalgamation and any other information that may help the Commission to judge from year to year of the actual effects of the step that has been taken on the efficiency of the postal service, the finances of the territory and its autonomy. The Commission decided to suspend any further judgment on the amalgamation of the services until fuller experience had enabled it to form a more reliable opinion. Lastly, it announces its intention of watching with special interest such direct and indirect effects as may result, both as regards the administrative efficiency and cost of the unified service and as regards the autonomy of the mandated territory. Three members of the Commission voted against the references to the autonomy of the territory which appear in this observation and against the postponement of the Commission's declaration on the merits of the problem.

The Commission further asked for detailed particulars as to the steps which the mandatory Power might take with regard to the mandated territory on the basis of the suggestions contained in the report of an expert on the problem of railway tariffs and of the financial situation of the railways of Kenya, Uganda and Tanganyika.

(b) *Petitions.*

The Commission examined two petitions regarding the amalgamation of the postal services of Tanganyika, Kenya and Uganda. As its conclusions on these petitions, it adopted the passage on the amalgamation question appearing in its observations on the administration of Tanganyika.

**Territories under " C " Mandate.**

I. ISLANDS UNDER JAPANESE MANDATE.

*Petitions.*

The Commission asked for further particulars with regard to a petition submitted by an inhabitant of this territory.

2. NAURU.

*Annual Report for 1932.*

The examination of this report gave rise to no observations.

3. NEW GUINEA.

*Annual Report for 1931-32.*

The Commission noted the creation of the Legislative Council and Executive Council of the territory, and asked for particulars as to their operation and functions, and also as to the measures taken to safeguard the interests of the natives in those bodies.

The Commission further requested detailed information regarding the various trust funds, the mission schools and mortality in the Morobe district.

4. SOUTH WEST AFRICA.

(a) *Annual Report for 1932.*

The Commission expressed certain misgivings as to the territory's financial position, and hoped that the mandatory Power would succeed in re-establishing its financial equilibrium. The Commission asked for information as to the work of the Committee set up to examine certain questions relative to Customs tariffs, railway rates and the financial relations between the mandatory Power and the territory. Further, it expressed the hope that the Administration would be able successfully to combat the epidemic of plague which had broken out in Ovamboland.

(b) *Petitions.*

The Commission examined six petitions regarding this territory, together with the mandatory Power's observations upon them. In the case of a petition relating to the Rehoboth community, the Commission repeated its previous recommendations and expressed the hope that the group of which the petitioner was a member would fall into line with the majority of the community and co-operate with the Administration. The Commission rejected as without foundation another petitioner's request for compensation; at the same time, it expressed the hope that, in the interests both of the Herero tribe and of the petitioner himself, the mandatory Power might find it possible to purchase the petitioner's farm, in order to extend the reserve allotted to the tribe.

III. SPECIAL QUESTION.

QUESTION OF A CLOSER ADMINISTRATIVE, CUSTOMS AND FISCAL UNION OF THE MANDATED TERRITORY OF TANGANYIKA WITH THE NEIGHBOURING BRITISH POSSESSIONS OF KENYA AND UGANDA.

The Mandates Commission, at its twenty-third session, noted that the Government of the United Kingdom had endorsed the opinion expressed by the Select Committee of both Houses of Parliament that the time was not yet ripe for the introduction of closer political or constitutional union between these territories. It further noted that the mandatory Power had adopted the Select Committee's recommendation that the Conference of the Governors of the different territories of East Africa should be increasingly utilised for the purpose of ensuring the closest co-operation and co-ordination in all matters of common interest to those territories.

The Commission thanked the mandatory Power for the admirable documentation it had sent, and expressed its appreciation of the lofty motives to which that document bore witness. It took note of the fact that the United Kingdom Government had no intention of putting into operation any scheme of closer union between the mandated territory and the neighbouring British territories, which, in the Commission's opinion, would involve the creation of a political or constitutional union with the effect of destroying or endangering for the future the existence of the mandated territory as a distinct entity in international law. The Commission added that, in its opinion, a political or constitutional union of the mandated territory with the neighbouring territories could not be carried out as long as the present mandate was in force. The majority of its members made it clear that, due regard being had to the provisions of Article 10 of the mandate, they considered that any measures tending during that period towards the *de facto* establishment of such a union should be avoided. Four members of the Commission did not subscribe to this latter declaration; it appears from the note which they appended to the text adopted by the Commission that, in their opinion, that document "seems to throw doubt upon the exercise of the rights given to the mandatory Power under Article 10 of the mandate and seems to infer that the mandatory Power would, in any circumstances, be capable of enforcing by circuitous methods a decision which it had formally promised not to put into effect without previous reference to the Permanent Mandates Commission—namely, a political and constitutional union between the territory under mandate and its neighbours".

At the same time, the Commission noted that the Conference of the Governors of the three territories in question was a permanent advisory organ for co-operation and the co-ordination of the common interests of those territories, with its Secretariat at the capital of Kenya. The Commission expressed its special interest in that body and recognised the value, in the interests of the mandated territory itself, of pooling experience acquired in neighbouring territories. The majority of the Commission added that such a body should not assume

executive responsibilities which would unduly restrict the necessary autonomy of the mandated territory, and that, for that reason, the Commission would follow with peculiar interest the work and policy of the Conference. The members who had disagreed with the majority on an earlier passage in the Commission's conclusions were also unwilling to associate themselves with this latter expression of opinion, considering that the Conference of Governors, which was a purely advisory body, afforded a valuable and necessary means of consultation between the Governments in the interest of their respective territories. As full liberty of action was reserved to each Governor and his legislative and executive councils, the minority was unable to conceive how it could be feared that a conference so constituted could possibly exercise executive powers or endanger the political individuality of the mandated territory.

Finally, the Commission asked the mandatory Power to continue to furnish complete and detailed information regarding the Customs system and to supplement the information regarding transport, postal and telegraph services and any other co-ordinated services.

#### IV. FRONTIER BETWEEN IRAQ AND SYRIA.

On June 21st, 1933, the French Government, as the mandatory Power for Syria and Lebanon, submitted to the Council a request for an interpretation of the texts adopted by the latter on October 3rd, 1932, with regard to the demarcation of the frontier between Syria and Iraq. At the meeting held on July 3rd, 1933, the French representative withdrew this request, as an arrangement had just been signed between the French and Iraqi Governments to give effect to a decision of the President of the Demarcation Commission as provided in the resolution of October 3rd, 1932, and to settle the procedure to be followed for the completion of the Commission's work. On behalf of the Council, the Rapporteur and President congratulated the two Governments on the arrangement which they had concluded, and the President of the Demarcation Commission, in whom the Council again declared its confidence. At the same time, it expressed the hope that the work of demarcation would be brought to a conclusion speedily and without difficulty.

#### V. SETTLEMENT OF THE ASSYRIAN COMMUNITY IN IRAQ.

In compliance with the Council's resolution of December 15th, 1932, the Iraqi Government, in a letter dated May 14th, 1933, supplied particulars of the steps which it had taken for the settlement of the Assyrian community in Iraq. As provided in the resolution, a foreign expert was appointed with a view to the settlement of all the landless inhabitants of the country, including the Assyrians. The local authorities of the Liwa of Mosul, moreover, appointed a Settlement Committee invested with special powers and a considerable proportion of a large credit was set aside for assisting the Assyrians who had not been settled.

The Iraqi Government announced that it would inform the Council in detail of the progress made as soon as the expert had been able to study the question and put the Government's proposals into effect.

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#### 8.

#### SLAVERY.

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(a) By a letter dated July 19th, 1933, the Turkish Government informed the Secretary-General of Turkey's accession to the Slavery Convention of September 25th, 1926.

(b) The Secretary-General has received a letter from the India Office, dated August 31st, 1933, forwarding a memorandum on the steps taken with a view to the abolition of slavery in Burma. This communication will be published in the *Official Journal* and communicated to the Assembly.

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#### 9.

#### ECONOMIC AND FINANCIAL QUESTIONS.

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#### I. MONETARY AND ECONOMIC CONFERENCE.

(First session : June 12th to July 27th, 1933.)<sup>1</sup>

#### PROCEDURE OF THE CONFERENCE.

The Monetary and Economic Conference met in London on June 12th, 1933, under the Presidency of the Right Hon. J. Ramsay MacDonald (United Kingdom of Great Britain and Northern Ireland). Sixty-four States were represented at the Conference. The Economic

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<sup>1</sup> See document C.435.M.220.1933.II (reports approved by the Conference on July 27th, 1933, and resolutions adopted by the Bureau and the Executive Committee).

Committee, the Financial Committee and the Communications and Transit Organisation of the League of Nations, the International Labour Office, the International Institute of Agriculture and the Bank for International Settlements were also represented in an advisory capacity.

At its first meeting, the Conference decided on the general programme of its work on the basis of the draft annotated agenda drawn up by the Preparatory Commission of Experts.

M. Paul Hymans (Belgium) was appointed Vice-President of the Conference.

The Bureau of the Conference was made up of representatives of the following countries : Argentine, United Kingdom, Canada, China, Czechoslovakia, France, Germany, Hungary, Italy, Japan, Mexico, Netherlands, Spain, Sweden, Union of Soviet Socialist Republics and United States of America.

The general discussion, in the course of which the representatives of thirty-four States spoke, was closed on June 15th. The Conference thereupon divided into two main Commissions, on each of which all countries were represented :

*Monetary and Financial Commission :*

President : Mr. James M. Cox (United States of America) ;  
Vice-Presidents : M. G. Jung (Italy) ;  
Dr. Victor Kienböck (Austria) ;  
Rapporteur : M. Georges Bonnet (France).

*Economic Commission :*

President : M. H. Colijn (Netherlands) ;  
Vice-Presidents : M. C. V. Krogmann (Germany) ;  
M. Thomas Le Breton (Argentina) ;  
Rapporteur : The Right Hon. Walter Runciman (United Kingdom).

Each of these Commissions entrusted to Sub-Commissions and to a number of small Sub-Committees the study of the different questions appearing in its programme of work.

The Economic Commission grouped the questions on its agenda under the following heads :

1. *Commercial Policy.*

(a) Normalisation of trade ; provision of foreign exchange for imports ; gradual removal of prohibitions, quotas, etc.

(b) Problems of tariff and treaty policy, including the most-favoured-nation clause and possible exceptions.

2. *Measures, other than Customs duties and prohibitions, affecting international trade.*

Veterinary and phyto-pathological questions, direct and indirect subsidies (in particular, shipping subsidies), and marks of origin, etc., came under this head.

3. *Co-ordination of production and marketing.*

The question of wheat and other foodstuffs, of raw materials and of industrial cartels came under this head.

4. *Public Works.*

This question was to be discussed by both Commissions.

The Monetary and Financial Commission appointed two Sub-Commissions, one to consider immediate measures of financial reconstruction and the other to deal with permanent measures for the re-establishment of an international monetary standard.

Side by side with the work of these bodies of the Conference, negotiations were conducted between the important oversea wheat-producing countries, which were subsequently extended to the European producing countries and to the importing countries.

Further, various private international organisations, established for the study of the production and sale of certain products and raw materials, were requested to collaborate with the competent bodies of the Conference.

A number of meetings were devoted by the various Commissions and Sub-Commissions to a detailed exchange of views on the various aspects of the questions on their agenda. This initial work brought to light the interdependence of the majority of the problems involved and the necessity for first settling certain fundamental questions which might pave the way to the agreements which it was the function of these commissions to seek. It was, however, agreed, after a full exchange of views, that solutions of these fundamental problems on an international basis were for the moment impossible, and that, in these circumstances, it was better to postpone discussion of them. Work was therefore concentrated on those points the discussion of which was likely to lead to immediate results.

On July 27th, 1933, the Conference met again in plenary session and adopted reports submitted by the Economic Commission and the Monetary and Financial Commission and by the Sub-Commissions and Sub-Committees appointed for the study of particular questions down to that date.

#### FINANCIAL QUESTIONS : RESOLUTIONS ADOPTED.

##### I. *External Debts.*

" 1. The service of external debts is, in different degrees, an important item among the liabilities in the balance of payments of many countries, and can only be assured if the debtor country can procure the necessary resources. The facility with which such resources can be procured in the present and in the future may depend on the revival of economic activity and credit. It would be assisted by a return to a reasonable degree of freedom in the movement of goods and services, and the creditor countries in particular should co-operate to this end. It will also depend on the economic and financial policy adopted by the debtor country. In present conditions, a solution of the problem of indebtedness may, in certain cases, be necessary for the re-establishment of equilibrium. It should not, however, be dealt with in such a way as to impair credit.

" 2. The conditions in the debtor countries vary considerably, and it is not possible to lay down a uniform treatment applicable to all cases. But debtors should make every possible effort to meet the service of their debts and to fulfil their contracts. It is indispensable, indeed, for the restoration of credit that contracts should be respected in the absence of modifications agreed between the parties concerned.

" 3. When arrangements are recognised to be necessary, care should be taken by all concerned to secure the maintenance of confidence. They should, therefore, be limited to those cases where they are unavoidable, be made directly between debtors and creditors, and be based on the debtors' ability to pay. As regards State loans, it is in the interest of the creditors themselves to conclude arrangements of such a nature as will permit the adoption at the same time of a programme of economic and financial restoration by the debtor countries, and its effective application.

" 4. It is desirable that, in each of the countries concerned, there should exist organisations in a position to represent the several classes of creditors in respect of foreign loans, including, in suitable cases, short as well as long term loans, and that such organisations should maintain such contact with one another as may be necessary to facilitate their proceedings. The [Monetary and Financial] Commission therefore recommends to the Governments of those countries that they should encourage the creation of and contact between organisations of this kind where they do not already exist, at such times and in such measure as action can in their view be usefully applied.

" 5. The question of inter-governmental debts lies entirely outside the field of discussion of this Conference."

##### II. *Monetary and Central Banking Questions.*

" (a) That it is in the interests of all concerned that stability in the international monetary field be attained as quickly as practicable."

" (b) That gold should be re-established as the international measure of exchange values, time and parity being for each country to determine."

" (c) That, under modern conditions, monetary gold is required, not for internal circulation, but as a reserve against Central Bank liabilities and primarily to meet external demands for payments caused by some disequilibrium on the foreign account. It is consequently undesirable to put gold coins or gold certificates into internal circulation.

" That, in order to improve the working of a future gold standard, greater elasticity should be given to Central Bank legal-cover provisions; for instance, in so far as the system of percentage gold cover is applied, a ratio of not more than 25 per cent should be considered as sufficient; similar elasticity should be achieved by appropriate measures where other systems are applied. However, such charges must not be taken as an excuse for unduly building up a larger superstructure of notes and credits; in other words, the effect of this resolution should be to increase the free reserves of Central Banks and thereby to strengthen their position."

" (d) The Conference considers it to be essential, in order to provide an international gold standard with the necessary mechanism for satisfactory working, that independent Central Banks, with the requisite powers and freedom to carry out an appropriate currency and credit policy, should be created in such developed countries as have not at present an adequate Central Banking institution.

" The Conference wishes to reaffirm the declarations of previous conferences with regard to the great utility of close and continuous co-operation between Central Banks. The Bank

<sup>1</sup> *I.e.*, Sub-Commission II of the Monetary and Financial Commission dealing with permanent measures for the re-establishment of an international monetary standard.

for International Settlements should play an increasingly important part, not only by improving contact, but also as an instrument for common action.

"The Sub-Commission<sup>1</sup> has taken note of the suggestions of the Roumanian delegation with a view to securing the adaptation of the Central Banks of certain agricultural countries to the special economic conditions of these countries, and of the views expressed in the discussion thereof. The Sub-Commission feels that the local conditions in each country will to a very large extent determine the solutions to be adopted in this matter, and suggests that if any countries desire advice on these questions in view of their technical character they might appropriately be considered by the international organisations specially competent to advise in these matters."

### III. *Silver.*

"That an agreement be sought between the chief silver-producing countries and those countries which are the largest holders or users of silver, with a view to mitigating fluctuations in the price of silver; and that the other nations not parties to such agreement should refrain from measures which could appreciably affect the silver market;

"That Governments parties to this Conference shall refrain from new legislative measures which would involve further debasement of their silver coinage below a fineness of 800/1000;

"That they shall substitute silver coins for low-value paper currency in so far as the budgetary and local conditions of each country will permit;

"That all of the provisions of this resolution are subject to the following exceptions and limitations:

"The requirements of such provisions shall lapse on April 1st, 1934, if the agreement recommended in paragraph (a) does not come into force by that date, and in no case shall extend beyond January 1st, 1938;

"Governments may take any action relative to their silver coinage that they may deem necessary to prevent the flight or destruction of their silver coinage by reason of a rise in the bullion price of the silver content of their coin above the nominal or parity value of such silver coin."

Note was also taken of an additional resolution relating to the general principles of Central Banks' monetary policy which had been prepared by a technical Sub-Committee. Agreement on this resolution was reached in the Sub-Committee by all Governments represented excepting that of the United States of America, who considered discussion of the question at this time premature, it being understood that the Federal Reserve Bank would be glad to confer at an opportune time with other Central Banks on questions of this character to the extent that they are compatible with national policies.

## ECONOMIC QUESTIONS : REPORTS ADOPTED.

### (a) *Commercial Policy.*

The report on commercial policy adopted by the Conference asserted that all the delegations had agreed in principle to the gradual abolition, under certain conditions, of restrictions on the importation of goods, and, further, that opinion was unanimous as to the need and urgency of reducing excessive Customs tariffs but that definite conclusions had not been reached. The system of the most-favoured-nation clause was also discussed and the desire expressed by certain members of the Sub-Commission on Commercial Policy that its rigidity should be relaxed by the recognition of certain new exceptions.

### (b) *The Regulation of Production and Marketing.*

Reports were submitted to the Conference by special Committees appointed to consider the production and marketing of certain specially important products. The products considered were sugar, wine, coffee, cocoa, dairy produce, timber, coal, tin and copper. The recommendations approved by the Conference provided for a further study by Governments and the competent bodies of measures for a better co-ordination of the production and marketing of the products considered and for the submission, if necessary, of proposals or data to the Secretary-General of the Conference.

### (c) *Indirect Protectionism.*

It was agreed that an effort should be made to frame a general clause, to be incorporated in future in existing commercial treaties, to the following effect:

"If, subsequent to the conclusion of the present treaty, one of the contracting parties introduces any measure which, even though it does not result in an infringement of terms

of the treaty, is considered by the other party to be of such a nature as to have the effect of nullifying or impairing any object of the treaty, the former shall not refuse to enter into negotiations with the purpose either of an examination of proposals made by the latter or of the friendly adjustment of any complaint proffered by it."

The Conference endorsed proposals for a further study of veterinary and phyto-pathological questions. It was further agreed that a special Conference might usefully be summoned to deal with certain Customs formalities at an appropriate date and that appreciable progress might be made by means of an international agreement in respect of laws and regulations relating to marks of origin.

(d) *Subsidies and Bounties.*

Several trends of opinion were noted in regard to the question of subsidies and bounties, and especially shipping subsidies. No definite conclusions were adopted particularly in view of the present monetary situation.

(e) *Public Works.*

The problem of public works was discussed by the Economic Commission in the presence of representatives of the International Labour Office and the Organisation for Communications and Transit. The Bureau of the Conference was asked to appoint a mixed sub-committee to study the economic, social and financial aspects of the problem.

CLOSE OF THE SESSION.

The Conference, on July 27th, 1933, decided to adjourn its proceedings to a subsequent date. It authorised its Bureau to organise the work to be done eventually by the various bodies which might be instructed to continue the examination of certain questions in preparation for the resumption of the Conference.

This decision was embodied in the following resolution and adopted by the Conference :

" The Conference,

" Empowers the President, Vice-President and Bureau :

" (1) To take whatever action they may consider likely to promote its success, whether by the convocation of any Committee set up by the Conference or of representatives of States especially concerned in any particular problem, or by the reference to experts for study of any special question ;

" (2) To determine the date of the re-assembling of the Conference."

The following resolution was adopted by the Bureau :

" The Bureau,

" Authorises its President, Vice-President, Presidents, Vice-Presidents and Rapporteurs of Commissions, or such persons replacing them as their respective Governments may nominate, to act during the intervals between the meetings of the Bureau as its Executive Committee ;

" Authorises the Executive Committee :

" (a) To take measures in the light of the development of the monetary and financial situation for the resumption of work on the questions which the Monetary and Financial Commission has had before it ;

" (b) To arrange for the execution of the proposals of the Sub-Committees of the Economic Commission (set out in the appendix to this resolution) and generally to take all measures which conditions permit in order to further the work of the Economic Commission."

The Bureau further authorised the Executive Committee to constitute, at a suitable moment, a sub-committee for the purpose of studying the question of public works, in conformity with the letter addressed by the President of the Economic Commission to the President of the Conference on July 14th, 1933.<sup>1</sup>

The Executive Committee of the Bureau adopted the following resolution on July 27th :

" The Executive Committee authorises the President of the Economic Commission to take—in consultation with the President and through the intermediary of the Secretary-General of the Conference—all the necessary measures for the rapid execution of the proposals of the Sub-Committees of the Economic Commission (see appendix to the resolution of the Bureau)."

<sup>1</sup> See document C.435.M.220.1933.II, page 40.



## II. CONFERENCE OF COUNTRIES EXPORTING AND IMPORTING WHEAT.

On the suggestion of the Economic Committee of the League of Nations, the representatives of the four principal overseas wheat-exporting countries (the Argentine, Australia, Canada and the United States) met at Geneva from May 10th to May 17th, 1933. The conversations were continued in London during the session of the Monetary and Economic Conference, and the exporting countries of Europe were subsequently associated with them, with the result that an agreement was reached between all the exporting countries which participated. It was hoped that this agreement would be completed before the first session of the Conference rose by an agreement with the importing countries which would enable the arrangements approved by the exporting countries to be carried into effect. It was not, however, possible while the Conference was sitting to complete the informal conversations which were in progress between the countries exporting and importing wheat with a view to reaching an agreement in regard to the form of co-operation which would enable the exporting countries to undertake as an exceptional measure a regulation of their production and trade in wheat.

The High Commissioner of Canada in London on August 3rd, 1933, informed the Secretary-General of the League of Nations that the Governments of the Argentine, Australia, Canada and the United States of America desired to have an international conference of the countries importing and exporting wheat convened in London on August 21st. The Secretary-General of the League of Nations, acting as Secretary-General of the Monetary and Economic Conference, was asked to invite the importing and exporting countries to send representatives to a wheat conference.

This invitation was accepted by the Governments of the countries concerned, and the Conference met in London on August 21st to August 25th, 1933, in the offices of the High Commissioner of Canada. The following countries participated :

Austria, Belgium, United Kingdom, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Irish Free State, Italy, Latvia, Lithuania, Netherlands, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey, U.S.S.R., Yugoslavia.

The Conference was invited to study the steps to be taken in common in order to adjust the supply of wheat to effective world demand and to eliminate the abnormal surpluses which had been depressing the wheat market, and further to bring about a rise and stabilisation of prices at a level remunerative to the farmers and fair to the consumers of breadstuffs.

Mr. Bennett, first delegate of Canada, was unanimously elected President of the Conference. Agreement was reached on the following provisions :

The Governments of the Argentine, Australia, Canada and the United States of America agree that their exports of wheat during the crop year August 1st, 1933, to July 31st, 1934, shall be adjusted, taking into consideration the exports of other countries, so as to conform to export maxima based on the assumption that the world's import demands during this period will amount to 560 million bushels. During the succeeding crop year, they agree to limit their exports to a figure 15 per cent less in the case of each country than the average output on the average acreage sown during the period 1931 to 1933 inclusive, after deducting normal domestic requirements. The difference between the effective world demand for wheat in the crop year 1934-35 and the quantity of new wheat from the 1934 crop available for export will be shared between Canada and the United States as a supplementary export allocation with a view to a proportionate reduction of their respective carry-overs of wheat.

The Governments of Bulgaria, Hungary, Roumania and Yugoslavia agree that their combined exports of wheat during the crop year August 1st, 1933, to July 31st, 1934, shall not exceed 50 million bushels, it being understood that this total may be increased to a maximum of 54 million bushels if this supplementary allocation is necessary to move the exportable surplus of the 1933 crop. Further, they accept the same maximum export figure of 50 million bushels for the crop year 1934-35, recognising that this export figure must not permit an extension of the area at present sown to wheat.

The Government of the U.S.S.R. agree to limit their exports of wheat to a figure to be fixed later.

The Governments of the wheat-importing countries undertake : (1) not to take any measures either to extend their areas sown to wheat or to increase their internal production of wheat ; (2) to adopt any measures which may increase the consumption of wheat ; (3) to lower their Customs tariffs as the result of any appreciable increase in the price of wheat, tariff reductions being introduced as soon as the international price of wheat reaches 12 gold francs the quintal (63.02 gold cents per bushel) and remains at that price for sixteen weeks ; (4) to accompany the reduction of their Customs tariffs by modifications in the general system of quantitative restrictions on the import of wheat.

The exporting countries recognise that it will not be possible to make any important changes in this direction in 1933-34. The importing countries, however, are prepared to introduce real modifications in 1934-35 if world prices show a definite increase in comparison with the average prices paid during the first six months of the civil year 1933.

The agreement reached at the Conference also contemplates the appointment of an Advisory Wheat Commission, which will follow the execution and working of the agreement concluded and of any agreements which may subsequently be signed. This body, which will not have a permanent character, will work in close co-operation with the Economic Organisation of the League of Nations and the International Institute of Agriculture. It will consist of fourteen members, seven representing the exporting countries and seven representing the

importing countries. The exporting countries will be represented by the Argentine, Australia, Canada, the United States, the U.S.S.R. and by two members, to be nominated, of the Danubian States. The importing countries have appointed as their representatives: the United Kingdom, France, Germany, Italy, Spain, Switzerland; a country of Northern Europe will be nominated later.

The expenses of the Commission will be met by the countries parties to the agreement. The headquarters of the Bureau of the Commission will be in London.

The agreement was signed by the following countries: Argentine, Australia, Austria, Belgium, United Kingdom, Bulgaria, Canada, Czechoslovakia, France, Germany, Greece, Hungary, Irish Free State, Italy, Poland, Roumania, Spain, Sweden, Switzerland, the U.S.S.R., United States of America and Yugoslavia.

The text of the agreement has been deposited at the Secretariat of the League of Nations, where it remains open for signature by other States.

### III. ECONOMIC INTELLIGENCE.

The *Review of World Trade 1932* was issued on June 9th and the *Statistical Year-Book 1932-33* on June 15th. Both publications were distributed to the Monetary and Economic Conference, together with a special number of the *Monthly Bulletin of Statistics* issued on that occasion, and an advance copy of the price chapter of the volume "World Production and Prices".

The work of the Committee of Statistical Experts was pursued throughout the year in the form of an exchange of views by correspondence, more especially in the case of the Sub-Committee on mining and metallurgical questions.

### IV. WORK OF THE FINANCIAL COMMITTEE.

#### A. FINANCIAL RECONSTRUCTION WORK.

In response to the request made by the Greek Government in its letter of April 10th, 1933, to the Secretary-General, and after authorisation by the Council, the Financial Committee sent a delegation to Greece, in May 1933, to enquire into the financial situation of that country. The Committee subsequently held a special session in London, from June 6th to 14th, 1933, to learn the results of that enquiry and frame its report to the Council on the matter.

The Committee's report contains detailed information concerning the economic and financial situation in Greece. Special prominence is given to the budgetary problem, which had already attracted the Committee's attention in January, and to monetary problems as they now appear in consequence of the evolution of the balance of payments during the last few years.

After discussion, the representatives of the Greek Government submitted to the Committee, on the basis of the enquiries conducted on the spot by the delegation, a programme of reforms and financial policy with which the Committee expressed itself in agreement. That programme may be summarised as follows:

A. (1) Economic development works to be financed rather by domestic savings than by foreign loans.

(2) In principle, public expenditure to be kept to a level at which it can be covered by current revenue, without recourse to credit operations.

(3) Capital expenditure out of public funds to be reduced during the next three years and confined to such sums as can be covered by current taxation revenue.

B. (1) The Government to restore equilibrium between revenue and expenditure, including arrears and special funds, after providing for the service of the public debt in agreement with the creditors.

(2) The financial situation of the railways to be made clear in such a way as to show the charge it involves for the State budget, and steps to be taken to reduce that charge.

(3) Measures to be taken as from September 1st, 1933, so as to secure an additional budgetary revenue of 465,000,000 drachmæ.

(4) Methods of tax-collecting and public accountancy to be improved.

C. A sound monetary policy to be maintained, and the organisation of the Central Bank, as established under the Protocol of 1928, not to be modified.

## B. FISCAL COMMITTEE.

The Fiscal Committee met at Geneva from June 15th to 26th, 1933, to consider the work of the Sub-Committee which had met in New York and Washington in March 1933.

The chief question that it had to examine was the apportionment of the profits of undertakings operating in several countries, with a view to the prevention of double taxation.

The Committee framed a draft Convention on the subject, which it proposes to submit for examination to the countries concerned. In its view, this draft represents the first outcome of important studies, carried out in upwards of thirty countries, and is calculated to achieve a real advance towards preventing the double taxation of international undertakings. The fundamental principle laid down in the draft is the assimilation, for taxation purposes, of the permanent establishments of an international undertaking to independent undertakings operating under identical or analogous conditions, with, as a corollary, the determination of the taxable income of such establishments on the basis of their own accounts.

The Fiscal Committee also set up a Sub-Committee to prepare a report on the evolution of fiscal systems. It notes that the latter are now undergoing changes due to the difficulties arising out of the present depression, and that they are, in addition, experiencing structural modifications, and tending to a certain extent towards simplification. It considers that, in practice, the obscurities attaching to the fiscal systems contribute very largely to the uncertainty from which international undertakings are suffering.

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## 10.

## COMMUNICATIONS AND TRANSIT.

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### A. PUBLIC WORKS.

The Committee of Enquiry into Questions relating to Public Works and National Technical Equipment, continuing its work, held a fourth session at Geneva in June 1933, when it examined a number of schemes which had been submitted to it previously, but the study of which had been suspended in default of complete information, and certain new schemes which had reached it since its third session.

Basing its work on the same criteria as previously, the Committee approved, wholly or in part, schemes submitted by the Bulgarian, Estonian, Hungarian, Latvian, Polish, and Roumanian Governments. The Committee asked for further particulars of programmes submitted by the Hungarian and Turkish Governments. On the other hand, it eliminated other schemes submitted by the Polish Government, either because they were too exclusively local in character or because they would have little influence on unemployment.

The schemes approved by the Committee are the following :

A programme of road and bridge construction, from the Bulgarian Government (trunk road connecting Sofia with the Yugoslav and Turkish frontiers) ;

A programme of road and bridge construction, from the Estonian Government ;

A general programme for the reconstruction of roads, from the Hungarian Government ;

A scheme for the construction of railway lines from Riga to Karsawa and Riga to Rujiena, from the Latvian Government ;

A programme of electrification works for Poland and a programme for the extension of the communal power station of Stanisławów, from the Polish Government ;

A programme of railway construction, from the Roumanian Government.

The Committee drew up a general report on the results of its four sessions for the London Monetary and Economic Conference. The report first describes the circumstances in which the Committee was asked to examine the programmes of public works submitted by the various Governments and mentions the criteria adopted for the purpose—namely, the reduction of unemployment and the productivity and international interest of the works contemplated.

The report then gives a list of the schemes approved, classified according to their probable remunerativeness, and a general table of these various schemes, showing for each of them the expenditure contemplated and the principal advantages from the point of view both of productivity and of their economic and social consequences for the countries concerned.

The question of public works and national technical equipment was examined by the Monetary and Economic Conference, to which the Committee's report was communicated. The Conference decided that, in due course, a committee should be set up to consider this question.

## B. TRANSPORT BY RAIL.

### APPLICATION OF ARTICLE 320 OF THE TREATY OF ST. GERMAIN-EN-LAYE AND ARTICLE 304 OF THE TREATY OF TRIANON.

#### 1. *Request from the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Company, Ltd., Vienna.*

The Advisory and Technical Committee for Communications and Transit was asked by the Council to examine the petition submitted by the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Company, Ltd. After noting the report submitted by the Committee, the Council decided, in September 1932, to postpone the examination of the petition for six months to enable the parties concerned—viz., the Austrian and Yugoslav Governments and the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Company, Ltd.—to conclude a friendly agreement.

As by the end of that period the League had not received any communication suggesting that a friendly agreement had been reached, the Council, on May 30th, 1933, appointed three arbitrators to give an award on the preliminary question of the applicability of Article 320 of the Treaty of St. Germain-en-Laye.

The Council also decided that, if the experts pronounced that the article was applicable, and if, within a period fixed by them, and beginning from the notification of the award to the parties, the latter had not informed the arbitrators that they had reached a friendly agreement, the arbitrators should give an award on all points which might still prevent an agreement between the petitioning company and the States whose territory was concerned.

The board of arbitrators will probably meet early in September.

#### 2. *Requests from the Barcs-Pakrac Railway Company, Ltd., Budapest; the Torontál Local Railway Company, Ltd., Budapest; and the Radkersburg-Luttenberg Local Railway Company, Vienna.*

With reference to the petitions from these three railway companies, the Council requested the Advisory and Technical Committee for Communications and Transit, in accordance with the procedure followed in similar cases, to submit reports to enable it to take a decision with full knowledge of the facts.

The Chairman of the Advisory and Technical Committee appointed a Committee of Experts to draw up reports on the matter after hearing all the parties concerned. This Committee will probably meet during September.

## C. ROAD TRAFFIC.

The Permanent Committee on Road Traffic met from May 29th to June 1st, 1933. It examined, *inter alia*, three questions submitted to it by the European Conference on Road Traffic: light-signals; the codification of signals to be made by officials directing traffic and by drivers of motor vehicles; and commercial motor transport.

With regard to light-signals, the Committee was of opinion that the two systems at present in use for the regulation of traffic at cross-roads—the single-colour system and the three-colour system (red, amber, green)—were the only ones that should be contemplated by Governments, for otherwise unfortunate complications would arise. It also thought that a uniform system should be followed in every country. As to signals for obstacles such as refuges round which the driver has to drive his car, the Committee drew attention to the fact that it was undesirable to use either red or green, but orange might be used.

With reference to the signals to be made by officials directing traffic, the Committee was of opinion that the system recommended by it in 1929<sup>1</sup> should be retained. It pointed out, however, that the traffic policeman should be so dressed and so placed as to be fully visible to all road-users; that the signals he made should be easily understood, and as few as possible; that each country should have a single system, providing, however, for the possibility of employing such additional signals as might be required by local traffic conditions.

As to the signals to be made by drivers of motor vehicles, the Committee recommended for closed-in vehicles, and for lorries where arm-signalling on both sides by the driver was not completely visible from the front and rear, the general employment of mechanical devices projecting on both sides beyond the body of the vehicle and visible day and night, in order to give notice of a change of direction. The Committee also recommended that general use should be made, at the rear of vehicles, of a "stop" signal, indicating that the brakes were being applied.

With reference to the height of signals, the Committee decided to draw the attention of Governments and tourist associations to the desirability of finding a remedy for the difficulties arising out of the fact that signals are often placed too high to be seen by drivers of low-bodied vehicles, such as are at present being built.

<sup>1</sup> See document C.23.M.17.1929.VIII.

Regarding commercial motor transport, the Committee decided not to continue the investigation of this question for the moment, but to keep it on its agenda with a view to a detailed enquiry at some time that it might consider more favourable. In adopting this resolution, the Committee considered that the question of commercial motor traffic was in full evolution. The problem, as it now stood, was complicated by the very different legal conceptions which prevailed in the various countries and by the fact that it was impossible to make a sufficiently definite forecast of the economic development of the traffic and its effects on transport in general and therefore on the whole economic life of the various countries. It accordingly seemed undesirable to draw up international regulations which would be likely rather to hamper than to facilitate the rational development of the traffic in accordance with legal, technical and economic possibilities.

The Committee, after noting a resolution adopted by the International Railway Congress Association at its twelfth session, held at Cairo in January 1933, recommending the use of automatic signalling for certain categories of level-crossing, considered that the use of such signals should be subject to uniform principles, internationally adopted, in respect of both the types of signals and the legislation and regulations concerning them. As, however, the question did not fall within its exclusive competence, the Committee authorised its Chairman to propose to the chairman of the Advisory and Technical Committee for Communications and Transit the names of three experts as members of a Special Committee, it being understood that the same number of experts might be suggested by the Permanent Committee for Transport by Rail. The first meeting of this Special Committee will probably be held in October.

The Committee also had before it a number of demands put forward by motor-drivers, which had been transmitted to it by the International Transport Workers' Federation. These claims related, in particular, to the physical fitness of drivers, the age required for obtaining a driving-licence, the issue of driving-licences, and the necessity for brakes on trailers.

The Committee, after examining the claims, was of opinion that some should be left for settlement by the national regulations of the various countries, while a study, which it might itself undertake, should be made of the others.

#### D. BUOYAGE.

Steps have been taken to give effect to the discussions on coast buoyage at the Lisbon Conference, held from October 6th to 23rd, 1930, which it was not possible to complete at the time. The Preparatory Committee set up by the League of Nations Advisory and Technical Committee for Communications and Transit, having regard to the resolution adopted by the Conference on October 23rd, 1930, concerning the continuance of work on the unification of buoyage, has prepared and adopted a draft Agreement and Regulation relating to a uniform system of buoyage, drawn up with particular reference to the interests of navigators.

The draft Agreement and Regulation drawn up by the Committee at its London meeting, held from July 17th to 22nd, 1933, is based, as regards the rules of lateral buoyage, on a proposal of the United Kingdom Government which had been communicated to the Governments invited to the Lisbon Conference.

The rules regarding cardinal buoyage are based on the result of the discussions at the Lisbon Conference and on the proposals of the French Government services.

In its report to the Communications and Transit Committee, the Preparatory Committee requests it to submit the report and draft Agreement and Regulation attached thereto to the Governments invited to the Lisbon Conference in 1930 for their observations. Each of those Governments would be invited to state whether it was prepared, should occasion arise, to conclude with other Governments an agreement for the unification of buoyage, based upon the draft Agreement and Regulation drawn up by the Preparatory Committee.

Should it appear from the replies received from the Governments that a universal unification on the lines of the draft is not immediately practicable, but that considerable progress in that direction might be made by means of agreements among a large number of Governments on the basis of the draft, the Committee considers that the necessary steps should be taken to promote the early conclusion of such agreements, either by the summoning of a conference *ad hoc*, or by simply inviting signatures to a protocol.

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### 11.

#### HEALTH.

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##### I. CO-OPERATION WITH HEALTH ADMINISTRATIONS.

###### CHINA.

Considerable progress was made with the work of the Central Field Health Station during the period under review.

A course in midwifery will start in September and the candidates for the course are now being selected.

The second course for sanitary inspectors began on July 1st, with an enrolment of twenty members. The course will last six months. Four field health units have been organised in connection with the highway construction bureaux of the National Economic Council, in order that sanitary work may keep pace with the construction of roads and that the workers may be protected from infection.

The staff and patients of the Central Hospital have been moved into the new building, and at the end of August the staff of the Central Field Health Station also moved from their temporary quarters into the new building, which is now practically completed.

It has been decided to erect in Nanking a branch laboratory of the National Epidemic Prevention Bureau, which has its headquarters at Peiping.

At Shanghai, thorough studies have as usual been made of suspected cases of cholera. Up to July 11th, these studies had failed to reveal any cases which could be confirmed bacteriologically.

A new health centre is being constructed in Woosung and two sub-centres are being organised in the Kao-chiao district.

## II. WORK OF THE TECHNICAL COMMISSIONS.

### (a) CANCER.

The enquiry into the radiological treatment of cancer of the uterus was undertaken by the Health Committee in view of the important position which radium was assuming in the treatment of that disease and the variety of methods employed for the purpose.

In 1929, experts selected by the Health Organisation set the international enquiry on foot. Their first task was to obtain data which would be really comparable. For this purpose they proposed a classification of the various stages of uterine cancer and drew up a model individual case-record sheet for recording the facts concerning each case. These record forms were sent to the principal radiological clinics of countries in which radium was being utilised for the treatment of cancer, with a request that the clinics should keep in touch with the treated cases for a minimum period of five years in order to enable the results of the treatment to be appraised. Many clinics began the use of these forms in 1930; others have undertaken the work since that date. At present the enquiry is proceeding in twenty-two countries. The forms, together with an explanation as to their use, have been distributed to the participating clinics by the Health Organisation in English, French and German.

In July 1933, the Bureau of the Health Committee reviewed the position of the enquiry and sent a note to the Health Administrations and participating clinics, drawing their attention to the fact that advice concerning the future course of the enquiry and the method of analysing the data would be sought from a group of radiological experts on the occasion of the Radiological Conference to be held in Zurich in July 1934. The advantage of entrusting the co-ordination of the enquiry in each country to a national correspondent was indicated, and the clinics were asked to submit to the Health Section a statement of the actual number of cases so far dealt with before the October session of the Health Committee.

In the United Kingdom, an annual statement is prepared at each clinic, and these statements are included in a yearly summary prepared by the national correspondent. Similar data from other participating countries would be of great assistance to the Health Section in preparing for the Conference to be held in 1934.

### (b) OPIUM.

The standardisation of methods for determining the percentages (dosage) of morphine in raw opium is of considerable importance in controlling the traffic. A commission of experts set up by the Health Committee, which has been working on this subject for two years, met at Zurich in August 1933, and drew up a final report recommending the adoption of a new "chalk" method based on that described in the British Pharmacopœia. This new method has been accepted in Denmark and Switzerland, and included in the pharmacopœias of these two countries, which are the most recent to appear.

As soon as its application has become generalised, the quantitative control of the manufacture of narcotics will be greatly facilitated.

The same Commission is continuing its work on the standardisation of the methods for determining the percentages of cocaine in coca leaves.

### (c) STUDY OF MEDICAL EDUCATION.

The adequate training of health officers is of vital importance to progress in hygiene, and this subject has engaged the attention of the Health Organisation for some years. The directors of the leading schools of hygiene, who met at Dresden and Paris in 1930, drew attention to the need for changes, not only in post-graduate training in hygiene, but also in medical education, to prepare the student for the new conditions which confront him to-day (document C.H.888).

In 1929, the Government of the Republic of China asked the Health Committee for assistance in its study of Chinese medical schools and for collaboration in the work of its National Commission on Medical Education. The Committee complied with this request by sending an experienced Danish physician to China. His report was communicated to the Government of China, together with the observations of the Health Committee.

The attention of the Health Committee was thus drawn forcibly to the need for the study of medical education, and it decided, at its sixteenth session, to obtain reports on the systems in force in the leading countries and on any reforms which might be contemplated.

Accordingly, reports were obtained from experts in Austria, the United Kingdom, France, Germany and the Netherlands.

After studying these reports, the Health Committee decided (October 1932) that the moment had come to prepare a synthetic report on the problem and to determine present tendencies. A draft report has now been prepared (Extract No. 11, *Quarterly Bulletin of the Health Organisation*) and it has been circulated to the members of the Health Committee and to groups of experts in the leading countries who are engaged in the study of the question.

The Committee will discuss this report and formulate its conclusions at its next regular meeting in October 1933.

### III. THE EASTERN BUREAU OF THE HEALTH ORGANISATION AT SINGAPORE.

During the period under review, improvements have been made in the methods of transmitting epidemiological information to the Far-Eastern health administrations.

Until May of this year, the information received at Singapore from the health administrations (the number of ports in regard to which information is now received by cable is 163) was sent by cable every Thursday morning to Saigon, where, through the courtesy of the Government, it was transmitted from the powerful wireless station every Friday morning in code. The east coast of Africa received the message through the intermediary of the station at Antananarivo, which retransmitted it on Saturday morning. The Malabar station retransmitted the message in code on Saturday morning on long and short waves. The health administrations at Hong-Kong, Karachi, Madras, Sandakan, Shanghai and Tokio retransmitted the summarised message weekly in clear, while the same operation was performed daily by the Malabar station.

Many health administrations also picked up the Saigon message directly.

With the approval of the Advisory Council, and through the courtesy of the Government of Indo-China, the message is now transmitted in clear as well as in code from the Saigon station. This is done on short waves (25 metres) every Thursday at midnight, and the new message has been received satisfactorily in Australia, British India and by Antananarivo, which retransmits it for African administrations. Saigon continues to despatch the code message on long waves, so that the new method is a valuable addition to the facilities of the Bureau and it has satisfied the Administrations which requested that the weekly message should be transmitted in clear as well as in code.

The change to the new method of transmission began on July 6th.

#### INFECTED SHIPS.

During the first quarter of 1933, the Bureau received and transmitted information concerning ships in which cases of infectious disease occurred. In four instances the disease was cholera; in eight, smallpox; in one, typhus fever; while the remainder were less dangerous diseases such as chickenpox, measles and scarlet fever.

### 12.

#### HUMANITARIAN QUESTIONS.

##### TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

###### A. WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS (SIXTEENTH SESSION).

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs held its sixteenth session from May 15th to 31st, 1933.

###### 1. Ratification of Conventions.

The Committee was glad to note that the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs had, by April 10th, 1933, obtained twenty-eight

ratifications or accessions, a number more than sufficient to ensure its entry into force, with the result that it would become applicable, in accordance with Article 30, ninety days after April 10th, 1933—namely, on July 9th, 1933. Thirty-nine ratifications and accessions have now been received.

The Committee observed that the number of ratifications and accessions already obtained by this Convention was exceeded only by the other two Opium Conventions—the Hague Convention of 1912 (fifty-six) and the Geneva Convention of 1925 (fifty)—and by the International Convention for the Suppression of the Traffic in Women and Children (forty-four).

The Committee also noted with interest the efforts which had been made by private organisations to secure ratification by their respective Governments and expressed its appreciation of the support of public opinion thus extended to the Convention.

The Committee stressed the importance of ensuring the universal application of the Convention as soon as possible. It decided to request the Council to draw the attention of Governments which had not yet ratified or acceded to the Convention to the desirability of their taking this step as soon as possible, and to point out that the estimates of States parties or not parties to the Convention should reach the hands of the Permanent Central Opium Board, in accordance with Article 5 of the Convention, not later than August 1st, 1933. Otherwise, the estimates would have to be prepared for any State which had not furnished them by the Supervisory Body set up under the Convention.

The Committee was glad to note that the United Kingdom, France and the Netherlands had ratified the Bangkok Agreement.

## 2. *Examination of Annual Reports from Governments for the Year 1931.*

As in previous years, the Committee regarded the annual reports of the Governments as forming one of the chief bases of its work.

The reports and statistics show a very considerable reduction in the manufacture of dangerous drugs, particularly in the case of diacetylmorphine. In the case of morphine, diacetylmorphine and cocaine, the figures for the total manufacture declared by the countries concerned are by far the lowest figures yet recorded, and, for the first time since the Committee has been in existence, the amounts manufactured by the licensed factories have, for the year 1931, stood very near, or even fallen below, the amounts which appear to be required for legitimate consumption. The amounts returned to the Central Board as actually consumed, in fact, exceeded the amounts reported as manufactured in the case of morphine as such, and of cocaine, showing that stocks have been to some extent depleted.

The most encouraging results already obtained as regards Western Europe, which in the past has been one of the chief sources, if not the chief source, of supply of drugs entering the illicit traffic, emphatically justify the work of the League and afford a conclusive argument for pressing forward with the task of limiting manufacture throughout the whole world to medical and scientific needs. What has been done in Western Europe can be done in other parts of the world, given adequate laws and, above all, efficient administration.

Examination of the annual reports enabled the Committee to record progress of an administrative nature in certain countries, and particularly to note an interesting extension of the means of action in the campaign against addiction: for example, in the United States, where establishments are being created for the hospitalisation and treatment of drug addicts; in Chosen and Formosa, where numerous cases of complete cure are reported; in the Netherlands Indies, where steps are being taken to ensure the moral and social rehabilitation of addicts; and in Uruguay, where a special commission has been set up to deal with measures of defence against drug addiction, the control of the drug traffic and an active educational propaganda on the subject.

The Committee decided to request the Council to direct the Secretary-General, when sending each year to Governments the letters reminding them of the date by which the annual report should be despatched, to ask them to forward in advance a summary of information in regard to the illicit traffic which it has hitherto been the practice to include in the annual reports. The purpose of this proposed arrangement is to enable the Committee to consider at its spring session, not only the individual seizure reports which have been received relating to the previous year, but also the general accounts of the illicit traffic which have hitherto been embodied in the annual reports. This summary should reach the Secretariat not later than April 1st.

## 3. *The Model Administrative Code.*

The Limitation Conference of 1931 recommended that a Model Code should be prepared with a view to assisting Governments in preparing the necessary legislation for the application of the Limitation Convention. The Advisory Committee in 1932 accordingly instructed a Sub-Committee, consisting of the representatives of the United Kingdom, France, Germany, Italy, Japan, the Netherlands, Spain, Switzerland and the United States of America, to frame a draft.

The Sub-Committee met from October 3rd to October 14th, 1932. Two members of the Permanent Central Opium Board were present by invitation in a consultative capacity. The Sub-Committee worked on the basis of memoranda supplied by the Secretariat and by several of its members and paid particular attention to the methods by which the Governments



proposed to establish their estimates of domestic consumption to be furnished in conformity with the provisions of the Convention.

The Model Administrative Code drafted by the Sub-Committee (document C.774.M.365.1932.XI and Addendum) was considered by the Council in November 1932. The Council adopted the conclusions of the Sub-Committee, and the Code was communicated to the various Governments in December. The hope was expressed that they would, as far as possible, take it into consideration in framing the necessary legislative and administrative measures for the application in their territories of the provisions of the Convention to which the Code referred.

It should be noted that, when the report on the Model Administrative Code was discussed by the Council on November 28th, 1932, the Spanish representative proposed that the attention of the Disarmament Conference should be drawn to the results obtained in connection with the supervision of the manufacture of and the traffic in dangerous drugs in so far as the information on this subject might be of importance for the supervision of the manufacture of and the trade in arms.

The result was a memorandum entitled "Analogies between the Problem of the Traffic in Narcotic Drugs and that of the Trade in and Manufacture of Arms", published in May 1933, which was circulated by the Secretary-General to the Disarmament Conference (document Conf.D.159). The memorandum dealt with the main aspects of the system of control and limitation established under the Opium Conventions and discussed, in relation to each aspect, the possibility of adapting it to the traffic in and manufacture of arms.

The conclusions of the memorandum may be summarised as follows : (1) All measures of publicity, the object of which is to make known the whole movement of the manufacture of and trade in arms, might well be reproduced from the Conventions relating to drugs. (2) As regards measures for the regulation of the traffic in drugs, other than measures of publicity (*i.e.*, licence system, limitation of manufacture, import and export certificates, etc.), the possibility of the adaptation of this entire system to the traffic in arms would appear to depend on the object with which an international regime for the traffic in arms is to be established. As regards the manufacture of armaments, the character of the industry is such that the danger of manufacturers engaging in illicit traffic is much less serious than in the case of drugs. The personal character of the manufacturer, which is all-important in connection with the licensing of the manufacture of narcotic drugs, is of less significance. Nevertheless, in the case of narcotic drugs, the existence of licences which must be communicated to an international supervisory organ appears to be a valuable means of control. When devising a system for the regulation of the manufacture of arms and the trade in armaments, due weight should be given to the experience thus acquired. (3) As regards control, since international control is relatively more important than internal control in the case of the traffic in arms as compared with the traffic in drugs, there would seem no reason why—technically speaking and apart from political considerations—the extremely complete and rigorous control that has been set up in the matter of drugs should not be reproduced in connection with the manufacture of and trade in arms, subject to such adjustments of detail as may be necessary.

This system of control involves, as the memorandum points out, three essential stages in the matter of international control extending over three years, namely :

(1) Estimate of licit requirements, so as to determine the world quantum of licit manufacture and consumption for the coming year; the statement drawn up by the Supervisory Body containing the estimates provides the basis for all control, national and international<sup>1</sup>;

(2) Supervision of the programme of licit manufacture and trade in course of execution : national control of manufacture and national trade, and national and international control of imports and exports by the certificate system ;

(3) Retrospective control of manufacture and trade during the past year on the basis of statistics received, and measures to be taken in the event of any breaches of the regulations found to have occurred.

(a) *General Examination of the Situation.*

The report contains a detailed examination of the whole position as regards the illicit traffic, which was prepared with a view to presenting to the world a clear picture of its main lines and its principal characteristics at the present time. Two of the principal points emerging from this examination are (1) the drying up of the old sources of supply in Western Europe and (2) the opening up of new sources of supply in various parts of the world in the form of clandestine manufacture.

The sources of supply in Western Europe, as the result of the close control now exercised, appear to be rapidly drying up, and, as already pointed out, the amounts reported as manufactured now closely approximate to medical needs. Small quantities of European drugs are still from time to time found in the illicit traffic, but these are often traceable to supplies legitimately made a long time back, part of which have subsequently leaked into the illicit traffic.

The improvement in the situation is also largely due to the energetic action taken by the Turkish Government in closing the Istanbul factories, and to the progressive policy adopted by

<sup>1</sup> See below, Supervisory Body, page 52.

that Government in regard to the control of the traffic both in raw opium and manufactured drugs. The recent accession by Turkey to the international Conventions of 1912, 1925 and 1931 is the immediate result of this new policy. Big-scale production has been driven out of the country. Clandestine production on a smaller scale still goes on at Istanbul, as recent seizures of drugs show; but the energy with which the Turkish authorities are dealing with these cases and the recent successes which they have had in discovering and suppressing several clandestine factories give reason to hope that there will soon be further marked improvement.

Action by the police has this year brought to light many of the more important personages engaged in the illicit traffic and the manner and scale of their operations. The most important achievement was the dispersion of the Eliopoulos gang, which for many years had been introducing large quantities of contraband narcotics into the Far East and America.

The Committee noted, however, that, as the law stands at present in most European countries, it has unfortunately so far been found impossible to bring many of the worst of the criminals to justice—the reason being that their transactions were carried out in a foreign country. They are still at large and enjoying the fruits of their traffic, apparently in some cases without much indication of social or popular disapproval. In addition, a number of cases came to the Committee's notice in which persons arrested for serious offences of illicit traffic and charged before the courts have been released on bail pending trial and made their escape. The Committee had not before it information as to the law in different countries in respect of the granting of bail in serious cases, but the matter is one which, in view of the advantage taken of bail by traffickers, who are often possessed of ample resources, seems to deserve the serious attention of Governments.

Secondly, according to the table which figures in the Committee's report, the penalties inflicted on convicted traffickers were in many cases much too light. The necessity of countering the international resources of the illicit traffic by international measures of repression is now fully realised and is appropriately met in the idea of the draft International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs approved by the Council on May 26th, 1933, at its seventy-third session. This Convention, which is based on the 1929 Convention for the suppression of counterfeiting currency, will give Governments an effective weapon to counter the activities of traffickers.

#### (b) *Situation in Bulgaria.*

At a time when the situation in Europe appeared, as already mentioned, to be well in hand, it was discovered that a well-known group of traffickers had become active in Bulgaria, where opium was also available, and that a drug factory had been established at Radomir, some forty or fifty kilometres from Sofia, by a company styled the Balkan Products Company, in which a well-known person in Sofia, with influential connections, was the principal shareholder.

Reports differ as to the producing capacity of this factory, but that it was established for the purpose of supplying the illicit traffic appears unquestionable. The seizures effected provide evidence of its activities; the Bulgarian police, in February of this year, arrested a trafficker while he was attempting to cross into Yugoslavia with 13 kilogrammes of heroin believed to have come from the factory; while, in January, a seizure of 25 kilogrammes of morphine concealed in cheese coming from Burgas, in Bulgaria, was made at Marseilles by the French authorities.

Besides the Radomir factory, which was closed as a result of representations made to the Bulgarian Government, five smaller factories have been licensed by the Bulgarian Government. The Bulgarian Government states that not all of them are working at present. It is observed in the report that the annual domestic requirements of Bulgaria have been estimated by the Government itself at 9 kilogrammes of morphine and 1 kilogramme of heroin—less than the product of a small laboratory—and that no exports have been authorised by the Government.

The Advisory Committee's Sub-Committee on the Illicit Traffic discussed the situation with M. Mikoff, the Bulgarian Government's representative at Geneva, who consented to make enquiries on a number of points which were raised in the course of the discussion. The Committee submitted to him an *aide-mémoire* on the subject, and the reply of his Government, which was communicated to it at the end of its session and is annexed to the report, will be examined at the Committee's autumn session.

#### (c) *Clandestine Manufacture.*

The discovery of the existence of clandestine factories in other parts of the world appeared to the Committee as a particularly grave menace with which Governments and the League will have to reckon in the future. Nothing but the effective control of the production and supply of raw opium will render impossible the establishment of works of this kind in districts where opium is grown or easily available. Clandestine factories have been discovered in Istanbul and their existence in other parts of Europe and even in the United States of America is suspected. Clandestine manufacture has broken out in China. Clandestine factories have also been discovered at or near Dairen, in Tientsin and in Shanghai.

(d) *Situation in China.*

China has become a new centre for the operations of clandestine manufacturers, although the existence there of clandestine factories as far back as 1929 has been reported. Thus, not only has China in the last few years been invaded by large quantities of morphine and heroin, introduced as contraband from abroad, but, at the very time when the strengthening of international control and the closing of factories in Europe are bringing about an improvement in the situation, a new danger is arising as a result of the establishment of these factories in different parts of China, which, moreover, is a country which possesses the necessary raw material.

The Committee's report gives details of the various seizures of morphine and heroin which have revealed the existence of these clandestine establishments. At the end of 1932, Press reports published in China stated that the police had raided two drug factories in Shanghai and that the authorities had discovered a heroin factory at Hsuchowfu. The importance of this illicit manufacture was particularly emphasised by the reports of the Chinese Maritime Customs regarding two seizures of "native morphine" made at Shanghai in September 1932, one with a net morphine content of 328 kilogrammes and the other of 116 kilogrammes.

The Advisory Committee was the more alarmed at this new menace to China inasmuch as the situation in regard to the cultivation of the poppy and in respect of drug addiction appeared to have undergone no important change. There is extensive cultivation of the poppy in certain provinces, and the smuggling of opium along the borders of Yunnan continues to present a serious problem. Concern was expressed at the report that the present regime in Manchuria had negotiated a loan with Japanese banks, the security for which was said to be in part the anticipated profits from an opium monopoly, and at rumours that efforts were being made to purchase Persian opium for importation into Manchuria.

In view of this serious situation, the Committee noted with satisfaction the Chinese representative's statement that his Government intends to continue the policy of endeavouring to suppress the cultivation of the poppy and the abuse of opium and narcotic drugs, and intends to do all that it can, even in the face of difficulties greater than for any other country, to enforce the national laws to that end.

Under instructions, the Chinese representative made the following declaration on behalf of his Government :

" The increasing menace to the people of China, represented by the illicit traffic in opium and manufactured drugs, has led the Government to take in hand the preparation of an investigation into this question. A minute enquiry into the situation arising from the reported activities in China of illicit factories for the manufacture of opium derivatives will also be undertaken with a view to the immediate eradication of all illicit manufacture of opium derivatives in China.

" On the basis of the results of such investigation, the Government will evolve, at the earliest possible moment, a comprehensive plan for the practical and more effective enforcement of the existing laws, so as to bring about the suppression of poppy cultivation and of the sale and use of opium and manufactured drugs.

" As soon as the Government has adopted the future measures for the carrying out of such a plan, it will state in the annual report to the League of Nations the steps taken with a view to putting an end to such existing conditions in China as are not in harmony with the law."

The Committee appointed a standing Sub-Committee, consisting of the representatives of the United Kingdom, China, France, Italy, Japan, the Netherlands, Poland, Portugal, Spain and the United States of America, and of Mr. Lyall, assessor of the Advisory Committee, " to consider the means of promoting close collaboration between the Chinese authorities and the authorities of the Powers concerned in regard to the matters mentioned in Chapter IV of the Hague Convention ". This Sub-Committee is therefore to consider the measures necessary to ensure co-operation between China and the interested Powers in two fields of activity : in the endeavour to suppress the abuse of narcotic drugs and in the campaign against the use of prepared opium.

(e) *Situation in the Near East.*

(i) *Egypt.*—The Egyptian delegation was again able to report this year a diminution in the number of addicts as indicated by a reduction in the number of persons imprisoned for contravention of the laws in respect of narcotic drugs.

A diminution was particularly noted in the extent of heroin addiction, due to the increase in the price of heroin, the poverty of the fellaheen, the activity of the police and the severity of the courts. But the introduction of heroin into Egypt, which continued even after the close of the licensed Turkish factories, is still causing concern to the Government.

The Committee also learnt with satisfaction that the measures taken further to strengthen the control exercised on Italian ships and the entry into force of the new Greek legislation on narcotics had contributed to improving the situation in Egypt.

The question of the smuggling of hashish into Egypt constitutes a serious problem for the Egyptian authorities. The Egyptian delegate recalled the appeal he had made to the French representative to have the Syrian law modified in such a way that, not only the cultivation,

but also the possession of Indian hemp in Syria should be regarded as an offence, in order to prevent existing stocks of Syrian hashish from finding an outlet in Egypt. The French representative assured the Egyptian delegate that the Syrian authorities would certainly take up energetically the question of any stocks of hashish which might exist.

The Balkan countries constitute another important source of supply. A smuggling trade in cigarettes containing Indian hemp ("marihuana" cigarettes) appears to have sprung up between the United States, Canada and Mexico, and the smuggling of *charas* (resin of Indian hemp) from Chinese Turkestan into India continues on a large scale and is giving the Indian authorities great trouble. As the Committee pointed out, it may well be that, as the control of the opium and coca derivatives makes it more and more difficult to obtain them, recourse will be increasingly had to Indian hemp for addiction purposes, and it is important that the trade in this plant and its products should be closely watched.

(ii) *Turkey*.—Reference has already been made to Turkey's accession to the Conventions of 1912, 1925 and 1931 and to the increased activity recently displayed by the Turkish authorities in the suppression of clandestine manufacture of drugs at Istanbul. The Turkish representative on the Committee informed it that his Government proposes to replace the cultivation of the poppy by other agricultural activities, in particular by the cultivation of sugar-beet, and that it was installing sugar factories in the opium-producing centres. He also announced that a State factory for the manufacture of drugs and a central office to handle the export of opium will be established. The drug would thus be controlled at every step, from the stage of cultivation up to its distribution for medical purposes.

The Committee particularly noted the fact brought out by the Turkish delegate that all persons in Turkey accused of infraction against the laws dealing with narcotics are to be brought before the special tribunals which have been created for the purpose of suppressing smuggling, and whose action can be much more summary and drastic than that of the ordinary courts.

(iii) *Persia*.—Statistics of export of Persian opium to Bushire communicated to the Committee indicate that 1,000 cases of opium were exported from Bushire during the night of March 18th, 1933, to an unknown destination by a ship of unknown nationality, the name of which had been obliterated.

The Committee was glad to learn from the Persian delegate that he would furnish, at a later date, information in regard to the new system in force in his country since the abolition of the opium export monopoly. It noted that, although Persia was not a party to the Geneva Convention of 1925, the Persian Government would do its utmost to conform to the system of import certificates. The Committee expressed its satisfaction in learning of the ratification by Persia of the Limitation Convention of 1931 and expressed its earnest desire to see Persia ratify the Geneva Convention of 1925 and the Hague Convention of 1912.

Speaking on this subject, the Persian delegate referred to the great difficulties which his Government would encounter in effecting a reduction of the cultivation of the poppy. The Government desired to follow such a policy, but could do so to a limited extent only, for the reason that radical suppression of the cultivation of the poppy would entail disastrous consequences for a large part of the farming population. The Persian representative referred to the conclusions reached by the Commission of Enquiry in Persia and stated that the Persian Government was prepared to undertake the recommended limitation on condition that Persia should not be the only one called upon to make sacrifices, but that the Government should be able to count upon the assistance of other Governments in bringing such a plan into operation. He appealed for the co-operation of the League of Nations to this end.

(iv) *India*.—According to the Indian delegate's statements, the illicit traffic in cocaine from Japan to India has greatly declined in the last few years. The situation would be still further improved if, as the Committee suggested, Japan could consider a further tightening up of her internal regulations.

(f) *Situation in the United States.*

A detailed analysis of the situation in the various regions is given. As regards morphine the heaviest seizures were effected on the Pacific Coast. The morphine seized in that area was in a crystallised form which resembled cotton fibres. It bore no labels, but its unusual form pointed to Japanese origin as there was evidence that morphine of that type had its source in Japan and was being offered for sale by illicit traffickers in that country. The appearance of Japanese morphine, smuggled, distributed and peddled by Japanese subjects on the Pacific Coast and in Hawaii, marks a new development in the illicit traffic both in point of arrival and in point of provenance, a change in the trend of the illicit traffic which is viewed with grave concern by the American and Canadian authorities. The general situation as regards the illicit traffic shows, however, an improvement. The stream of illicit traffic at present flowing to the United States is a rivulet compared to the river which was emptying into the country for a long period of years.

6. *Questions concerning the Bangkok Agreement and Final Act in regard to the Control of Prepared Opium in the Far East.*

The Committee examined the action to be taken to give effect to the recommendations of the Bangkok Conference. It approved the British representative's proposal for drawing up a precise plan of scientific research regarding drug addiction and for co-ordinating the action of Governments in this connection in accordance with Recommendation X of the Final Act of the Bangkok Agreement.

In accordance with Recommendation XI of the Final Act, the Committee adopted a form of annual report on prepared opium for the use of Governments in whose territories the use of opium for smoking is temporarily authorised. This form embodies the Conference's recommendations and will enable the Advisory Committee to obtain the necessary documentation on all questions connected with prepared opium.

In reference to prepared opium, mention should be made of the Portuguese delegate's declaration in regard to Macao, to the effect that the Portuguese Government's policy in future would be to suppress entirely the traffic in opium-smoking in that colony. This policy marks an important step in the implementation of Chapter II of the Hague Convention aiming at the gradual abolition of prepared opium.

As regards the other recommendations contained in the Final Act, the Advisory Committee, without entering into details, noted the declaration appearing in the report of the Fifth Committee of the 1932 Assembly, which emphasised their importance. The Advisory Committee observes that the recommendations embody a practical and useful line of conduct for Governments and indicate the manner in which the interested Governments may bring about better co-operation.

7. *Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Cultivation and Harvesting of the Coca Leaf.*

In accordance with a desire expressed by the Assembly, which instructed it to undertake as soon as possible the collection of all the documentation required as basis for the work of a conference on the limitation of raw materials, the Committee adopted two questionnaires, one on opium and the other on the coca leaf, for transmission to the Governments of producing countries. These questionnaires have been drawn up with a view to securing information, covering a period of years, which will be more complete and precise than that now available and will be presented in a form that will admit of ready comparison. The Committee asked the Council to direct the Secretary-General to transmit these questionnaires to Governments, Members and non-members of the League of Nations, with a request that the Governments of producing countries should send the information and the estimates requested, and that other Governments should transmit any observations bearing on the subject which they may wish to make. The opium-importing countries are asked specifically to indicate the kinds and qualities of opium which they import, the morphine content and the consistency of imported opium, and the uses to which it is devoted. The Committee also suggests that the questionnaires be accompanied by memoranda to be prepared by the Secretariat explaining briefly the points which it is desired to elucidate in the replies.

At the same time, the Advisory Committee considered it their duty to notify the Council, with reference to the preparation of the Conference for the Limitation of Production of Raw Materials, that the situation in regard to the production of raw opium has recently changed in some very important respects.

There has been a considerable decrease in the demand for the manufacture of drugs for medical purposes and for the requirements of the Government monopolies in countries where the use of opium for smoking is temporarily authorised. This decrease, which is accompanied by a fall in raw opium prices, is partly due to the general economic depression and partly to the much stricter control now exercised over the use of drugs in pursuance of the international Conventions and the other measures adopted by Governments. The consequence is that production has been greatly in excess of demand and large stocks are reported to have accumulated.

The economic situation of the cultivators in Turkey and Yugoslavia has become so serious that the Governments of these two countries have already entered into an agreement for a joint control of the marketing of their output, which is expected to come into operation very shortly, while the Turkish Government, as mentioned above, has already taken steps to substitute other crops for the cultivation of the poppy. Persia, whose exports last year were much below normal, is encountering the same difficulties.

It appears to the Committee to call for serious consideration whether, without waiting for the completion of the elaborate preparation required for the suggested International Conference, advantage should not be taken of the new situation which has arisen and whether some action could not be taken in the more immediate future to promote an agreement between the three producing countries concerned, which would include an arrangement for the limitation of production.

The Committee suggests that, on the invitation of the Council, a meeting could be arranged of representatives of the three producing countries mainly concerned to review the situation, possibly with the assistance of one or more independent persons nominated by the Council, and to consider the possibility of arriving at an agreement for the limitation of production. It adds that it might be found desirable at some stage of the meeting to bring into the discussion, or to consult, representatives of the great purchasing interests.

The Committee felt that by seizing the present opportunity a practical measure of limitation of production might be secured which would be a great step along the road the League desires to take, even though the full solution of the problem must await the convocation of an International Conference as contemplated by the resolution of the Assembly, to provide a permanent basis for the limitation of the production of raw material.

**B. WORK OF THE SUPERVISORY BODY FOR THE EXAMINATION AND FRAMING OF ESTIMATES OF ANNUAL REQUIREMENTS OF NARCOTIC DRUGS UNDER THE LIMITATION CONVENTION.**

With the coming into force, on July 9th, 1933, of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, the new international organ, the Supervisory Body, established under Article 5 of the Convention, entered upon its duties. In accordance with Article 5, the Supervisory Body was nominated by the four organs which have the right to appoint its members under the Convention. It is composed as follows :

Sir Malcolm Delevingne, K.C.B., K.C.V.O. (British), appointed by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs ;  
Mr. Herbert L. May (American), appointed by the Permanent Central Opium Board ;  
Professor M. Tiffeneau (French), appointed by the Health Committee ;  
Dr. H. Carrière (Swiss), appointed by the Office international d'Hygiène publique in Paris.

The task of the Supervisory Body under the Convention is to examine the estimates furnished by Governments and to frame estimates for all Governments or territories for which they have not been furnished. The estimates thus examined by the Supervisory Body, or framed by it, are incorporated by it in the statement covering the estimates which provides the basis for all control, national and international, under the Convention.<sup>1</sup> This statement contains, besides the estimates, an account—so far as the Supervisory Body may consider necessary—of any explanations given by or required from Governments and any observations which the Supervisory Body may desire to make in respect of any estimate or explanation or request for explanation.

The Supervisory Body held its first meeting from August 28th to September 2nd. It examined the estimates received in respect of some thirty countries and territories, and decided in certain cases to ask Governments for further information regarding the estimates submitted by them. At the request of the Supervisory Body, the Secretary-General sent an urgent request to Governments which had not furnished estimates, asking them to forward them in time for examination by the Supervisory Body in October. The Body will hold its next session on October 10th, at which it will consider any explanations received from Governments and will proceed with the task of framing estimates in respect of countries and territories for which they have not been furnished.

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13.

**INTELLECTUAL CO-OPERATION.**

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The International Committee on Intellectual Co-operation held its fifteenth plenary session at Geneva from July 17th to 22nd, 1933, following upon meetings of a delegation of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations (July 10th and 11th) and of the Executive and Directors' Committees (July 14th and 15th).

The Governing Body of the International Institute of Intellectual Co-operation met on July 19th and 22nd.

The Committee on Intellectual Co-operation, at its plenary session, considered the whole of the work of the Intellectual Co-operation Organisation.

**I. INSTRUCTION OF YOUTH IN THE AIMS OF THE LEAGUE OF NATIONS.**

A delegation of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations met at Geneva on July 10th and 11th, 1933, under the chairmanship of Professor Gilbert Murray.

The following members attended : M. Jules Destrée, Professor Ivan Djaya, Mme. Dreyfus-Barney, Professor G. Gallavresi, Dr. W. Schellberg, Professor J. T. Shotwell, Professor A. Zimmermann and M. J. Artus (International Labour Office) ; and, in the capacity of observers : M. H. Christensen, Member of the Danish National Committee ; M. M. Ibrovac, Chairman of the Yugoslav National Committee, and M. Ch. Vittas, Secretary of the Greek National Committee.

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<sup>1</sup> See above, page 46.

The delegation considered the following questions :

1. *Enquiry regarding the Scientific Study of International Relations and Collaboration with the International Studies Conference.*—The delegation considered Professor Gallavresi's report on the meeting, held in London, of the Joint Committee, consisting of representatives of the Sub-Committee of Experts and of the International Studies Conference. It was gratified to note that eighteen countries had sent replies to the enquiry. It decided that the enquiry into instruction in international relations should be continued until March 1st, 1934, and recommended publishing the results of this enquiry.

2. *Enquiry from Governments regarding Instruction on the League of Nations in Teachers' Training-Colleges.*—The delegation noted the reports received in reply to this enquiry, the results of which open up a large field of action to the Intellectual Co-operation Organisation, which could give practical assistance to Governments anxious to improve the measures taken or proposed for developing instruction concerning the League of Nations.

3. *Production of Educational Films dealing with the League of Nations.*—The delegation noted that the execution of the programme of work laid down in the previous year had met with difficulties. It asked the Committee on Intellectual Co-operation, therefore, to examine the various aspects of the international problem of the cinematograph, particularly its use as a means of spreading knowledge concerning the League of Nations. It recommended that all necessary steps be taken to continue the work already begun.

4. *Publications of the League of Nations.*—The delegation stressed the necessity of having available up-to-date editions of the pamphlet "The Aims and Organisation of the League of Nations". It discussed the question of meeting the wishes expressed by various Governments for the periodical publication of pamphlets on the work of the League for the use of teachers.

5. *Revision of School Text-books.*—The delegation examined a report by the International Institute of Intellectual Co-operation and the English edition of the work entitled "School Text-book Revision". It expressed the hope that geographical atlases and dictionaries would be included among the various categories of school text-books referred to in the Casares resolution.

6. *Educational Broadcasting.*—The delegation noted the report submitted by the Institute on Intellectual Co-operation on educational broadcasting and on broadcasting and closer international co-operation. It also noted the observations of the Committee of Experts which had been asked during the year to study the international aspects of broadcasting. The delegation devoted special attention to the question of wireless programmes intended for foreign listeners and to the broadcasting of information about the League of Nations.

7. *Travel and Interchange of Pupils.*—The delegation noted the volume "International Understanding through Youth" (*L'Entente des peuples par la jeunesse*). It recommended that the endeavours made to promote the creation of national centres for these interchanges be continued.

8. *National Centres of Educational Information.*—The delegation was glad to note the establishment of national centres of educational information in twenty-three countries. It approved the programme of work of the Institute—*e.g.*, the proposal to work out the conditions for co-operation between these centres and to start the publication of a selected bibliography of educational works and articles, the material for which would be supplied by the national centres.

9. *Work of the Major International Organisations.*—The delegation noted with interest the steps taken to establish permanent contact between the associations, members of the "Liaison Committee" of the Major International Associations, and the National Committees on Intellectual Co-operation. It also noted the regular collaboration between the Liaison Committee and the Institute as recommended by a resolution of the International Committee on Intellectual Co-operation adopted in 1932.

10. *Adult Education.*—The Institute of Intellectual Co-operation has submitted proposals for a comparative study of the methods of conducting adult education and the delegation recommended that this enquiry should be undertaken in close co-operation with the International Labour Office.

11. *Moral Disarmament.*—The delegation heard a statement on the progress of the work of the Moral Disarmament Committee of the Conference for the Reduction and Limitation of Armaments, and emphasised the extreme importance which it attached to this question.

## II. COMMITTEES OF EXPERTS AND CONFERENCE CONVENED BY THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

1. *The International Studies Conference.*—The sixth International Studies Conference was held in London from May 29th to June 3rd, with Sir Arthur Salter in the chair (see document A.6.1933, page 111). The problem studied by the Conference was State intervention

in economic life, and the Conference examined the two following categories of questions : measures affecting international trade and finance and State intervention in the field of national economy. The first series of problems included, more particularly, the questions raised by the most-favoured-nation clause, an analysis of its operation and the possible exceptions ; the " open door " policy and colonial trade policy ; international movement of capital ; international liabilities and claims. The second series comprised studies of State intervention in industry, transport, agriculture and finance, as well as its relations with capital and labour. As is customary at this Conference, no resolution was adopted and no vote taken. Certain conclusions, however, emerged from the discussions, revealing a community of views on the need of the world as a whole for the re-establishment of normal economic and financial relations adapted to the complex conditions of the present age. The Conference decided to submit extracts of some of its conclusions to the London Monetary and Economic Conference.

2. *Meeting of the Representatives of Institutions dealing with Intellectual Rights.*—This Committee met for the third time on June 9th, 1933, with M. B. C. J. Loder in the chair.

The Committee first discussed certain questions which had been studied during the year in accordance with the working programme drawn up in 1932 :

(1) Problems connected with the Conference which will be held in Brussels in 1935 for the revision of the Berne Convention : (a) cinema authors' rights ; (b) journalist authors' rights ; (c) authors' rights in the case of mechanical performances ; and (d) international jurisdictional sanctions for the conventional rules regarding authors' rights ;

(2) Rights of performers ;

(3) International action to ensure the protection of national artistic treasures.

The latter question comes more particularly within the purview of the International Museums Office (see page 57, 4 (a)).

Secondly, the Committee had to deal with two new questions—*i.e.*, the question of the photographic reproduction of documents from the standpoint of the respective rights of authors and publishers. The Committee made a very emphatic protest against the unauthorised commercial use of such copies.

Lastly, the Committee studied the question of international protection of the rights of inventors and urged the necessity of safeguarding their material and moral interests.

3. *The Committee of Expert Archivists.*—A delegation of this Committee met at the International Institute of Intellectual Co-operation in July 1933. The experts noted the work done by the Institute in compiling the " International Guide to Archives ", decided upon last year, and the " Comparative Lexicon of Archivist Terminology ", the preparation of which is almost complete. This lexicon will form an appendix to the " Guide to Archives ".

4. *The Committee of Library Experts.*—A delegation of the Committee of Library Experts met at Geneva on July 12th and 13th, 1933. It accepted M. Collijn's offer to make an inventory of the facsimiles preserved in Scandinavian libraries, with a view to starting a general inventory of facsimiles.

The delegation also reiterated its request to the International Committee on Intellectual Co-operation to urge Governments to maintain in State budgets the funds or grants allocated to libraries and to national scientific research.

The delegation of the Committee of Library Experts noted the second edition of the " Guide to National Information Services " and a preliminary report by the Institute on the professional training of librarians. It decided, after studying a report by the Institute on the co-ordination of information centres, to compile a handbook to these centres.

### III. EXECUTIVE COMMITTEE.

The Executive Committee of the International Committee on Intellectual Co-operation met at Geneva on July 14th and 15th. It considered the reports of the Committees of Experts which had met since its April session, and studied the reports submitted by the Institute and the Secretariat of the Organisation on the work of the past year. It decided to recommend to the Plenary Committee a new method of procedure by which proposals for carrying on of current work would be adopted without discussion, and only new proposals or those involving decisions of principle would be debated.

The Executive Committee also noted two reports drawn up by some of its members regarding the re-organisation of the Permanent Committee on Arts and Letters and the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations respectively.

It resolved to submit these various reports together with its observations to the Plenary Committee.

### IV. DIRECTORS' COMMITTEE OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The Directors' Committee met at Geneva on July 15th, 1933.

It noted the financial situation of the Institute, examined the closed accounts for 1932 and made a preliminary study of the estimates for the following year before submitting it to the



Governing Body. It dealt further with certain administrative questions, discussing, in particular, the suggestion to introduce a pensions scheme for the staff of the Institute by means of an arrangement with the French National Pensions Fund.

#### V. GOVERNING BODY OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The Governing Body of the Institute met on July 19th and 22nd. It heard and approved a report by the Director of the Institute accompanied by the observations of the Directors' Committee, as well as the closed accounts. It noted the report of the auditor of the League of Nations and adopted the budget for 1933. Lastly, it approved the pensions scheme for the staff of the Institute and settled certain administrative questions.

#### VI. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

As it would have coincided with the London Monetary and Economic Conference, the meeting of Government delegates convened for July 5th to examine the draft Convention for facilitating the International Circulation of Films of an Educational Character was postponed. The meeting will be held during the next session of the League Assembly.

#### VII. WORK OF THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

The International Committee on Intellectual Co-operation held its fifteenth session at Geneva from July 17th to 22nd, 1933, with Professor Gilbert Murray in the chair.

The following members attended the session : Mme. Curie, M. Emile Borel (replacing M. Painlevé), M. J. Castillejo, M. Isak Collijn (replacing M. Forssell), M. H. A. Krüss, M. B. C. J. Loder, M. G. Oprescu (replacing M. Titulesco), Sir Sarvapalli Radhakrishnan, M. G. de Reynold, M. A. Rocco, Mr. J. T. Shotwell, M. H. von Srbik, M. J. Šusta, M. H. L. Tienshe Hu (replacing M. Wu-Shi-Fee), M. Tanakadate, and Sir Frank Heath, member of the Executive Committee. The session was also attended by representatives of the following National Committees : Danish National Committee, Greek National Committee, Hungarian National Committee, Polish National Committee and Yugoslav National Committee.

The Committee re-elected Professor Gilbert Murray as Chairman and Mme. Curie as Vice-Chairman. It elected Professor Rocco as second Vice-Chairman.

Following a procedure suggested by its Executive Committee, the Plenary Commission approved without discussion the proposals made by the Committees of Experts, the Director of the Institute, or the Secretariat of the Organisation with regard to questions which are being more or less permanently studied and have for several years past appeared on its agenda. This procedure should enable the Committee to give more thorough consideration to new questions and concentrate more particularly on the problems already included in its programme in respect of which further instructions were sought.

The first category of questions included the following : co-ordination of information centres ; intellectual rôle of the Press ; educational questions, including the meetings of directors of higher education and of representatives of international students' associations ; the problems of university interchanges, of liaison between university institutes of archæology and the history of art, of the enquiry into the study of international relations, of educational information centres, of travel and interchange of pupils and of educational broadcasting ; the field of exact and natural sciences, including the relations between the Intellectual Co-operation Organisation and international scientific organisations ; collaboration between scientific museums and the co-ordination of scientific libraries ; in the field of literature, Ibero-American collaboration and the relations of the Institute with international literary organisations ; lastly, in the field of arts and the Museums Office, popular art and recorded music.

Among the questions which were keenly discussed, the following were of a general character : Professor Shotwell's proposal regarding the work of the Committee in the field of social and political sciences ; " Correspondence " and " Conversations " ; the scientific study of international relations ; co-operation of the Organisation in the re-organisation of public education in China, and, lastly, moral disarmament.

Further, several special questions calling for decisions by the Committee were discussed ; these decisions are reported under the heading " B. Special Questions " (see page 56).

The Committee also had to deal with certain administrative questions : its collaboration with the Advisory Committee of Intellectual Workers, the re-organisation of the Permanent Committee on Arts and Letters, and of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations.

Lastly, the Committee was asked to give the Council of the League an opinion on a proposal by the Government of the United Kingdom to set up an international committee which would regulate international architectural competitions.

## A. General Questions.

1. *Proposal by Professor Shotwell regarding the Work of the Committee in the Field of Social and Political Sciences.*—This question, first raised in 1932, was examined in detail by the Executive Committee, which asked two of its members, Professor Murray and Professor Rocco, to study the question.

The Committee unanimously resolved to approve Professor Shotwell's proposal, which may usefully serve the cause of the League of Nations by encouraging, from the strictly scientific standpoint, the investigation of problems with which the League is also dealing.

The Committee stressed the influence of the moral and political sciences on international relations and considered that they had a part to play in the work of moral disarmament.

It decided that preliminary consultations and enquiries would have to be undertaken before setting up a programme committee.

2. *"Correspondence" and "Conversations".*—The Committee noted the conclusions of the "Conversation" organised at Madrid in May last under the auspices of the Permanent Committee on Arts and Letters (see document A.6.1933, pages 108 and 109).

It felt it was desirable to continue the study of the fundamental problem of the future of civilisation, the subject of the Madrid conversation, and recommended that attention should be concentrated on two essential points: the organisation of education so as to avoid excessive specialisation, and the action to be taken to make access to higher education easier for those most deserving it. It urged in this connection the importance of initiating an international policy of scientific research.

The Committee noted the first volumes of "Correspondence" and recommended that the series should be continued and devoted more particularly to the problems raised by those who attended the "Conversation" on the future of civilisation.

In conclusion, it thanked the Spanish Government for the facilities granted in order to ensure the success of the Madrid "Conversation".

3. *Scientific Study of International Relations.*—The Committee heard a report by the Director of the Institute on the results of the Conference on Higher International Studies held in London (see page 53).

It stressed the importance of these meetings, the scientific value of the communications there submitted and the useful contribution made by them to the study of current problems.

4. *Collaboration in the Re-organisation of Public Education in China.*—The Committee heard a statement on the study tour made under the auspices of the Intellectual Co-operation Organisation by a mission of Chinese educational experts in eight European countries between September 1932 and February 1933. The Commission was gratified at the success of the tour. It regarded the experiment as of exceptional interest and recommended the organising of similar tours for educational experts belonging to European countries.

Various remarks had been made on certain points in the report, particularly by Dr. James Yen, the Director of the Mass Education Movement, while certain Americans had commented on the passages in the report dealing with the application in China of educational systems used in the United States of America.

The Committee was anxious to hear the explanations of a member of the mission on these points. In the resolution which it adopted, it emphasised its appreciation of the Mass Education Movement, but gave prominence to the view taken by the mission of experts who had drawn attention to the dangers of merely imitating foreign systems without sufficiently adapting them to different conditions.

The Committee paid a tribute to the memory of one of the experts of the mission, M. C. H. Becker, who died on February 10th last.

5. *Moral Disarmament.*—The Committee heard a statement on the position of the work done by the Moral Disarmament Committee of the Conference for the Reduction and Limitation of Armaments.

It noted the new drafts framed for the next session of the Committee. As several of the questions submitted for consideration by the Moral Disarmament Committee were also on the Committee's agenda, it prepared its own draft text and expressed the hope that the Moral Disarmament Committee would bear this text in mind during its further proceedings.

## B. Special Questions.

### I. EDUCATION.

(a) *Continuation Classes and Adult Education.*—The Committee authorised the Institute of Intellectual Co-operation to start a comparative survey confined to a few countries of the methods used in adult education.

(b) *School Text-books.*—The Committee noted the work done in this field and decided to enter atlases and dictionaries among the works to which the "Casares procedure" is applicable.

## 2. SCIENTIFIC WORKS.

*List of Research Laboratories.*—The Committee discussed the programme drawn up for the international list, the first of which will be devoted to physics laboratories and will give information on these institutions useful to foreign research workers and students.

## 3. LITERARY QUESTIONS.

(a) "*Index Translationum*".—The Committee noted the recent developments of this publication, which now covers six new countries. It discussed the question of classifying bibliographical notes with a view to deciding whether the system of classification by country should be maintained or a classification by the language of origin of the translations adopted.

The Committee decided in favour of the former method, but stressed the importance of giving additional particulars as to the original languages of the translations.

(b) *Proposal of the P.E.N. Clubs.*—P.E.N. clubs had suggested creating an international League of Nations literary prize. The Committee did not see its way to support the suggestion. The P.E.N. clubs had also asked the Committee to study suitable methods for encouraging the free circulation of literary and scientific works. The International Institute of Intellectual Co-operation was asked to collect information on this question.

## 4. ART QUESTIONS.

(a) *Repatriation of Works of Art.*—This question, connected with the steps taken for the legal protection of national artistic treasures, had been raised at the Athens Conference for the Preservation of Historic Monuments. A preliminary draft international Convention has since been drawn up by the Director's Committee of the International Museums Office and submitted in the report of the International Committee on Intellectual Co-operation to the consideration of the Assembly.

(b) "*Bulletin of Popular Arts*".—This bulletin will serve as a link between the national committees on popular arts and other circles interested.

## 5. INTELLECTUAL RIGHTS.

The Committee approved the resolutions drawn up by the Committee of representatives of institutions specialising in the study of intellectual rights which was convened by the Institute on June 9th.

(a) *Rights of Science.*—It decided to refer again in its report to the problem of the rights of science. This problem has been before the Committee since its first session. The Committee expressed the hope that the appropriations made by States for science and for scientific institutions would not be unduly cut down owing to the need for strict budgetary economy.

(b) *International Federation of Inventors.*—In connection with a proposal submitted by the Italian Committee on Intellectual Co-operation studied already by the Committee on Intellectual Rights, the Committee, stressing the importance of the subject, recommended that, in any revision of the Paris Convention for the Protection of Industrial Property, the material and moral rights of inventors should be assured.

## 6. DOCUMENTATION AND ARCHIVES.

The Committee adopted the proposals submitted by the library experts and the expert archivists (see II, 3 and 4, page 53).

## 7. WIRELESS BROADCASTING AND INTERNATIONAL RELATIONS.

At the request of the Assembly of the League of Nations, the Committee on Intellectual Co-operation studied the international aspects of wireless broadcasting. During the year, the Institute convened a Committee of Experts, whose proceedings were published in the volume entitled "*Broadcasting and International Peace*".

The Committee felt that the experts' investigations had been sufficiently thorough to enable a more precise draft international agreement to be framed and submitted as a basis of discussion to Governments and wireless broadcasting concerns. After these consultations, a final draft could be prepared and submitted for the approval of Governments.

## 8. CINEMATOGRAPHIC PROBLEMS : FILMS ON THE LEAGUE OF NATIONS.

The Committee noted a report on the work of the International Educational Cinematographic Institute and stressed the importance of the "*Cinematographic Encyclopædia*" which would shortly be published. It expressed its interest in the International Congress on Education by Cinematograph, organised by the Educational Cinematographic Institute, which will be held in 1934 in Rome.

The Committee noted the preliminary work done on film scenarios dealing with the League of Nations. It recommended that the consultations held to secure more detailed proposals should be continued and that the Expert Committee of Representatives of the Film Industry should be convened as soon as possible by the International Educational Cinematographic Institute and devote itself more particularly to the work of producing a film on the League of Nations.

**9. RECOMMENDATION OF THE INTERNATIONAL FEDERATION OF MODERN LANGUAGE TEACHERS.**

The Federation has sent to the Committee a recommendation asking Governments to give modern language teachers free passport visas and travelling facilities for their study tours. The recommendation was considered with sympathy by the Committee.

**C. National Committees on Intellectual Co-operation.**

The International Committee has for several years past been considering the establishment of closer and more systematic co-operation between the International Organisation and the National Committees. This year, the Committee was glad to note that effect had been given to a suggestion that National Committees should be asked to send one of their members to represent them at the sessions of the Plenary Committee. The present session was attended by representatives of the Danish, Greek, Hungarian, Polish and Yugoslav Committees. The Lithuanian Ministry for Foreign Affairs sent one of its officials to follow the proceedings of the Committee as an observer.

At a meeting specially held for the purpose, the representatives of National Committees made statements on their organisation and work and offered suggestions for the future activity of the Organisation. This co-operation, partly rendered possible by the Information Section having invited three representatives of National Committees to Geneva as temporary collaborators, should, in the Committee's opinion, be continued in accordance with a general programme which the Executive Committee will draw up.

**D. Administrative Questions.**

**1. RE-ORGANISATION OF THE PERMANENT COMMITTEE ON ARTS AND LETTERS.**

The Committee on Intellectual Co-operation, in compliance with the recommendations made by the Council of the League of Nations on September 27th, 1932, and in view of the arrangements which it had itself proposed at its 1932 session, decided to take the following action for re-organising the Permanent Committee on Arts and Letters : Two members who had already tendered their resignation to the Chairman of the Committee will not be replaced. The term of office of three of the remaining members will be terminated and they will not be replaced. The other fourteen members, including the representatives of the Plenary Committee, will be re-elected for a period of three years.

The Committee considers that this reduction should enable the Permanent Committee in certain circumstances to call upon the assistance of persons not members of the Committee.

**2. RE-ORGANISATION OF THE SUB-COMMITTEE OF EXPERTS FOR THE INSTRUCTION OF YOUTH IN THE AIMS OF THE LEAGUE OF NATIONS.**

On this question, the Committee was called upon to give effect to certain decisions taken by it in 1932 and to the recommendations of the Council of the League of Nations.

It decided to recommend to the Council that the present Sub-Committee should be replaced by a committee directly attached to the Committee on Intellectual Co-operation. This committee, which would be called the "Advisory Committee for League of Nations Teaching", would consist of three members of the Committee on Intellectual Co-operation and two of the present members of the Sub-Committee of Experts. The Executive Committee of the Intellectual Co-operation Organisation would have power to appoint a maximum of five assessors to co-operate in the work of a session of the Committee. These assessors might be representatives of Ministries of Public Education or of international or national associations engaged in League of Nations teaching, or other experts. The members of the Advisory Committee would be appointed by the Committee for a term of three years.

**E. Creation of an International Committee of Architects.**

As the result of a proposal by the United Kingdom representative on the League Council for the international regulation of architectural competitions, the Council asked for the opinion of the International Committee on Intellectual Co-operation. The latter, after the question had first been studied by its Executive Committee, has framed certain proposals for submission to the Council of the League of Nations as furnishing the elements for forming a judgment. The Committee considers it essential, before expressing a final opinion, first to consult representatives of the professional circles concerned and asks permission to convene for this purpose a small committee of five architectural experts.

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14.

TECHNICAL CO-OPERATION BETWEEN THE LEAGUE OF NATIONS  
AND CHINA.

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At its meeting on July 3rd, the Council formally noted a communication from the Chinese Government, dated June 28th.

In this communication, the Chinese Government drew attention to the conditions under which the technical co-operation between the League and the National Economic Council created by the Chinese Government had been undertaken and carried out during the last two years. It informed the Council that, having decided to proceed actively with a plan of national reconstruction in certain Chinese provinces selected as models, it considered it advisable, with a view to securing more continuous co-operation between the League and the National Economic Council, that a technical agent accredited to the National Government of China and to the National Economic Council should be appointed in order to ensure the necessary liaison.

The Chinese Government, in its communication, recalled that, as a result of a decision taken by the Council on May 19th, 1931, the Secretary-General had in particular sent two high officials of the Secretariat to China for certain periods as liaison agents of the technical organisations of the League. A number of experts of the technical organisations had, moreover, been entrusted with missions relating to specific problems. Some specialists had also been appointed by the Chinese Government to perform various functions at the suggestion of the Secretary-General. The work undertaken had been concerned, in particular, with education, health, communications and public works, agriculture, public finance and the administrative system.

The Chinese representative stated that his Government desired that this collaboration should continue. The purpose of its request was to arrange for an expert to go to China with a view to promoting and facilitating the technical collaboration which had proved so helpful. He specified that this liaison officer would also assist the National Economic Council to co-ordinate the work of the various experts who had been engaged by the Chinese Government and were at present working in China.

Acting upon this request, the Council set up a Committee to take the necessary measures, the Secretary-General of the League being unable to assume responsibilities more extensive than those hitherto accepted in the sphere of technical co-operation between the League of Nations and China.

The Council asked its President and the representatives of the United Kingdom, China, Czechoslovakia, France, Germany, Italy, Norway and Spain to act on the Special Committee. It decided that this body within the limits compatible with its character of a small Committee, might, if necessary, invite other States to appoint representatives who would take part in its work.

The Committee met in Paris on July 18th, 1933. It decided, in exercise of the right conferred upon it by the Council, to invite a representative of the United States Government to participate in its work. The United States Government appointed for this purpose Mr. Theodore Marriner, who took part in the Committee's discussions as an unofficial observer.

A letter was received from the Chinese Government stating its views on the terms of reference of the technical agent to be appointed by the League.

Taking into account the terms of the Chinese Government's letter and the discussions which had taken place in the Council and at its own meeting, the Committee adopted the following resolution at the conclusion of its Paris session :

" The appointment of the technical agent requested by the Chinese Government is of a purely technical and entirely non-political character. In view of this fundamental principle, it is understood that the technical agent shall act as a technical liaison officer with the National Economic Council of China for the purpose of technical co-operation with the competent organs of the League of Nations.

" He shall hold office for one year. His salary and his travelling and subsistence expenses shall be defrayed by the Chinese Government.

" The duties of the technical agent shall be :

" (1) To supply information on the working of the technical organisations of the League and on the manner in which these organisations may be utilised for the purpose of co-operation in the reconstruction of China ;

" (2) To transmit to the Secretary-General of the League of Nations, for submission to the competent organisation or organisations, any request for technical co-operation which he may receive from the Chinese Government ;

" (3) To afford the Chinese Government such assistance as it may desire with a view to securing the co-operation of such experts as that Government might wish to engage for a technical service connected with the work of reconstruction, and

" (4) To assist the National Economic Council in co-ordinating on the spot the activities of the experts of the League's technical organisations.

" The technical agent shall forward to the Council frequent statements regarding his work and a detailed report at least once every three months. This report shall also be

communicated by the Secretary-General to such technical organisations of the League as have been called upon to co-operate at the Chinese Government's request.

"The technical agent shall apply to the Secretary-General of the League with a view to securing the assistance of the technical sections and organisations in any enquiries he may have to carry out in the discharge of his duties as defined above.

"It is understood that, whenever the technical agent forwards statements and reports on his work to the League, copies thereof shall be sent at the same time to the National Economic Council of China.

"The Committee of the Council appoints Dr. Rajchman, Director of the Health Section of the Secretariat, to act as technical agent with the duties defined above.

"In notifying the Council of its decisions, the Committee of the Council desires to state that it will in future remain at the Council's disposal for the purpose of :

"(1) Considering any questions relating to the League's technical co-operation in the reconstruction of China that may be laid before the Council by the Chinese Government ;

"(2) Examining the statements and reports received from the technical agent and discussing all questions relating to the discharge of his duties which the Committee may deem it desirable to consider."

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## 15.

### REQUEST FOR ASSISTANCE SUBMITTED BY THE LIBERIAN GOVERNMENT.

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The Committee of the Council met, as arranged, after the return to Europe of the special representative of the United States, to consider the results of the representations he had made with regard to the questions that had arisen in connection with the loan contract concluded between the Liberian Government and the Finance Corporation of America. It had proved possible to settle certain questions, but others had remained in suspense.

The Committee decided, however, to avail itself of the presence of the special representatives of the Liberian Government, of the Finance Corporation of America and of the Firestone Plantations Company to frame the financial part of the plan of assistance and it instructed its financial expert, Mr. Lighthart, with the assistance of the Financial Section of the Secretariat, to prepare a scheme in co-operation with the special representatives.

The views of the parties concerned were conflicting and Mr. Lighthart accordingly submitted proposals of his own. On the basis of these proposals, the Committee completed the plan already drawn up at its previous meetings (document C.720.1932.VII) and also introduced certain amendments. The complete plan of assistance now takes the form of a protocol to be adopted by the Council and to be signed by the Liberian Government (document C.421.M.214.1933.VII).

The Liberian representative made reservations as to the plan but promised to submit it to his Government. The Finance Corporation of America provisionally accepted it, subject to the settlement of the questions relating to the loan contract, with regard to which no agreement had been reached in the course of the negotiations at Monrovia.

In order to permit the Liberian Government to take its decision with a full knowledge of the facts, the Committee decided to send to Monrovia Dr. Mackenzie, who, as an expert, had been associated with the elaboration of the plan from the outset, his task being to provide the Liberian Government with all the information it might require.

The United States representative is also proceeding to Monrovia to discuss concurrently the amendments to be introduced into the loan contract.

The Liberian Government's decision is to be communicated in September, and the Committee will then judge as to what action should be taken in the matter.

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## 16.

### INTERNATIONAL RELIEF UNION.

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Twenty-seven States having ratified or adhered to the Convention of the International Relief Union; the Convention came into force on December 27th, 1932, and, in January 1933, the Council of the League of Nations invited those States to send representatives to the first meeting of the General Council of the Union, which was held at Geneva on July 10th and 11th, 1933.

The following States Members sent delegates :

Albania, M. Lec Kurti ; Germany, M. Paul Draudt ; Belgium, M. François ; *Substitute* : Baron de Traux de Wardin ; United Kingdom and New Zealand, Mr. Algernon Maudslay, C.B.E. ; Bulgaria, M. Stephan Laftchieff ; Danzig, Dr. Gerhard Karehnke ; Egypt, Mahmoud Fakhry Pasha ; Finland, M. Rudolf Holsti ; *Substitute* : M. P. K. Tarjanne ; France, Marquis de Lillers ; Greece, M. Raphaël ; Hungary, M. Baranyai ; India, Sardar Bahadur Balwant Singh Puri, O.B.E. ; Italy, M. Giovanni Ciraolo ; *Substitute* : M. Domenico Romano ; Luxemburg, M. Ch. Vermaire ; Monaco, M. Xavier John Raisin ; Persia, M. Abdallah Entezam ; Poland, Count Henri Potocki ; Roumania, M. Constantin Antonjade ; Switzerland, M. Paul Dinichert ; Czechoslovakia, Dr. J. M. Linhart ; Turkey, M. G. Hazin ; Venezuela, M. Parra-Pérez ; Yugoslavia, M. C. Fotitch.

The following were invited in an advisory capacity : the International Red Cross Committee, represented by its President, M. Max Huber ; the League of Red Cross Societies, represented by the Secretary-General, M. Ernest Swift ; the International Institute of Agriculture, represented by M. Valentino Dore, Director of the General Statistics Bureau ; the International Labour Office, represented by M. Pone ; and the Sovereign Order of the Knights of Malta, represented by Baron Henry de Fischer, Honorary "bailli" of the Order. The Italian Red Cross Committee was represented by Count Guido Vinci Gigliucci, who attended as an observer.

The General Council at its first meeting elected as its Chairman M. Paul Dinichert (Switzerland), and as its Honorary Chairman, Senator Ciraolo.

The General Council proceeded to the discussion of the agenda, which had previously been drawn up by the Council of the League of Nations (see document A.6.1933). It adopted its rules of procedure and administrative regulations, and constituted the Executive Committee of the Union, composed of seven members and seven substitute members, as follows : Members : M. Ciraolo, M. François, M. Draudt, the Marquis de Lillers, Mr. Maudslay, M. Parra-Pérez, M. Delta. Substitute members : Sardar Bahadur Balwant Singh Puri, M. Laftchieff, Dr. Linhart, M. Lazarevitch, Mahmoud Fakhry Pasha, Mr. Mackenzie, Count Potocki.

A resolution was adopted approving the draft agreement between the International Relief Union and the International Red Cross organisations (*i.e.*, the International Red Cross Committee and the League of Red Cross Societies) placing, in execution of Article 14 of the Statutes, the working of the permanent and central service of the Union in the charge of those organisations and authorising the Executive Committee, in conjunction with them, to make the necessary arrangements and agreements to that end.

At the conclusion of the session of the General Council, the Executive Committee held its first session at the headquarters of the International Red Cross Committee at Geneva.

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## B. PERMANENT COURT OF INTERNATIONAL JUSTICE.

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For a detailed and complete account of everything relating to the organisation and activities of the Court since the last session of the Assembly, the Secretary-General ventures to refer to the Court's ninth annual report. This work, which has just been published, will be distributed to Governments and to delegates duly accredited to the next session of the Assembly, as also to their legal advisers.

In past years, it has been the custom of the Secretariat to distribute to delegations, in the form of a specially printed document, some extracts from each of the Court's annual reports. As, however, this document did not appear altogether indispensable, the Secretary-General, actuated by considerations of economy, and in agreement with the Registrar of the Court, decided to suppress it.

On the other hand, it has been decided to insert, for the convenience of delegates, a chapter devoted to the Court in the Secretary-General's supplementary report. This chapter, which has been prepared by the Registrar, contains a brief outline of the principal events in connection with the Court which have occurred since the last session of the Assembly.

### I. COMPOSITION OF THE COURT.

The composition of the Court and its Chambers has undergone no change since the last session of the Assembly. Nor has there been any change in the Presidency. On the other hand, the term of office of the present President and Vice-President, as well as that of the various Chambers, expires on December 31st, 1933. New elections will be held in the last quarter of the year.

Since the last session of the Assembly, parties not possessing a judge of their nationality amongst the members of the Court have in several cases appointed judges to sit, pursuant to Article 31 of the Statute. These judges are : M. Römeris (Lithuania), M. Vogt (Norway), M. H. Zahle (Denmark), M. de Tomczanyi (Hungary), M. Hermann-Otavski (Czechoslovakia), M. Sfériadès (Greece).

## 2. THE REGISTRY.

The organisation of the Registry has undergone no change since the last session of the Assembly. It will be remembered that the resolution regarding the rationalisation of the services of the Secretariat and International Labour Office, adopted at that session, did not refer to the Registry.

## 3. PREMISES.

In October 1932, the Assembly approved a draft agreement to be concluded between the Secretary-General and the (Dutch) Carnegie Foundation regarding the conditions under which the latter was to place at the Court's disposal in the Peace Palace certain additional premises which had become indispensable as a result of the increase in the number of ordinary judges in 1930 and in view of the more permanent character which the Court will acquire as a result of the coming into force of the Protocol of September 14th, 1929, concerning the revision of the Statute.

The agreement in question was signed on December 1st, 1932, and the premises referred to therein were placed at the Court's disposal in April and in July 1933.

## 4. THE STATUTE.

Since the last session of the Assembly, the Dominican Republic and Paraguay have ratified the Protocol of December 16th, 1920, to which is appended the Court's Statute.

As regards the coming into force of the Protocol of September 14th, 1929, for the amendment of the Statute, four fresh ratifications—those of Lithuania, the Dominican Republic, Paraguay and Venezuela—have been deposited as a result of the appeal addressed to States by the Assembly in October 1932. Apart from the position of the United States of America, which is a special one, the ratifications of the following States are still required before the amendments can come into force : Abyssinia, Brazil, Chile, Panama, Peru and Uruguay.

## 5. THE RULES OF COURT.

The Court is conducting a methodical examination of its Rules, the revision of which it has undertaken in view, *inter alia*, of the possible coming into force of the " revised Statute ". It intends to complete this work before the end of the present year.

## 6. JURISDICTION.

### (a) TREATIES.

Since the last session of the Assembly, the following new agreements or treaties providing for the Court's jurisdiction (or for some extra-judicial action on the part of the Court or its President) have come to the knowledge of the Registrar :

Convention concerning air navigation between Germany and Belgium. Paris, May 29th, 1926.

Treaty of conciliation and arbitration between France and Portugal. Paris, July 6th, 1928.

Treaty of friendship between Lithuania and Persia. Moscow, January 13th, 1930.

Treaty of commerce and navigation between the German Reich and the Irish Free State. Dublin, May 12th, 1930.

Convention between Belgium and France for the establishment and working of an aerial line of communication Belgium-France-Congo. Brussels, May 23rd, 1930.

Treaty of judicial settlement, arbitration and conciliation between Belgium and Roumania. Bucharest, July 8th, 1930.

Convention between France and Greece for the establishment of lines of aerial navigation. Athens, June 5th, 1931.

Convention concerning conditions of residence, commerce and navigation between Roumania and Sweden. Bucharest, October 7th, 1931.

Treaty of friendship, conciliation and arbitration between Greece and Poland. Warsaw, January 4th, 1932.

Convention concerning the protection against accidents of workers employed in loading and unloading ships (revised in 1932) (adopted by the Labour Conference on April 27th, 1932).

Convention concerning the age for admission of children to non-industrial employment (adopted by the Labour Conference on April 30th, 1932).

Declaration made by Iraq on the occasion of the termination of the mandatory regime. Bagdad, May 30th, 1932.

Treaty of commerce and navigation between Panama and the Netherlands. Washington, July 2nd, 1932.

Treaty of conciliation, judicial settlement and arbitration between Norway and Turkey. Ankara, January 16th, 1933.



Treaty of judicial settlement, arbitration and conciliation between Norway and the Netherlands. The Hague, March 23rd, 1933.

Treaty of arbitration, judicial settlement and conciliation between the Kingdom of the Netherlands and the United States of Venezuela. The Hague, April 5th, 1933.

Treaty of judicial settlement, arbitration and conciliation between the Netherlands and Japan. The Hague, April 19th, 1933.

(b) THE OPTIONAL CLAUSE.

Since the last session of the Assembly, two States—Persia and the Dominican Republic—have ratified their declarations accepting the clause. Paraguay has accepted the clause by means of a declaration made at the time of the deposit of her ratification of the Protocol of Signature of the Statute; furthermore, Germany has renewed her acceptance of the clause.

The foregoing brings the number of States bound by declarations made pursuant to Article 36, paragraph 2, of the Statute to forty-two.

The situation as a whole, in so far as concerns the acceptance of the Optional Clause, is shown by the following table:

SYNOPTIC TABLE.

States which have signed the Optional Clause (49)				
without any condition as to ratification or other suspensive conditions			subject to ratification or other suspensive conditions	
but in the case of which the period of engagement has expired	but which have not ratified the Protocol of Signature of the Court's Statute	and which have ratified the Protocol of Signature of the Court's Statute	and in the case of which the condition or conditions are fulfilled	and in the case of which the condition or conditions were not fulfilled on June 15th, 1933
China	Costa Rica Nicaragua	Abyssinia Bulgaria Colombia Estonia Finland Greece Haiti Lithuania Luxemburg Norway Netherlands Panama Paraguay Portugal Salvador Spain Sweden Uruguay	Union of South Africa Albania Australia Austria Belgium Brazil United Kingdom Canada Denmark Dominican Republic France Germany Hungary India Irish Free State Italy Latvia New Zealand Persia Peru Roumania Siam Switzerland Yugoslavia	Czechoslovakia Guatemala Liberia Poland
States not bound by the Clause		States bound by the Clause (42)		States not bound by the Clause

I.

A. *States having signed the Optional Clause*: Abyssinia, Union of South Africa, Albania, Australia, Austria, Belgium, Brazil, United Kingdom, Bulgaria, Canada, China, Colombia, Costa Rica, Czechoslovakia, Denmark, Dominican Republic, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hungary, India, Irish Free State, Italy, Latvia, Liberia, Lithuania, Luxemburg, Netherlands, New Zealand, Nicaragua; Norway, Panama, Paraguay, Persia, Peru, Poland, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Uruguay, Yugoslavia.

II.

B. *Of these, the following have signed, subject to ratification, and have ratified*: Union of South Africa, Albania, Australia, Austria, Belgium, United Kingdom, Canada, Denmark, Dominican Republic, France, Germany, Hungary, India, Irish Free State, Italy, Latvia, New Zealand, Persia, Peru, Roumania, Siam, Switzerland, Yugoslavia.

C. *States having signed subject to ratification but not ratified* : Czechoslovakia, Guatemala, Liberia, Poland.

D. *States having signed without condition as to ratification* : Abyssinia, Brazil, Bulgaria, China, Colombia, Costa Rica, Estonia, Finland, Greece, Haiti, Lithuania, Luxemburg, Netherlands, Nicaragua, Norway, Panama, Paraguay, Portugal, Salvador, Spain, Sweden, Uruguay.

E. *States having signed without condition as to ratification but not ratified the Protocol of Signature of the Statute* : Costa Rica, Nicaragua.

F. *States in the case of which the period for which Clause accepted has expired* : China (date of expiration : May 13th, 1927).

### III.

G. *States at present bound by the Clause* : Abyssinia, Union of South Africa, Albania, Australia, Austria, Belgium, Brazil, United Kingdom, Bulgaria, Canada, Colombia, Denmark, Dominican Republic, Estonia, Finland, France, Germany, Greece, Haiti, Hungary, India, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Netherlands, New Zealand, Norway, Panama, Paraguay, Persia, Peru, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Uruguay, Yugoslavia.

#### (c) THE UNITED STATES.

Two fresh ratifications of the Protocol of September 14th, 1929, concerning the adherence of the United States of America to the Protocol of Signature of the Court's Statute have been received—namely, those of the Dominican Republic and Lithuania. For the entry into force of the Protocol, the ratifications still necessary are those of Abyssinia, the United States of America, Brazil, Chile, Haiti, Panama, Paraguay, Peru, Salvador and Uruguay.

#### 7. ACTIVITIES.

At the beginning of the last session of the Assembly, the Court had the following cases before it :

General list	Short title	Parties (or advisory opinion)
No. 43	Eastern Greenland	Denmark-Norway
No. 46	Castellorizo	Italy-Turkey
No. 48	Nightwork for women	Advisory opinion
No. 49	Prince of Pless	Germany-Poland
No. 51	Appeal from two judgments of December 21st, 1931, of the Hungaro-Czechoslovak M.A.T.	Czechoslovakia-Hungary
No. 52	South-Eastern Greenland	Norway-Denmark
No. 53	South-Eastern Greenland	Denmark-Norway
No. 54	Appeal from a judgment of April 13th, 1932, of the Hungaro-Czechoslovak M.A.T.	Czechoslovakia-Hungary

Since that date the following new cases have been submitted to the Court :

General list	Short title	Parties (or advisory opinion)
No. 55	Prince of Pless (jurisdiction)	Poland-Germany
No. 56	Appeal from two judgments of the Hungaro-Czechoslovak M.A.T. (jurisdiction)	Hungary-Czechoslovakia
No. 57	Appeal from a judgment of the Hungaro-Czechoslovak M.A.T. (jurisdiction)	Hungary-Czechoslovakia
No. 58	The Peter Pazmany University (Appeal from the judgment of February 3rd, 1933, of the Hungaro-Czechoslovak M.A.T.)	Czechoslovakia-Hungary
No. 59	The Lighthouses Case	France-Greece
No. 60	Polish agrarian reform	Germany-Poland

Furthermore, in cases No. 49 (Prince of Pless) and No. 60 (Polish agrarian reform), the Court has received requests for the indication of interim measures of protection.

In order to deal with the cases enumerated above, the Court has held four sessions—namely :

- The twenty-sixth (extraordinary) session, October 14th, 1932, to April 5th, 1933.
- The twenty-seventh (ordinary) session, February 1st to April 19th, 1933.
- The twenty-eighth (extraordinary) session, May 10th to 16th, 1933.
- The twenty-ninth (extraordinary) session, July 10th to 29th, 1933.

At these sessions all members of the Court were present with the exception of Mr. Kellogg, M. de Bustamante and M. Altamira.<sup>1</sup>

<sup>1</sup> In the case of the twenty-eighth and twenty-ninth sessions, which were convened at very short notice (Article 57 of the Rules), these three judges were not formally summoned, M. Altamira being ill and Mr. Kellogg and M. de Bustamante being too far from the seat of the Court for a summons to reach them in sufficient time.

## 8. CASES.

### (a) LEGAL STATUS OF EASTERN GREENLAND (No. 43).

On June 28th, 1931, some Norwegian hunters hoisted the flag of Norway in Mackenzie Bay in Eastern Greenland, and announced that they had occupied the territory lying between Carlsberg Fjord, to the south, and Bessel Fjord, to the north, in the name of the King of Norway. On July 10th, 1931, the Norwegian Government stated that it had felt obliged to proceed, in virtue of a Royal resolution of the same date, to the occupation of the territories in Eastern Greenland situated between latitude 71° 30' and 75° 40' N. The territory covered by this resolution was denominated by Norway "Eirik Raudes Land". The following day the Danish Government submitted the question to the Court.

The application instituting proceedings was filed with the Registry on July 12th, 1931. It was based on the Optional Clause of Article 36, paragraph 2, of the Court's Statute and pointed out that the territories covered by the Norwegian Government's proclamation of July 10th, 1931, announcing their occupation were, in the contention of the Danish Government, subject to the sovereignty of the Crown of Denmark. The application, after thus indicating the subject of the dispute, formulated the claim by asking the Court for judgment to the effect that "the promulgation of the above-mentioned declaration of occupation and any steps taken in this respect by the Norwegian Government constitute a violation of the existing legal situation and are accordingly unlawful and invalid".

The Norwegian Government, on the other hand, asked for judgment to the effect that Denmark had no sovereignty over Eirik Raudes Land and that Norway had acquired the sovereignty over that territory.

In the course of public sittings held between November 21st, 1932, and February 7th, 1933, the Court heard the statements, replies, rejoinders and observations presented on behalf of the two Governments.

The Court's judgment was delivered on April 5th, 1933.

In its exposition of the law, the Court first of all observes that the Danish claim is founded on the contention that the area occupied was, at the time of the occupation, subject to Danish sovereignty, since that area is part of Greenland, and at the time of the occupation Danish sovereignty existed over all Greenland. In support of this contention, the Danish Government advances two propositions. The first is that the sovereignty which Denmark now enjoys over Greenland has existed for a long time, has been continuously and peacefully exercised and, until the present dispute, has not been contested by any Power. The second proposition is that Norway has by treaty or otherwise herself recognised Danish sovereignty over Greenland as a whole and therefore cannot now dispute it.

The Norwegian Government, on the other hand, submits that the area occupied was, at the time of the occupation, *terra nullius*; its contention, in fact, being that the area in question lay outside the limits of the Danish colonies in Greenland and that Danish sovereignty extended no further than the limits of those colonies. Norway also maintains that the attitude which Denmark adopted between 1915 and 1921, when she addressed herself to various Powers in order to obtain a recognition of her position in Greenland, was inconsistent with a claim to be already in possession of the sovereignty over all Greenland, and that, in the circumstances, she is now estopped from alleging a long-established sovereignty over the whole country.

Each of the parties prayed the Court, in its submissions, to rule the other party responsible for the costs of the suit.

In the operative part of its judgment of April 5th, the Court finds that the declaration of occupation promulgated by the Norwegian Government on July 10th, 1931, and any steps taken, in this respect, by that Government, constitute a violation of the existing legal situation, and are, accordingly, unlawful and invalid; it rejects the opposing submissions of the Norwegian Government, which maintain the contrary view; and declares that there is no need to deviate from Article 64 of the Court's Statute, which lays down that each party will bear its own costs.

### (b) DELIMITATION OF THE TERRITORIAL WATERS BETWEEN THE ISLAND OF CASTELLORIZO AND THE COASTS OF ANATOLIA (No. 46).

By a special agreement signed at Ankara on May 30th, 1929, which came into force on August 3rd, 1931, the Turkish and Italian Governments agreed to request the Court to give its decision upon certain questions which had arisen in connection with the delimitation of the territorial waters between the island of Castellorizo and the coasts of Anatolia. The special agreement was notified to the Registry of the Court on November 18th, 1931. Together with the text of the special agreement, Turkey, which was not at that time a Member of the League of Nations, transmitted to the Registry a declaration made in conformity with Article 35, paragraph 2, of the Rules of Court.

By a letter, dated January 3rd, 1933—the day on which the time-limit ultimately fixed for the filing of cases by each party expired—the Turkish Chargé d'Affaires at The Hague, by order of his Government, informed the Registrar, with reference to the provisions of Article 61 of the Rules of Court, that his Government, acting in agreement with the Royal Italian Government, was discontinuing the proceedings instituted on November 18th, 1931, and requested him to note this communication in order that the suit might be removed from the Court's list. The same day, the Registrar received a similar communication from the Italian Government.

According to these communications, the dispute which had arisen between Italy and Turkey regarding the ownership of the islands, islets and rocks adjacent to the island of

Castellorizo had been settled by the signature of an agreement concluded at Ankara on January 4th, 1932. It was also stated in the said communications that this agreement had been ratified by the Italian Government and that the Turkish Government's ratification was expected in a few days' time.

The two parties being thus agreed in their intention to break off proceedings, the Court made an order, on January 26th, 1933, in which, after recording this fact and declaring that the proceedings begun in regard to the case concerning the delimitation of the territorial waters between the island of Castellorizo and the coasts of Anatolia were accordingly terminated, it decided that the case should be removed from its list.

(c) INTERPRETATION OF THE CONVENTION OF 1919 CONCERNING THE EMPLOYMENT OF WOMEN DURING THE NIGHT.

At its first session, held at Washington, the International Labour Conference, on November 28th, 1919, adopted a draft Convention concerning employment of women during the night. The Convention, which came into force on June 13th, 1921, contains the following clause :

" Article 3.—Women, without distinction of age, shall not be employed during the night in any public or private industrial undertaking, or in any branch thereof, other than an undertaking in which only members of the same family are employed."

The Government of the United Kingdom, which had ratified the Convention in July 1921, pointed out that the application of the Convention in the United Kingdom gave rise to difficulty. In the view of that Government, the above-quoted clause must have the effect of debarring women altogether from entering upon certain employments in which continuous working is necessary. For this reason, it proposed that the possibility of revising the Convention on the point in question should be considered.

As the procedure for revision, which was initiated in view of these representations, led to no result, the Governing Body of the International Labour Office decided, on April 6th, 1932, in pursuance of a British proposal, to ask the Council of the League of Nations to request the Court to give an advisory opinion upon the interpretation of Article 3 of the Convention of 1919.

In giving effect to this request, the Council, by resolution of May 9th, 1932, asked the Court to render an advisory opinion on the following question :

" Does the Convention concerning employment of women during the night, adopted in 1919 by the International Labour Conference, apply, in the industrial undertakings covered by the said Convention, to women who hold positions of supervision or management and are not ordinarily engaged in manual work ? "

According to the customary procedure, the request was communicated to the Members of the League of Nations, and to other States entitled to appear before the Court. Furthermore, the Registrar, by means of a special and direct communication, drew the attention of Governments of States which had ratified the Convention of 1919 concerning the employment of women during the night to the terms of Article 73, paragraph 1, sub-paragraph 3, of the Rules. The Registrar also sent the special and direct communication mentioned in Article 73, paragraph 1, sub-paragraph 2, of the Rules, to four international organisations.

As a result of these notifications, statements were filed on behalf of the German and British Governments, as well as by the International Labour Organisation, the International Federation of Trades Unions, and the International Confederation of Christian Trades Unions. The Court held public sittings on October 14th, 1932, to hear oral arguments submitted on behalf of the above-mentioned Governments and Organisations.

The opinion of the Court was delivered on November 15th, 1932. It arrived at the following conclusion :

" The Court is of opinion that the Convention concerning employment of women during the night, adopted in 1919 by the International Labour Conference, applies, in the industrial undertakings covered by the said Convention, to women who hold positions of supervision or management and are not ordinarily engaged in manual work."

(d) ADMINISTRATION OF THE PRINCE VON PLESS (Nos. 49 and 55).

On May 18th, 1932, the German Government instituted proceedings before the Court against the Polish Government founded on an alleged violation by the Polish Government of certain obligations incumbent upon the latter Government under the Geneva Convention of May 15th, 1922, concerning Upper Silesia in regard to the Administration of the Prince von Pless, a Polish national belonging to the German minority in Polish Upper Silesia.

In its application, the German Government formulated the subject of the dispute, and asked the Court to give judgment to the following effect :

" (1) That the attitude of the Polish Government and authorities towards the Pless Administration in the matter of income taxes for the fiscal years 1925 to 1930—especially as regards the application of the procedure by default, the accumulation of the amounts due over several fiscal years, the interpretation and application of the provisions concerning depreciation and the non-taxation of charges relating to the acquisition, maintenance and security of revenue, together with the revaluation of items in the balance-sheets—is in conflict with Articles 67 and 68 of the Geneva Convention ;

“ (2) That acts of the fiscal authorities in conflict with the aforementioned provisions are, according to Article 65 of the Geneva Convention, null and void ;

“ (3) That the Polish Government is bound to indemnify the Prince von Pless for the damage resulting from the attitude referred to in (2) above, and that the applicant Government shall subsequently be given an opportunity of stating the figure claimed for this indemnity ;

“ (4) That the Pless Administration enjoys full liberty to appoint its employees and workmen, regardless of race and language, without being exposed in this connection to any pressure whatever from the Polish Government and authorities.”

By a document, filed with the Registry on October 8th, 1932, the Polish Government raised a preliminary objection, under Article 38 of the Rules, to the German Government's application submitting that the Court should “ declare the German Government's application inadmissible ”.

On February 4th, 1933, the Court made an order in regard to the Polish preliminary objection. By this order, the Court joined the preliminary objection to the merits, in order to pass upon the objection and, if the latter were overruled, upon the merits, by means of a single judgment. At the same time, it fixed August 15th, 1933, as the latest date for the filing of the counter-case by the Polish Government, subject to the two following reservations :

Should the Polish Government ask for an extension of the time-limits, on the ground that the Supreme Polish Administrative Tribunal has not pronounced judgment by July 1st, 1933, upon the appeals of the Prince von Pless, the Court will give effect to such a request (No. 4 of the Operative Clauses) ; should the German Government, after that date, and having regard to a request for an extension made by the Polish Government, submit a request for the fixing of time-limits, based on the contention that there has been an unwarrantable delay in the delivery of the said decision by the Supreme Administrative Tribunal, the Court would consider such request after duly hearing both parties (No. 5 of the Operative Clauses).

In a letter, dated June 29th last, the agent of the Polish Government adverted to the order of February 4th and requested the Court to extend the time-limits in question till December 31st. On July 4th, the Court made an order complying with this request, without prejudice to the rights of the German Government's agent, under No. 5 of the Operative Clauses of the order of February 4th. On being informed of the Polish request and of the order made by the Court, the German Government's agent announced, on July 8th, that his Government did not intend to submit a request as provided in No. 5 of the Operative Clauses. Accordingly, the time-limits fixed in the order of July 4th have become definitive, and the case will be ready for hearing on or after February 28th, 1934.

In the meantime, the German Government's agent had requested the Court, in a document dated May 2nd, 1933, “ to indicate to the Polish Government as an interim measure of protection, pending the delivery of judgment upon the application of May 18th, 1932,<sup>1</sup> that it should abstain from any measure of constraint in respect of the property of the Prince von Pless on account of income tax ”. In support of this application, the aforesaid agent alleged that the Prince had received, on April 20th, 1930, two summonses for the payment within fifteen days of a sum of several million zloty on account of income tax, accompanied by a threat of measures of constraint, an attachment having already been decreed.

This document having been received on May 3rd, the President immediately convened the Court in extraordinary session for May 10th, 1933, pursuant to Article 57 of the Rules of Court.

On May 8th, 1933, the Polish Government transmitted to the Court declarations to the effect : that the summonses for payment had been sent to the Prince by an oversight ; that the Government of the Republic had annulled them ; and that the said Government maintained its declaration that it would suspend measures of constraint in respect of the income tax of the Prince von Pless for the years 1925 to 1930, and would not collect these taxes until the Court had finally decided the dispute now pending before it. On learning of this declaration, the German Government's agent informed the Court that the German Government was in agreement with the course adopted by the Polish Government for the settlement of the matter in question, that he notified the said agreement to the Court, and that he requested the latter, applying Article 61, paragraph 1, of the Rules of Court, by analogy, to take note of the agreement reached.

By an order dated May 11th, 1933, the Court noted the fact that the Polish Government had annulled the measures of constraint taken against the Prince von Pless, and took note of the said Government's declaration that it would suspend any measures of constraint against the Prince von Pless in respect of his income tax for the years 1925 to 1930, and the collection of the taxes due by him for those years, until the Court had finally decided the dispute. At the same time, it noted the German Government's declaration that it was in agreement in regard to the settlement of the question. Accordingly, it declared that the request for the indication of interim measures had ceased to have any object.

**(e) APPEALS FROM CERTAIN JUDGMENTS OF THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL DELIVERED ON DECEMBER 21ST, 1931, AND APRIL 13TH, 1932 (Nos. 51, 54, 56 and 57).**

On July 11th, 1932, the Czechoslovak Government filed an application, dated July 7th, “ appealing from the judgments of December 21st, 1931, of the Hungaro-Czechoslovak

<sup>1</sup> At the same time, on May 5th, 1933, the President telegraphed to the Polish Minister for Foreign Affairs, suggesting the desirability of considering the possibility of suspending any measures of constraint against the Prince von Pless until the Court was able to meet and give a decision.

Mixed Arbitral Tribunal concerning questions of jurisdiction in the case of Alexander Semsey and others *v.* the State of Czechoslovakia (No. 321) and in the case of Wilhelm Fodor *v.* the State of Czechoslovakia (No. 752)". On July 25th, 1932, the same Government filed an application, dated July 20th, "appealing from the judgment of April 13th, 1932, of the Hungaro-Czechoslovak Mixed Arbitral Tribunal upon merits in the case of the Ungarische Hanf- und Flachs industrie *v.* (1) the State of Czechoslovakia, and (2) the Flax Spinners' Association (No. 127)". Both applications involved Article X of the Agreement II, concluded at Paris on April 28th, 1930. This article is worded as follows :

"Czechoslovakia, Yugoslavia and Roumania, of the one part, and Hungary, of the other part, agree to recognise, without any special agreement, a right of appeal to the Permanent Court of International Justice from all judgments on questions of jurisdiction or merits which may be given henceforth by the Mixed Arbitral Tribunals in all proceedings other than those referred to in Article I of the present Agreement.

"The right of appeal may be exercised by written application by either of the two Governments between which the Mixed Arbitral Tribunal is constituted within three months from the notification to its agent of the judgment of the said Tribunal."

By the date fixed for the presentation of counter-cases in the two suits, the Hungarian Government lodged preliminary objections in respect of each of the two applications filed by the Czechoslovak Government. The Court, by an order dated October 26th, 1932, joined these objections. The opening of the oral proceedings was fixed for May 9th, 1933.

In a letter dated April 8th, 1933, however, the Czechoslovak Government's agent informed the Court that his Government withdrew the "appeals" in question. On being informed of the contents of this letter, the Hungarian Government's agent, in a letter of April 18th, 1933, declared that the Hungarian Government "notes with satisfaction the notification of the withdrawal of the suits and also the fact that, accordingly, these proceedings, which had been instituted before the Court by the Government of the Czechoslovak Republic, are now happily terminated and no longer affect the relations between the Kingdom of Hungary and the Czechoslovak Republic".

The Court, holding that the withdrawal of the suits by the Czechoslovak Government, having been duly acquiesced in by the Hungarian Government and notified to the Court, terminated the proceedings begun, made an order on May 12th, 1933, in which it noted the declarations of the two agents, declared the proceedings in these suits terminated and decided that they should be removed from the list.

(f) LEGAL STATUS OF THE SOUTH-EASTERN TERRITORY OF GREENLAND (Nos. 52 and 53).

On July 18th, 1932, the Norwegian Government filed an application instituting proceedings against the Danish Government in regard to the legal status of certain parts of the south-eastern territory of Greenland. This application indicated the subject of the dispute as follows : "By a Royal Decree of July 12th, 1932, the Royal Norwegian Government has placed the south-eastern territory of Greenland situated between latitudes 63° 40' and 60° 30' North under the sovereignty of Norway". On the same day, the Danish Government, for its part, filed an application respecting the legal status of the same territory and indicating as the subject of the dispute the fact that the Norwegian Government had declared that it had proceeded to occupy the territory above-mentioned, which, in the contention of the Danish Government, was subject to the sovereignty of the Crown of Denmark. By an order of August 2nd, 1932, the Court joined the two suits. On the following day, by a second order, the Court had decided on a request by the Norwegian Government for the indication of interim measures of protection.

In a letter of April 18th, 1933, the Norwegian Government's agent informed the Court that, by a Royal Decree of April 7th, 1933, his Government had revoked the Royal Proclamation of July 12th, 1932, and that, in these circumstances, it withdrew the application of July 18th, 1932, instituting proceedings in regard to the legal status of the territories in question. The same day, the Danish Government's agent, for his part, informed the Court that, the Norwegian Government having notified the Danish Government of the withdrawal of its declaration of occupation, the Danish Government, pursuant to Article 61 of the Rules of Court, withdrew its application of July 18th, 1932.

In these circumstances, the Court, by an order of May 11th, 1933, noting these declarations of withdrawal, declared the proceedings in this case closed and decided that it should be removed from the list.

(g) APPEAL AGAINST A JUDGMENT DELIVERED ON FEBRUARY 3RD, 1933, BY THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL IN THE CASE CONCERNING THE PETER PAZMANY UNIVERSITY *versus* THE CZECHOSLOVAK STATE (No. 58).

On May 9th, 1933, the Czechoslovak Government, invoking Article X of Agreement II concluded at Paris on April 28th, 1930 (see (e) above), filed an "application instituting proceedings by the Czechoslovak Government in appeal from the judgment on jurisdiction and merits given by the Hungaro-Czechoslovak Mixed Arbitral Tribunal in the case of the Royal Peter Pazmany University of Budapest *versus* the Czechoslovak State (No. 221)".

The Court treated this application "in appeal" as an ordinary application within the meaning of Article 40 of the Statute. At the same time, in the order fixing the time-limits for the written proceedings, it declared that, by thus fixing the dates, it "in no way affects the question whether the application is admissible or whether the Court has jurisdiction".

The case will be ready for hearing in September 1933.

(h) THE FRANCO-GREEK LIGHTHOUSES CASE (No. 59).

On May 23rd, 1933, the Minister of France and the Greek Chargé d'Affaires at The Hague filed a Special Agreement with the Registry, dated July 15th, 1931, in virtue of which the French and Greek Governments submit to the Court a dispute relating to the question whether the contract concluded on April 1/14, 1913, between the French firm Collas & Michel, known as "Administration générale de Phares de l'Empire ottoman", and the Ottoman Government, extending the concession contracts granted to this firm from September 4th, 1924, until September 4th, 1949, was regularly concluded and accordingly whether it is effective as regards the Greek Government, in so far as concerns lighthouses situated in territories allocated to that Government after the Balkan wars or subsequently.

It is provided by the Special Agreement that, once the question has been decided, all pecuniary claims and the fixing of the sum payable for the redemption of the concession, shall, failing an agreement, be submitted to an arbitral tribunal, the president of which may, if necessary, be designated by the President of the Permanent Court of International Justice.

This case will be ready for hearing at the opening of the Court's ordinary session on February 1st, 1934.

(i) APPLICATION OF THE POLISH AGRARIAN REFORM LAW TO THE GERMAN MINORITY IN THE VOIVODESHIPS OF POSNANIA AND POMERELIA (No. 60).

At the meeting of the Council of the League of Nations on February 1st, 1933, the representative of the German Government had announced the intention of that Government to bring the case in question before the Court.

The application instituting proceedings was filed on July 3rd, 1933. It was submitted by the German Government in virtue of the right conferred upon it, in its capacity as a Member of the Council of the League of Nations, by Article 12 of the Treaty concerning the Protection of Minorities, concluded at Versailles on June 28th, 1919, between the Principal Allied and Associated Powers and Poland; the German Government requested the Court to declare that violations of this Treaty had been committed to the detriment of Polish nationals of German race, and to order reparation to be made.

At the same time, the German Government filed with the Registry a request for the indication of interim measures of protection, in order to preserve the *status quo*, until the Court should have delivered final judgment in the suit submitted by the application.

In conformity with the terms of its Statute and its Rules, the Court had to be convened in a special session to pass upon the last-mentioned request. After hearing oral observations from the agents of the parties, at public hearings held on July 19th, 20th and 21st, the Court delivered an order, on July 29th, 1933, by which it dismissed the request, declaring that the latter was not in conformity with the relevant provisions of the Court's Statute.

As the time-limits which have so far been fixed relate solely to the submission of the case and counter-case in this suit, the date on which the suit will be ready for hearing has not yet been settled.

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Geneva, July 5th, 1933.

LEAGUE OF NATIONS

12

**INTRODUCTION**

to the

Report on the Work of the League since the  
Thirteenth Session of the Assembly.





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## INTRODUCTION.

The work of the League during the period under review in the annual report to the Assembly for 1933 was unusually heavy. Apart from the current activities of the League, the Conference for the Reduction and Limitation of Armaments was in session for the greater part of the year; the Sino-Japanese dispute was dealt with by a special session of the Assembly; the Council met frequently to consider disputes between Colombia and Peru, between Bolivia and Paraguay, and between the United Kingdom and Persia; the preparatory work for the Monetary and Economic Conference was entrusted to a special Committee.

## LEGAL QUESTIONS.

### COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTION TO THE COUNCIL.

The Council, in January 1932, giving effect to a resolution adopted by the Assembly on September 25th, 1931, appointed a special Committee to study the existing system of election to the Council. The Committee held two sessions, the first from January 30th to February 4th and the second from May 16th to May 19th, 1933; it finally adopted a report which has been communicated to the Council and to the Assembly.

The principal task of the Committee was to consider what remedies might be found for the fact that representation on the Council is at present habitually limited to States belonging to certain groups. Apart from the permanent Members of the Council and two States which expect to be declared re-eligible on the termination of their period of office, the seats available under the present system fall to the Latin-American States (three seats), the so-called ex-neutral States (one seat), the *Petite Entente* (one seat), the British Dominions (one seat) and the Asiatic States (one seat). There thus remain some ten to fifteen Members of the League which at present have no effective prospect of entering the Council.

The Committee discussed two possible remedies—namely, the modification of the present practice in regard to the representation of groups and the creation of one or two additional non-permanent seats. It finally adopted a compromise solution, recommending that for the period beginning with the election of the non-permanent Members of the Council at the session of the Assembly in September 1933, and ending with the election of the non-permanent Members in the year 1936, the number of non-permanent seats on the Council should be provisionally increased from nine to ten. The recommendation is put forward as provisional and temporary and as designed to avoid making any proposals for the moment which might involve constitutional changes in the composition of the Council or a permanent increase in its membership.

### NATIONALITY OF WOMEN.

The Council, on January 24th, 1933, giving effect to a resolution adopted by the Assembly on October 12th, 1932, instructed the Secretary-General to write to the Members of the League and other Governments which took part in the Hague Conference for the Codification of International Law asking them to inform him of any changes which might be made in their laws in regard to the nationality of women and requesting them in any case to supply him, during 1935, with statements as to the effect of their nationality laws upon the status of women.

The relevant provisions of the Hague Convention cannot normally be subject to revision before January 1st, 1936, and any amendment of the Convention outside the normal procedure for revision is considered to be impracticable, the various Governments having shown in the written statements presented to the Assembly in 1932 that there is unlikely to be any immediate change in their attitude or any immediate development of national legislation in regard to the question.

### GRADUAL UNIFICATION OF CRIMINAL LAW AND CO-OPERATION OF STATES IN THE PREVENTION AND SUPPRESSION OF CRIME.

The Secretary-General has communicated to the Governments, in accordance with resolutions adopted by the Assembly on September 23rd, 1931, and October 11th, 1932, a joint reply received from the international organisations which were invited, under the resolution of September 23rd, 1931, to express their views as to the way in which the assistance of the League might be of value with a view to achieving the gradual unification of criminal law and the co-operation of States in the suppression of crime. The replies received to this enquiry will be submitted to the Assembly for its consideration.

## FINANCES OF THE LEAGUE.

During 1932, only 79.2 per cent of the amount of the contributions due for the year was received from the States Members, as against 85.62 per cent in 1931. The total amount received on account of arrears during 1932 was 1,899,144.61 gold francs, as compared with 1,565,521.80

gold francs during 1931. The Secretariat of the League on December 31st, 1932, showed a cash surplus of 2,375,675.76 gold francs. The International Labour Organisation showed a deficit of 835,355.57 gold francs, and the Permanent Court of International Justice a deficit of 623,663.13 gold francs.

The growing tendency of States to delay the payment of their contributions has been a source of grave preoccupation to the Supervisory Commission. In May of this year, the Commission thought fit to draw the attention of the Council to this matter and to solicit its assistance. The Council decided to forward the letter from the Supervisory Commission to all States concerned and to reconsider the question at its September session.

The total League budget for 1934, as submitted to the Assembly, amounts to 30,639,275 gold francs, showing a reduction of 2,789,857 francs, or 8.34 per cent, as compared with 1933. The budget of the Secretariat and of the Special Organisations of the League is 15,703,631 gold francs, as compared with 17,322,459 francs for 1933 and 19,174,317 francs for 1932. On salaries of the Secretariat, 200,000 francs was saved, the Secretary-General having accepted a lump-sum reduction of that amount in respect of vacant posts which will not now be filled.

The questions of rationalisation of services and technical concentration of League activities have been studied at several meetings by the Supervisory Commission, in accordance with the decision of the last Assembly, and a special report on these subjects will shortly be forwarded to the Assembly.

### COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The Conference of Lausanne instructed a special Committee to submit to the Commission of Enquiry for European Union proposals with a view to the financial and economic restoration of the countries of Central and Eastern Europe. These proposals included, in particular: (a) measures to overcome the present transfer difficulties of these countries and to make possible the progressive suppression of the existing systems of exchange control; and (b) measures to revive the activity of trade, both among those countries themselves and between them and other European States. The Conference drew particular attention to the difficulties caused to the agricultural countries of Eastern and Central Europe by the low prices of cereals.

The above proposals were referred to a Conference which sat at Stresa from September 5th to September 20th, 1932. It was attended by representatives of Austria, Belgium, the United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Greece, Hungary, Italy, the Netherlands, Roumania, Switzerland and Yugoslavia.

The Conference expressed the view that the crisis from which Central and Eastern Europe suffered, though it was undoubtedly a consequence of the world crisis, had nevertheless been appreciably aggravated by the obstacles and restrictions of all kinds imposed upon trade in the countries concerned. It drew attention to the danger which Europe incurred in continuing to maintain the impediments to trade involved in the existing systems of prohibitions, licences, quotas and indirect protectionism. It recommended a rational policy of commercial agreements with a view to encouraging a normal development of trade, the removal of restrictions placed on dealings in foreign exchange and on commercial transactions and, pending the abolition of such restrictions, an increase of the quotas allowed under the existing system.

The Conference, noting that one of the principal causes of the crisis in Central and Eastern Europe was the fall in the price of agricultural products, framed a draft Convention, valid until 1935, for the revalorisation of cereals. Under this Convention, a fund would be constituted of 75,000,000 Swiss francs to be drawn from the participating States, which would either meet their obligations by arrangements made under bilateral treaties or by a special contribution. Facilities would be accorded in respect of the average quantities of cereals exported by each country during the last three years. A committee, consisting of a delegate of each of the countries benefiting from the arrangement, a delegate of each of the purchasing countries and two representatives of European non-importing countries, would determine the share to be allotted to each of the beneficiary States. Other measures recommended by the Conference were an improvement in the system of transport, the adoption of a programme of public works, the establishment under the Convention of 1931 of an international mortgage credit company and the creation of an international short-term agricultural bank.

The financial recommendations of the Conference included suggestions regarding the settlement both of short-term and long-term debts. The Conference suggested direct negotiations between debtors and creditors, in which account would be taken of the real value of the credits involved and of the adjustments which were necessary. The debtor countries were advised as soon as possible to make a progressive transfer of foreign short-term capital, and it was urged that foreign short-term credits should be gradually, but as rapidly as possible, used within the countries concerned as freely as national capital. The Conference strongly urged the suppression of existing restrictions on exchange transactions. It emphasised that contractual obligations in the matter of long-term debts could only be modified with the consent of the creditors and laid down as a principle that the treatment of foreign creditors should not be more unfavourable than that accorded to national creditors.

Finally, the Conference proposed that there should be constituted a fund for the normalisation of currency conditions in Central and Eastern Europe. The immediate object

of the fund would be to provide Central Banks with assistance by increasing their reserves at the opportune moment by means of repayable advances.

The Commission of Enquiry for European Union reviewed these proposals at a session held from September 30th to October 1st, 1932. It approved the reports, conclusions and drafts of the Conference of Stresa and declared itself ready to apply, as far as possible and without delay, the general guiding principles embodied in them. It was understood that the texts would be forwarded to the Council of the League of Nations, to the Preparatory Commission of Experts for the Monetary and Economic Conference and to the Conference itself.

The Commission of Enquiry further asked the Council to arrange, with the help of the competent organs of the League and other qualified experts, for the framing in detail of the scheme for a draft currency normalisation fund and for a consideration of the question whether and in what circumstances this fund might be combined with the fund for the revalorisation of cereals.

The Council noted these proposals on October 15th, 1932, and the President of the Council was authorised to appoint a committee of experts to consider the proposals for a currency normalisation fund and a fund for the revalorisation of cereals.

The Commission of Enquiry for European Union gave special attention to the crisis which had arisen for Eastern Europe in the tobacco trade, and it decided to ask the Council of the League to make arrangements for a practical enquiry into the matter. In accordance with this suggestion, a committee, including delegates from Austria, Belgium, the United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Greece, Hungary, Italy, Poland, Sweden, Switzerland, Turkey and Yugoslavia, met at Geneva in March 1933. The Committee considered the possibility of extending the market for eastern tobaccos, amending the fiscal and Customs provisions applied to them and improving the organisation of the trade in the producing countries. It examined, in particular, an agreed proposal, presented on behalf of the countries exporting eastern tobaccos, for a better regulation of the sale of tobacco abroad by the countries concerned. The practical remedy approved by the Committee was the establishment of a regulating stock in each of the three countries specially concerned—namely, Bulgaria, Greece and Turkey. The scheme was based upon a regulation of production and co-operation between buyers and sellers, the principal buyers undertaking to obtain a small part of their supplies from the regulating stock.

## POLITICAL QUESTIONS.

### THE SINO-JAPANESE DISPUTE.

The Assembly, on February 24th, 1933, under paragraph 4 of Article 15 of the Covenant, adopted a report describing the circumstances of the Sino-Japanese dispute and the solutions which it deemed just and proper in regard to it. The report was unanimously adopted, the votes of the parties not being taken into account.

The Chinese delegation, on the same day, intimated that its Government accepted the recommendations of the Assembly. It observed, however, that the fulfilment of these recommendations would depend upon their unreserved acceptance by Japan and that, pending such acceptance, the rights of China would obviously not be prejudiced. Japan decided against accepting the report and the Japanese delegation, after the vote had been taken, left the Assembly and published, under paragraph 5 of Article 15, a statement of the facts of the dispute and her own conclusions. The Japanese Government subsequently, on March 27th, 1933, notified the Assembly that Japan intended to withdraw from the League of Nations on the expiry of the time-limit of two years mentioned in paragraph 3 of Article 1 of the Covenant.

The Secretary-General, in conformity with the last paragraph of the report adopted by the Assembly on February 24th, communicated a copy to the States non-members of the League, parties to the Pact of Paris or to the Nine-Power Treaty, expressing the hope, on behalf of the Assembly, that they would associate themselves with the views contained in the report and, if necessary, consult with the Members of the League as to their attitude and action in the matter.

The Secretary of State of the United States of America, in reply to this communication, declared that the United States Government was generally in agreement with the conclusions of the Assembly, particularly in regard to the principle of non-recognition of situations brought about by force. The Soviet Government, on the other hand, in a communication dated March 8th, explained the circumstances which made it impossible for it to accept the decisions taken by the Assembly.

The Assembly, on February 24th, on approving the report, adopted a resolution setting up an Advisory Committee to follow the situation in the Far East, to assist the Assembly in performing its duties under paragraph 3 of Article 3 of the Covenant and to help the Members of the League in concerting their attitude and action among themselves and with the non-member States.

The Advisory Committee, in accordance with its instructions, invited the Governments of the United States of America and the Union of Soviet Socialist Republics to take part in its work. The United States Government instructed its Minister in Switzerland to participate in the discussions of the Committee, but without the right to vote, declaring that it was

necessary for the United States Government to exercise its independent judgment as to any proposals which the Advisory Committee might recommend. The Soviet Government intimated that it was not possible for it to take part for the moment in the work of the Committee.

The Advisory Committee, on March 15th, entered upon a study of two questions : the export of arms in connection with the situation in the Far East and the application of the undertakings of the Members of the League, contained in the report adopted by the Assembly.

The Committee, at a meeting held on March 28th, noted that enquiries had been undertaken concerning the export of arms in connection with other disputes in another part of the world and that definite questions relating both to principles and methods of application had already been put to the Governments represented on the bodies of the League which were dealing with these disputes. It was understood that the members of the Committee would consult their Governments on the same questions with a view to determining the essential facts.

The Japanese army, subsequent to the adoption of the report by the Assembly, occupied the province of Jehol. Japanese military operations have also extended to the south of the Great Wall, in the province of Hopei.

#### DISPUTE BETWEEN THE GOVERNMENT OF THE UNITED KINGDOM AND THE IMPERIAL GOVERNMENT OF PERSIA.

The Persian Government, on November 27th, 1932, addressed to the Resident Director in Teheran of the Anglo-Persian Oil Company a note to the effect that the D'Arcy Concession of 1901, under which the company had undertaken to develop and render suitable for trade the oil and other products from the oilfields throughout the whole extent of the Persian Empire, did not in its opinion protect the interests of Persia and that it consequently found itself obliged to cancel the concession. The Persian Government intimated at the same time it would not in principle refuse to grant a new concession to the company.

The United Kingdom Government, being informed of this situation, took up the matter in exercise of its right to protect a United Kingdom national injured by an act which, in the opinion of the United Kingdom Government, had been committed by another State contrary to international law. The United Kingdom Minister in Teheran on December 2nd, 1932, accordingly forwarded to the Persian Government a note protesting against the action of that Government. The Persian Government replied by re-affirming its right to cancel the concession, emphasising its readiness to negotiate directly with the company with a view to granting a new concession and representing that the responsibility for any damage accruing to the company would rest with the company itself.

The United Kingdom Government, on December 8th, 1932, intimated that, if the Persian Government persisted in its decision, the former would have no alternative but to refer the dispute which had arisen to the Permanent Court of International Justice at The Hague as a matter of urgency under the Optional Clause. It further declared that it would hold the Persian Government responsible for any damage accruing to the company as a consequence of the action which had been taken.

The Persian Government, on December 12th, 1932, contested the competence of the Permanent Court to deal with the question under the Optional Clause, re-affirmed its desire to come to an agreement directly with the company and stated that it could not recognise any responsibility in regard to the company. Finally, it stated that it regarded itself as entitled to bring to the notice of the Council of the League of Nations the threats and pressure to which it was being subjected.

The United Kingdom Government, in these circumstances, on December 14th, 1932, requested that the dispute should be referred to the Council under Article 15 of the Covenant.

The concession in dispute was held by the Anglo-Persian Oil Company as the legal successor to Mr. William Knox D'Arcy in respect of rights acquired by him from the Persian Government on May 28th, 1901. The Persian Government was entitled to receive, in addition to certain sums in cash and shares, 16 per cent on the annual net profits of any companies formed to work the concession. Various interpretations had arisen as between the Persian Government and the company in regard to the basis on which the annual net profits of the company should be estimated for the purpose of calculating royalties due to the Persian Government. These disputes were provisionally settled on December 22nd, 1920, in two agreements, one fixing the basis on which the company's profits were to be calculated and the other providing that the Persian Government should accept in final settlement of all outstanding questions the sum of one million pounds sterling. The Persian Government contended, however, that these agreements were not limited to interpreting the concession, but that they involved a revision of certain articles. It held that, from this moment, the concession might be regarded as obsolete and urged that a new concession should be negotiated.

Negotiations for a new concession were opened in March 1929. A preliminary arrangement was not, however, signed until the beginning of 1932. Under this arrangement, a draft royalty agreement was subsequently initialled on behalf of the company but not ratified by the Persian Government, which, in June 1932, asked that further negotiations should be opened and stated that it was studying new proposals for submission to the company.

Meanwhile, the Persian Government was in receipt of the provisional royalty figures for the year 1931, which showed a decrease as compared with the figures for 1930 from £1,288,312 to £306,872. The Persian Government refused to accept the royalty and, as already noted, purported to cancel the concession on November 27th, 1932.

The Persian Government did not question the legality of the concession, but pleaded that the company had not fulfilled its obligations. It contended that, apart from the disputes which had arisen in regard to the payment of dues, the company had not carried out its undertakings to develop the oil resources of the Persian Empire on the lines laid down in the concession. It had, moreover, evaded its obligation to employ Persian subjects in working the concession and, in the course of its disputes with the Persian Government, it had refused to fulfil its undertaking to have recourse to arbitration under Article 17 of the concession. The Persian Government therefore considered itself justified in cancelling the concession. Moreover, it did not consider that the United Kingdom Government had any right to intervene, since the Anglo-Persian Oil Company was free to apply to the Persian courts for a remedy and was invited to negotiate a new contract with the Persian Government. The United Kingdom, on the other hand, represented that, owing to the concession having been cancelled by a legislative act approved by the Mejliss, the Anglo-Persian Oil Company had been deprived of any possibility of remedy in the Persian courts, which would have been obliged to conform with the law that had been passed. Diplomatic intervention therefore seemed to it justified in the circumstances.

The dispute came before the Council on January 24th, 1933. The two parties completed by oral statements the written statements which they had addressed to the League, and the Council appointed a Rapporteur to undertake a thorough study of the question in consultation with the two parties and to submit proposals for an agreement.

The Rapporteur was able to inform the Council on February 3rd, 1933, that he had obtained from the two parties the conclusion of a provisional agreement under which they would suspend the proceedings before the Council and agree that the Anglo-Persian Oil Company should negotiate directly with the Persian Government, all legal points being entirely reserved. It was understood that, while these negotiations were proceeding and until the final settlement of the question, the work and operations of the company in Persia would continue to be carried on as prior to the action of the Persian Government purporting to cancel the concession.

Negotiations were started at Teheran between the representatives of the company and the Imperial Government of Persia and, on May 1st, 1933, the Secretary-General was informed that a new concession had been concluded and signed on April 29th, 1933.

The Council, on May 26th, noted the signature of the new agreement, the representative of the United Kingdom declaring that he had no doubt that the last formalities would shortly be completed. The Council accordingly invited the Rapporteur to submit at its next session a report on the final liquidation of the dispute, in conformity with paragraph 3 of Article 15 of the Covenant.

#### DISPUTE BETWEEN COLOMBIA AND PERU.

On the night of August 31st-September 1st, 1932, a group of armed individuals of Peruvian nationality occupied the river port of Leticia, capital of the Colombian district of the Amazon. They subsequently occupied the territory known as the trapezium of Leticia, situated between the Putumayo and the Amazon, and fortified in that territory positions on both rivers. The inhabitants of Colombian nationality were obliged to take refuge in Brazilian territory.

The trapezium of Leticia was recognised under a treaty signed at Lima on March 24th, 1922, as belonging to Colombia.

The Colombian Government, to restore public order in its territory, armed a small flotilla, which proceeded towards Leticia first by sea and then by river. The expedition comprised about 1,500 men and six vessels. It reached Colombian waters on or about February 12th, 1933. Further expeditions by land and air were organised in connection with the military operations contemplated by the Colombian Government.

The Peruvians at Leticia were supported in their action by the Commandant General of the Fifth Peruvian military area, and the Colombian flotilla, on February 12th, was attacked by Peruvian aircraft near the frontier between Brazil and Colombia. Further military operations followed.

The Government of Peru, in December 1932, laid the dispute before the Washington Permanent International Conciliation Commission. The Colombian Government, however, opposed this procedure on the ground that the dispute related solely to occurrences which had taken place within Colombian territory. On January 22nd, 1933, it invited the intervention of the signatories of the Pact of Paris and, on January 24th, called for the intervention of the League of Nations.

The Brazilian Government had meanwhile approached the Governments concerned with an offer to mediate. It suggested that, pending a settlement of the local disturbances, the territory in which they had occurred should be temporarily administered by delegates appointed by the Brazilian Government, it being understood that the two Governments would meet immediately afterwards to consider, in a broad spirit of conciliation, the treaty under which Leticia had been ceded to Colombia. The offer of the Brazilian Government was supported by the Government of the United States of America, acting as signatory of the Paris Pact, and was accepted by the Government of Colombia. The Government of Peru, on the other hand,

submitted counter-proposals which were considered to be unacceptable and, on February 3rd, 1933, the Minister for Foreign Affairs of Brazil declared the mediation to be at an end.

The Colombian Government, throughout these proceedings and in subsequent statements, represented that the situation created by the occupation of Leticia was exclusively an internal matter. It emphasised that on no previous occasion had the Peruvian Government raised any objection to the Treaty of 1922, under which Leticia belonged to Colombia. The treaty was a legally perfect instrument, concluded loyally and in good faith by the Governments concerned. Colombia nevertheless was ready, once its sovereignty was restored, to discuss with the Peruvian Government, in a spirit of conciliation, any question which the Peruvian Government might wish to raise.

The Peruvian Government, on the other hand, represented that, though it was not responsible for the occupation of Leticia by private individuals who had acted on their own initiative, it could not nevertheless abandon Peruvian nationals, who had acted upon a patriotic impulse, to the uncertainty which threatened them as a result of the despatch of Colombian military forces to the district. Peru did not question the validity of the boundary treaty of 1922 and intended to abide by it. It desired, however, to modify by arrangement the frontier laid down in the treaty and to repair the serious injustice which had been committed in separating Leticia from Peru. It was prepared to offer adequate territorial compensations in order to secure this end.

The dispute came formally before the Council on January 24th, 1933, and, on January 26th, the Council sent to the parties two telegrams. It reminded the Government of Peru that it was the duty of Peru as a Member of the League to refrain from any intervention by force on Colombian territory and to ensure that no action should be taken which might hinder the Colombian authorities from the exercise of full sovereignty and jurisdiction in Colombian territory. To the Government of Colombia, it expressed a hope that the strictest precautions would be taken to avoid any violation of Peruvian territory and that the Colombian authorities would exercise all possible clemency and limit their action strictly to the preservation of order within their frontiers.

The position, as a result of this and subsequent measures taken by the Council, did not improve. Military operations extended to Tarapacá in the same territorial zone. The Department of Loreto, protesting against the cession of the zone to Colombia, declared its intention of recovering and occupying the territory on its own account.

The Colombian Government in these circumstances decided, on February 17th, 1933, to appeal to the Council under Article 15 of the Covenant. The Council, reviewing the situation and endeavouring to secure a settlement of the dispute in the manner provided by paragraph 3 of Article 15 of the Covenant, submitted to the parties on March 1st, 1933, a proposal that a Commission of the League of Nations should take charge of the disputed territory. The territory would be completely evacuated by the Peruvian forces and Colombia would place forces at the disposal of the Commission of the League, which, pending negotiations between the parties, would be regarded as international forces and be responsible for maintaining order in the territory. The two parties would decide as to the method of carrying on the negotiations, which would be undertaken with a view to studying all outstanding problems and settling them upon a lasting and satisfactory basis.

These proposals were accepted by the representative of Colombia but the Peruvian Government submitted counter-proposals which the Council was unable to accept as a suitable basis of conciliation. The Council was accordingly driven to establish a report, under paragraph 4 of Article 15, containing a statement of the facts of the dispute and the recommendations which it considered to be just and proper in regard to it.

The Council noted, among other considerations, that territory recognised as belonging to Colombia had been invaded by Peruvians, supported by the military authorities of the local Department of Loreto, and that terms for the settlement of the dispute proposed by the Council had been accepted by the Colombian but rejected by the Peruvian Government. It declared that the situation resulting from the presence of Peruvian forces in Colombian territory was incompatible with the principles of international law, the Covenant of the League of Nations and the Pact of Paris. It recommended the complete evacuation by the Peruvian forces of the territory contained in the Leticia trapezium and the withdrawal of all support from the Peruvians who had occupied that area. It further recommended that negotiations with a view to the settlement of all outstanding problems, on the basis of the treaties in force between the parties, should be set on foot with all expedition as soon as suitable measures had been taken to carry out the recommendations in regard to evacuation.

The Council declared itself ready at the request of either party to lend its good offices in case of disagreement as to any point of substance which might arise. It assumed that the Members of the League of Nations would refrain from any act which might prejudice the execution or delay the application of its recommendations, and it recalled, in this connection, that the Assembly of the League had, on March 11th, 1932, declared that it was incumbent upon Members of the League not to recognise any situation, treaty or agreement which might be brought about by means contrary to the Covenant of the League of Nations or the Pact of Paris. It further recalled provisions signed at Washington on August 3rd, 1932, by nineteen American States, including Colombia and Peru, whereby they had renounced force as an instrument of international policy in the relations between American States and had stated that they would not recognise the validity of any territorial acquisitions that might be obtained by occupation or conquest.

The report was unanimously adopted by the Council on March 18th, 1933. It was accepted by Colombia, but Peru voted against it.

The Council decided that a copy of the report should be sent to the Members of the League and to the Governments of the United States of America, the United States of Brazil, Costa Rica and Ecuador. It further appointed an Advisory Committee to assist it in the performance of its duties under the Covenant and to assist the Members of the League in concerting their action among themselves and with non-member States. The Committee, composed of the representatives of the United Kingdom, China, Czechoslovakia, France, Germany, Guatemala, the Irish Free State, Italy, Mexico, Norway, Panama, Poland and Spain, was authorised to invite the Governments of the United States of America and Brazil to participate in its work in any manner which they might consider to be the most appropriate.

The Governments of the United States of America and Brazil declared themselves ready to appoint each a representative, not as a member of the Committee, but to participate in its discussions without the right to vote.

Further encounters ensued between Colombian and Peruvian forces near Tarapacá on Colombian territory and on the Upper Putumayo. More particularly, on March 27th, 1933, Colombian military forces attacked and occupied Guepi, a Peruvian station on the Upper Putumayo situated at about a thousand kilometres from Leticia. The Peruvian garrison troops at Guepi, according to the representative of Colombia, had previously attacked two Colombian gunboats which were navigating the Upper Putumayo. The Peruvian Government considered that a new situation had thereby been created and asked the Advisory Committee of the Council to consider it.

The Advisory Committee of the Council, meeting on April 5th and 6th, 1933, noted that the Government of Peru intended to respect the free passage of Colombian vessels, military or otherwise, on the river Putumayo and that the Government of Colombia had no territorial designs in Peruvian territory and would evacuate Guepi as soon as the trapezium of Leticia had been evacuated by the Peruvian forces. The Committee came to the conclusion that, with the co-operation of the two parties, it might be possible to secure a rapid execution of the recommendations of the Council of March 18th, 1933, and authorised its Chairman to call a further meeting when he thought it useful to do so.

Long negotiations ensued, and, on May 10th, 1933, the Chairman of the Advisory Committee submitted to the parties a document in which was embodied a procedure for putting into effect the recommendations of the Council. The Governments of the Republic of Colombia and the Republic of Peru formally accepted the recommendations, together with detailed measures for their application. It was agreed that the proposed Commission of the League should reach Leticia within a period not exceeding thirty days; that the Peruvian forces in that territory should immediately withdraw; that the Commission should thereupon take charge of the administration of the evacuated territory, calling for that purpose upon military forces of its own selection. Meanwhile, it was understood that the parties would inform the Advisory Committee of the Council of the method whereby they proposed to negotiate for a final settlement of outstanding questions. Finally, the Governments of Colombia and Peru undertook to give the necessary orders for the cessation of all acts of hostility on either side and for the military forces of each country to remain strictly within their frontiers. The agreement was signed by the representatives of the two countries and by the President of the Council on May 25th, 1933.

Steps were taken forthwith to constitute the Commission and despatch it to Leticia.

#### DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

In June and July 1932, while the delegates of Bolivia and Paraguay at Washington, under the auspices of a Commission of Neutrals (United States of America, Colombia, Cuba, Mexico and Uruguay), were negotiating with a view to the conclusion of a bilateral pact of non-aggression, serious incidents occurred in the territory of the Chaco-Boreal between Bolivian and Paraguayan forces. The Government of each country threw the blame for the aggression on the troops of the other. The President-in-Office of the Council considered it his duty on several occasions to draw the attention of Bolivia and Paraguay to the obligations which rested on them as Members of the League to seek a pacific settlement of their dispute under the Covenant of the League. These preliminary interventions on the part of the League, and the relevant correspondence of the parties with the President-in-Office of the Council and the Secretary-General, were summarised in the supplementary report on the work of the League for 1932.

The President-in-Office of the Council, at a meeting held on September 23rd, 1932, informed it of the steps he had taken, drawing special attention to a declaration which had been made on August 3rd by nineteen American Republics asking that the dispute should be immediately submitted to arbitration or some other method of pacific settlement and stating that they would not recognise any territorial change which had not been brought about by pacific means. The Council authorised the Secretary-General to forward an assurance to the nineteen American Republics to the effect that it was ready to assist them in their efforts and appointed a Committee of three members to follow closely the course of the dispute.



A telegram was despatched to the two Governments on September 27th reminding them that they were legally and honourably bound by their obligations not to have recourse to armed force but to refer their dispute either to arbitration, judicial settlement or the Council of the League. The Council, in this message, noting that certain American Republics were doing their best to assist the parties in reaching an amicable settlement, requested the two Governments to accept these endeavours and put an immediate stop to their military action and preparations.

The question, after further correspondence with the parties, was the subject, in the course of a general discussion, of declarations made to the Assembly of the League. The representative of Paraguay, on September 27th, 1932, announced that his Government acceded unreservedly to the establishment of the Committee of the Council and stated that Paraguay would accept for the solution of the dispute any procedure for a pacific settlement which would give the requested guarantees of justice and impartiality. The representative of Bolivia, on the following day, said that the establishment of the Committee of the Council had given rise in his country to a feeling of relief. Bolivia was prepared to accept a pacific solution, but it must be such as to offer permanence and security and such as could be adopted in the spirit of the Covenant of the League. The President of the Assembly noted that the two parties were prepared to submit the dispute to a procedure of pacific settlement and that such a procedure was in course.

The Committee of the Council, on October 1st, proposed to the Commission of Neutrals at Washington that the two Governments should be invited to withdraw their forces to such a distance from one another as would remove any risk of a serious incident and that a military commission should as quickly as possible be sent to the spot to make the necessary arrangements. The Commission of Neutrals replied on October 13th to the effect that it had already made such a proposal, which had been accepted by the parties, and that negotiations for the termination of the hostilities were proceeding satisfactorily, together with negotiations for securing an acceptance of bases for a final arbitration on the dispute.

Hostilities, nevertheless, still continued and the Council, during November, sent further messages to the Commission of Neutrals and to the parties, expressing the hope that hostilities would soon be definitely suspended and that the proposed military commission should be immediately constituted.

The Council, at its meeting on November 25th, considered a matter to which its Committee attached special importance—namely, the fear which existed on either side of a possible re-armament of the other party under cover of a suspension of hostilities. It was noted that Bolivia and Paraguay were not producers of arms, ammunition or implements of war and that any increase of their belligerent strength depended on consignments from abroad. The Committee of the Council had thought it desirable to draw the attention of the Governments to this matter.

Further assurances as to their pacific intentions were received from the parties, and the Commission of Neutrals informed the Council on December 3rd that it hoped soon to be able to inform the Council that distinct progress had been made in the efforts towards peace.

The Council, at a meeting held on December 17th, 1932, noted definite proposals which had been made by the Commission of Neutrals to the Governments of Bolivia and Paraguay for the cessation of hostilities on the basis of an equitable arbitration. These proposals included a cessation of hostilities within forty-eight hours, a withdrawal of the belligerent forces to specified lines, verification of this withdrawal by a commission nominated by the Commission of Neutrals, and arrangements for the policing of the evacuated territory. The Commission of Neutrals had further proposed that the two parties should begin negotiations to determine the basis of arbitration and with a view to the constitution of a tribunal to which the case would be submitted. Definite provisions were made to guard against the possibility of the parties being unable to agree either upon the area which was to be the subject of arbitration or with regard to the court to which the case would eventually be submitted. The Commission of Neutrals, in communicating these proposals to the Council, declared that it would be glad if it could count upon the support of the League of Nations, and suggested that the President of the Council and Governments Members of the League should cable to the Governments of Bolivia and Paraguay in support of its proposals. The Council thereupon communicated with the parties, expressing the view that the proposals of the Commission of Neutrals provided an honourable and just settlement of the question.

The proposals of the Commission of Neutrals were not accepted by the Government of Paraguay, and the Commission of Neutrals informed the Council on December 31st that Paraguay had recalled her delegate from Washington. The Commission of Neutrals, in view of this situation, asked the four countries adjacent to Bolivia and Paraguay (Argentine, Brazil, Chile and Peru) what steps they would propose to take in order to avoid further bloodshed.

The Council, on February 3rd, 1933, considered the situation. It discussed, in particular, the question whether it should not send to the spot a small commission to study the situation in consultation with the two Governments and with the representatives of the Powers which, in a common effort, were trying to find a solution. The representatives of Bolivia and Paraguay, consulted upon this suggestion, indicated that a further concerted effort was being made by the neighbouring countries, working in co-operation with the Commission of Neutrals at Washington, with a view to bringing about a settlement of the dispute and a cessation of the fighting. The two Governments were, in principle, favourable to the proposal for a Commission of the League, but concurred in suggesting that the proposed action should be held in suspense until the issue of the further concerted effort towards conciliation was known. The Commission of Neutrals at Washington was understood to be of the same opinion. The Council finally decided to address to both Governments an urgent appeal to end hostilities and

conclude an armistice, and expressed its keen anxiety that the negotiations in course might result in a settlement.

The Governments of the United Kingdom and France, in a memorandum to the Secretary-General on February 21st, took up the question which had been raised in November 1932 concerning the supply of armaments to the parties. The two Governments in question declared their conviction that an embargo on the export of arms might be effective if all States joined in its application. They expressed their willingness to consult the States non-members of the League, whose co-operation was essential. They proposed that the Council should study the measures which, in application of Article 11 of the Covenant, might be pursued with a view to preventing the supply of arms and war material to Bolivia and Paraguay. On March 6th, the Committee of the Council, referring in particular to the memorandum submitted by the Governments of France and the United Kingdom, asked that the question of the dispute between Bolivia and Paraguay, which the Council had hitherto considered under Article 4, should be placed upon the agenda of a meeting of the Council under Article 11 of the Covenant.

The Council, meeting on March 8th in accordance with this request, first noted a communication from the Government of Bolivia transmitting proposals which had been submitted to the two parties on February 24th by the representatives of the Argentine Republic and Chile with a view to the settlement of the dispute. These proposals provided for a cessation of hostilities, a withdrawal of troops to specified lines and a reduction of effectives. All Chaco questions were to be submitted to legal arbitration, and the Hague Court was to be asked for an advisory opinion in the event of it being difficult to determine the zone to be submitted to arbitration.

The Council, noting this communication, decided that its first measure in application of Article 11 of the Covenant must be to obtain all necessary information from official sources as to the results of the proposals made by the Governments of the neighbour States.

Attention was drawn to the fact, at this meeting of the Council, that the Government of Paraguay had requested from Parliament authority to declare war on Bolivia. The representative of Paraguay declared that his Government had contemplated the possibility of a declaration of war simply in order to bring about a declaration of neutrality on the part of the adjacent countries and so to secure a prohibition of the transit of arms and war materials and food supplies through their territories.

On May 10th, 1933, Paraguay declared that a state of war existed with Bolivia. The Government of Bolivia at once communicated with the Secretary-General of the League representing that Paraguay had thereby placed herself outside the Covenant and had incurred the sanctions applicable under Article 16. The Council, following an exchange of telegrams between the Secretary-General of the League, the Governments of Bolivia and Paraguay, the Commission of Neutrals at Washington and the Governments of the Argentine and Chile, met in extraordinary session on May 15th, 1933, to consider the situation.

It was urged on behalf of the Government of Paraguay, in correspondence with the Secretary-General and in the declaration made by its representative at the Council table, that Paraguay had declared a state of war to exist with Bolivia only after the neighbour States had, owing to the attitude of Bolivia, abandoned their good offices. Paraguay was not resorting to war in the sense in which the term was used in the first paragraph of Article 16 of the Covenant, since a state of war had been in existence for some time and had been brought about by Bolivia. Paraguay, moreover, was prepared, as always, to accept the obligation incumbent upon her as a Member of the League to submit the dispute to arbitral or judicial settlement. She had therefore not broken the undertakings prescribed in Articles 12, 13 and 15 of the Covenant. She had declared a state of war with Bolivia to exist in the belief that such a step would involve a declaration of neutrality on the part of the adjacent States and in the conviction that the League would thus be able to intervene and to fulfil its duties. Paraguay renewed her request for an enquiry with a view to designating the aggressor.

The Government of Bolivia, in previous correspondence with the Secretary-General and in a statement made by its representative at the Council table, declared that Bolivia was still prepared to submit the territorial dispute with Paraguay to arbitration, provided Paraguay would state her territorial claims in the Chaco and thereby determine the territory which would be subject to arbitration. Bolivia regarded the declaration of a state of war by Paraguay as an extremely serious incident which had resulted in interrupting the conciliation procedure before the Commission of Neutrals at Washington. A Member of the League had officially declared war while conciliation procedure was in progress and at a time when Bolivia was regarding with sympathy the initiative taken by the Governments of the Argentine and Chile to settle the dispute with the assistance of the Governments of Brazil and Peru. The procedure of conciliation, contrary to what was alleged by Paraguay, had not been exhausted and, even if it had been, Paraguay should have appealed to the League of Nations.

The Council noted the declarations of the parties. It further noted communications received from the Commission of Neutrals and from the Governments of Chile and the Argentine expressing a desire for co-operation with the Council of the League.

The Council instructed its Committee to examine the situation and submit definite proposals.

The Committee submitted a report on May 20th, 1933. It was proposed that the two Governments should confide the final settlement of their dispute to an impartial authority deriving its powers from a treaty binding on both States—namely, the Covenant of the League

of Nations. It was further proposed that this authority should fix the frontier between the two countries. Meanwhile, hostilities must be brought to an end and Paraguay withdraw her declaration of a state of war with Bolivia, while an agreement should as soon as possible be established for a settlement of the dispute by arbitration.

The report proposed that for these purposes a Commission of the League should be sent to the spot to negotiate arrangements for an armistice and to prepare an agreement with a view to arbitration, it being understood that the Council would in the last resort provide for the appointment of the arbitrator and settle the arbitral procedure.

The report was unanimously approved by the other Members of the Council as a just and reasonable method of settling the dispute. The representative of Paraguay also accepted it, declaring that his country accepted in advance any decision which the Council might think fit to take with a view to a solution. The representative of Bolivia reserved the decision of his Government, and promised to convey to it the considerations put forward by all the members of the Council, urging it to accept the report.

Further negotiations are proceeding under the auspices of the Committee of the Council.

#### THE STRAITS COMMISSION.

The Secretary-General has received the eighth annual report of the Straits Commission, forwarded to the League of Nations under Article 15 of the Straits Convention of July 4th, 1923. The report has been communicated to the States Members of the League, to the Powers that signed the Straits Convention and to the Technical Organisations of the League.

#### CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The present report deals with the second phase of the Conference, from September 21st, 1932, to March 27th, 1933, when the General Commission rose for the Easter vacation.<sup>1</sup>

##### I. GENERAL PROGRESS OF THE WORK OF THE CONFERENCE.

###### *Equality of Rights : Participation of Germany.*

Previous to the adjournment of the Conference in July 1932, the German delegation raised the question of Germany's equality of rights. The German Government subsequently stated that it could take no part in the future work of the Conference until the question had been settled. The Governments of the United Kingdom, France, Germany, Italy and the United States of America then negotiated for an agreement on the political principles to be adopted as a basis for the future work of the Conference. The agreement stipulated, as one of the principles which would guide the Conference, that Germany and the other Powers disarmed by treaty should be accorded equality of rights in a system which would provide security for all nations and that this principle should be embodied in the Disarmament Convention. The Governments of the United Kingdom, France, Germany and Italy were prepared to join in a solemn reaffirmation, to be made by all European States, that they would not in any circumstances attempt to resolve any present or future differences between the signatories by resort to force. Finally, the five Governments declared that they would co-operate in the Conference with the other States there represented in establishing a Convention which would effect a substantial reduction and limitation of armaments and provide for future revision with a view to further reductions.

The General Commission took note of the agreement on December 14th, 1932, the German delegation being present. The representatives of a number of countries emphasised that the agreement could not be regarded as an act of the Conference and in no way affected its prerogatives.

###### *Submission of the French Disarmament Plan.*

A memorandum containing a disarmament plan was submitted by the French delegation to the Bureau of the Conference on November 14th, 1932. The main principle of the plan was to effect a reduction of armaments in relation to security conditions existing or to be created and, in particular, to strengthen defence by reducing forces of aggression.

The General Commission held a general discussion on the French memorandum from February 2nd to 8th, 1933.

###### *Programme of Work of the Conference (February 9th to March 16th, 1933).*

The Bureau, on February 9th and 10th, considered a programme of work for the Conference submitted by the United Kingdom delegation. The work of the Conference proceeded from February 10th to March 16th on the basis of decisions taken as a result of this examination.

<sup>1</sup> For the first phase of the Conference (February 2nd to July 23rd, 1932) see the report and supplementary report submitted to the Assembly in 1932.

*Draft Convention submitted by the United Kingdom Delegation (March 16th, 1933).*

On March 16th, 1933, the General Commission was invited by Mr. MacDonald, Prime Minister of the United Kingdom, to consider a draft Convention in five parts and ninety-six articles.

The draft presents a disarmament scheme as a whole based on principles and decisions already discussed or approved by the Conference and on the views expressed by the various delegations.

In the opinion of the United Kingdom delegation, the draft furnishes a basis of discussion which, although admitting of amendment, is the result of a careful balancing of the various factors involved.

The General Commission, on March 27th, 1933, decided to take the draft Convention as a basis for its subsequent discussions, the various delegations retaining the right to propose amendments. The detailed discussion of the articles began as soon as work was resumed after the Easter recess.

## II. WORK OF THE COMMISSIONS AND COMMITTEES.

### *Security Questions.*

The General Commission decided on February 13th, 1933, to refer to the Political Commission the various proposals before the Conference relating to security.

The Political Commission met from February 14th to March 10th, 1933.

It first examined the proposed declaration of non-resort to force applicable to Europe put forward by the United Kingdom delegation, and on March 2nd adopted a text in which the Governments concerned would solemnly reaffirm not in any event to resort, as between themselves, to force as an instrument of national policy. The universal effect of this obligation was understood to be a matter of subsequent enquiry.

The Political Commission then considered the scheme of mutual assistance as embodied in the French memorandum and in the programme of work submitted by the United Kingdom delegation. It further took up the question of the definition of the aggressor on the basis of a proposal by the Soviet delegation and that of the procedure for establishing the facts in the case of aggression or threatened aggression on the basis of a proposal by the Belgian delegation. These discussions did not result in any final conclusions during the period under review.

### *Effectives.*

The Bureau of the Conference, on September 22nd, 1932, set up a Special Committee on Effectives. The Committee adopted a plan of work submitted by the United States representative, based on the proposal of President Hoover. It accepted in particular the principle that effectives should be divided into two components, one irreducible and the other reducible, and endeavoured to determine the factors which should be considered in calculating the two components.

For that purpose, it asked a Technical Committee of Experts to examine the characteristics of the various police forces and similar formations, with a view to deciding which of those forces should be taken into account in calculating effectives. The Technical Committee was also to determine what part of the naval forces of States should be assimilated to land forces in making those calculations.

Meanwhile, on February 13th, 1933, the General Commission itself took up the question of effectives. It considered a list of questions in regard to which it would have to take decisions of principle.

That list comprised (1) questions drawn up on the basis of the French memorandum and relating to the standardisation of the European continental armies, (2) questions relating to effectives generally and (3) questions regarding oversea effectives.

The Commission decided on February 23rd, by a majority vote, in favour of the standardisation of European armies in the form of armies with short-term service and limited effectives. It further decided, on February 27th, by a majority vote, that standardisation should not cover oversea effectives. The Commission then referred the last question to a Sub-Committee consisting of delegates of the countries directly concerned and referred back the other questions, with its own decisions, to the Special Committee on Effectives.

After the General Commission had decided to take the United Kingdom draft Convention as a basis for its subsequent discussions, the Committee on Effectives instructed its Technical Committee to study certain questions raised by the aforementioned draft, more especially those relating to police forces and similar formations, military training given outside the army and pre-military training.

### *Land War Material.*

On September 22nd, 1932, the Bureau of the Conference asked the President of the Land Commission to get into touch with the delegations in order to fix the limits with regard to the number and calibre of heavy land artillery guns and the maximum tonnage for tanks. On November 15th, 1932, the President of the Land Commission informed the Bureau that his conversations with the various delegations had not advanced far enough for him to be able to submit definite conclusions on the subject.

The General Commission began its examination of the question of land war material on March 9th, 1933. After a general discussion it decided to instruct the Drafting Committee to submit either definite proposals or a list of questions of principle requiring settlement, on

the basis of the proposals before the Conference. On March 15th, the Drafting Committee submitted a questionnaire, the examination of which was abandoned as soon as the United Kingdom delegation tabled its draft Convention.

#### *Naval Armaments.*

Under the resolution of July 23rd, 1932, the Powers parties to the London and Washington Agreements, together with the other naval Powers, were asked to negotiate on the subject of the possibilities of naval limitation. The Bureau's task was to co-ordinate these negotiations.

On December 9th, 1932, the Japanese Government submitted new disarmament proposals. These proposals are based upon the principles already approved by the Conference and emphasise in particular the necessity of reducing forces aggressive in character and strong in offensive power, having regard to existing conditions and the special circumstances of the various countries.

#### *Air Forces.*

On November 22nd, 1932, the Bureau of the Conference adopted a report submitted by the President of the Air Commission on the best procedure to be followed in dealing with the question of the complete prohibition of air attacks on the civil population and of all aerial bombardment; the report further suggested, amongst other things, that a Political Committee should be instituted to go into the whole question of air forces. This Committee never met.

On February 13th, 1933, the General Commission proceeded to a new examination of air questions on the basis of the programme of work submitted by the United Kingdom delegation, and set up a special Air Committee consisting of delegates of the principal air Powers. This Committee examined the measures to be taken in respect of civil aviation in order to render possible the total abolition of military and naval aviation and bombing from the air. It discussed successively the regulation, supervision and internationalisation of civil aviation.

The Committee suspended its work on March 17th to enable the delegations of distant countries to consult their Governments.

#### *Chemical, Bacterial and Incendiary Warfare.*

In its resolution adopted on July 23rd, 1932, the General Commission decided that chemical, bacterial and incendiary warfare should be prohibited and that rules of international law should be formulated giving effect to the prohibition, to be supplemented by special measures dealing with any infringement of the prohibition.

On September 22nd, 1932, the Bureau of the Conference requested the Chairman of the Special Committee on Chemical, Bacterial and Incendiary Weapons to submit a report on the possibility of prohibiting the preparation of gas and of restricting its use (as opposed to prohibiting the use of gas in war time) and on measures to be adopted in cases of violation of the prohibition.

After this report had been discussed by the Bureau, the Special Committee drew up its conclusions, which were approved by the Bureau in January 1933 and drafted in the form of articles.

These articles are to be examined after the Bureau has settled the question of the special sanctions to be applied in the event of the use of the prohibited weapons. The Bureau agreed to the principle of such sanctions, but decided to frame the relevant articles after the general problem of the sanctions to be applied in the case of the violation of the provisions of the Convention had been examined by the Conference.

The texts approved by the Drafting Committee were subsequently incorporated by the United Kingdom delegation in the draft Disarmament Convention which it had submitted to the General Commission.

#### *Publicity and Limitation of National Defence Expenditure.*

The National Defence Expenditure Commission was instructed by the Conference to examine, in the light of the material submitted by the various States, the limitation and publicity of national defence expenditure provided for in the draft Disarmament Convention drawn up by the Preparatory Commission. The General Commission left open the question whether a combined system of limitation and publicity or merely a certain degree of publicity in regard to expenditure was to be adopted. The enquiry was therefore conducted with a view to a possible application of either of these two systems.

The National Defence Expenditure Commission set up a Technical Committee, which published its report on April 8th, 1933.

Of the sixty States represented at the Disarmament Conference, twenty-nine have supplied the Technical Committee with full information relative to their budgetary systems and national defence expenditure. These countries represent 90 per cent of the total national defence expenditure of the entire world. The other States have submitted incomplete documents or none at all.

The Technical Committee has taken national defence expenditure to mean all expenditure necessitated or entailed by the creation, maintenance and training in time of peace of armed forces and formations organised on a military basis and by measures immediately connected with the preparations for national mobilisation.

In order to secure a uniform presentation of the figures, the Committee has established a uniform framework or Model Statement in which States can enter all their national defence expenditure. The key to this operation will be supplied by reconciliation tables showing how each figure in the accounts has been transferred to the Model Statement.

The Committee recommends that the payments made in the course of the financial *exercice* should be taken as the juridical basis for either the publicity or limitation of expenditure. Detailed examination of the budgetary systems of the various countries resulted in the Committee's finding that the value of the guarantee of the authenticity of figures afforded by the publicity of credits varies according to tradition, custom and parliamentary practice. It points out that a system of limitation based upon the payments made in the course of the financial *exercice* rests in the last instance upon the activities of the authorities responsible for the internal supervision of the public finances. It therefore considers it essential that bodies responsible for the higher audit of the accounts should be independent of the Executive.

The Committee recognises that it is possible for all practical purposes for States to draw up a complete statement of their national defence expenditure within the meaning of the Convention and that it is also possible for an international supervisory body to verify with a high degree of accuracy the manner in which the total amount of national defence expenditure is calculated. The separate limitation of expenditure in respect of land, naval and air forces or the separate limitation of land material and naval material would, however, have the effect of compelling certain countries to modify their accountancy systems, and would give rise to difficulties from the point of view of supervision.

Important reservations to the recommendations contained in the report were made by certain delegations. The Japanese, Italian and German delegations submitted a joint reservation expressing the view that, technically, a period of from four to five years would be necessary during which the system of publicity alone could be applied, after which it would be possible to ascertain whether the system of budgetary limitation recommended in the report could be adopted.

The United States delegation limited its concordance to measures of budgetary publicity and made full reservation on all subjects relating to budgetary limitation.

### III. REGULATION OF THE TRADE IN ARMS AND OF THE PRIVATE AND STATE MANUFACTURE OF ARMS AND OF IMPLEMENTS OF WAR.

The Committee for the Regulation of the Traffic in Arms and of the Private and State Manufacture of Arms and of Implements of War was constituted by the Bureau of the Conference on September 22nd, 1932.

From October 4th to 19th, 1932, this Committee discussed the question on the basis of the 1925 Convention for the Supervision of the International Trade in Arms and Ammunition and Implements of War, and the 1929 draft Convention for the Supervision of the Private Manufacture and Publicity of the Manufacture of Arms and Ammunition and of Implements of War.

The Committee sent a report to the Bureau stating that it was not yet able to submit concrete proposals which would, as far as possible, place producing and non-producing States on a footing of equality. It also stated that the provisions contained in the 1925 Convention and in the 1929 draft Convention ought to be revised. On November 22nd, 1932, the Bureau took note of this report and defined the Committee's task.

On February 22nd, 1933, by a majority vote, it declared that, before proceeding further with its consideration of the manufacture of arms, it found it necessary to request the General Commission to decide the two following questions: (1) Should the private manufacture of arms be suppressed? and (2) Should the manufacture of arms be internationalised?

### IV. SUPERVISION.

The General Commission, on July 23rd, 1932, decided that there should be set up a Permanent Disarmament Commission, with the constitution, rights and duties generally as outlined in Part VI of the draft Convention drawn up by the Preparatory Disarmament Commission, with such extension of its powers as might be deemed necessary by the Conference.

On November 15th, the Bureau adopted as a basis of discussion a report drawn up by M. Bourquin (Belgium) and appointed a Drafting Committee to prepare texts for insertion in the draft Convention. Those texts were approved by the Bureau on January 23rd and referred to the General Commission. They are included in the draft Convention submitted by the United Kingdom delegation on March 16th, 1933. They define the composition of the Commission, its duties and methods of work.

The Permanent Disarmament Commission will be composed of a representative of each of the contracting parties. It will be the Commission's duty to watch the execution of the Convention. It will be entitled to receive all necessary information and to have any person heard or consulted who may be in a position to enlighten it. A contracting party whose attitude has been subject to criticism will have the right to request the Commission to conduct the necessary investigations in its territory. The Commission, at the request of one or more of the contracting parties, may decide to have investigations of alleged infractions of the Convention conducted in the territory of any contracting party. Further, it will be entitled to conduct periodic investigations in regard to States which have made a special agreement to that effect. It will report at least once a year on the situation regarding the execution of the Convention. Any contracting party of opinion that the Convention has been infringed will

have the right to address a complaint to the Commission. The Commission will invite the contracting party whose attitude has produced the complaint to supply it with all useful explanations, and the Commission will draw up a reasoned report on the result of its investigations, which will immediately be forwarded to the Council of the League of Nations and published.

It will be one of the duties of the Commission to make preparations for the subsequent stages of disarmament.

#### V. ARMAMENTS TRUCE.

The Conference, on July 23rd, 1932, adopted a resolution recommending the Governments to renew for a period of four months from November 1st, 1932, the truce recommended by the resolution of the League Assembly of September 29th, 1931. Forty-nine Governments replied in the affirmative to a circular letter from the Secretary-General enquiring whether they were prepared to consent to a renewal.

### ADMINISTRATIVE QUESTIONS.

#### TERRITORY OF THE SAAR.

The Council, on January 24th, 1933, appointed the five members and Chairman of the Governing Commission for a period of one year as from April 1st, 1933.

The Chairman of the Governing Commission of the Saar Territory, in a letter dated May 4th, 1933, informed the Council that circumstances over which he had no control had given rise to misgivings among the Saar officials in regard to their position after the plebiscite to be held in 1935. The Governing Commission considered that it was most desirable to ensure by practical decisions, for all officials of the Saar territory without distinction of origin or nationality, that the rights which they held under the appointments which they had received from the Governing Commission would in any case be fully safeguarded.

The Council, on May 27th, 1933, adopted a report affirming the principle that the rights of the officials of the Saar Territory should in any event be safeguarded, the means of applying this principle being reserved for a later decision.

In the course of the year, the Governing Commission gave special attention to the campaign against unemployment and the financial and economic crisis. Elections to fill the offices of the municipal and district councillors were held in November 1932. There was an increase in the number of voters and an appreciable increase in the number of candidates returned belonging to the extreme parties on the right and on the left.

#### THE FREE CITY OF DANZIG.

M. Helmer Rosting, Chief of the Administrative Commissions' Bureau of the Secretariat of the League of Nations, was appointed to be High Commissioner at Danzig *ad interim* under a resolution adopted by the Council on October 15th, 1932. His term of office was later prolonged by the Council until October 15th, 1933.

The Polish Minister of Transport, by a Decree dated October 25th, 1932, issued a public notification to the effect that the transport rates and other charges levied by the railways in the railway stations in the territory of the Free City of Danzig would henceforth only be accepted in Polish currency. The Senate of Danzig asked the High Commissioner, on November 3rd, 1932, to decide that this Decree constituted a case of "direct action", and the High Commissioner referred the question to the Council of the League. The Council on November 23rd, noting that a question of "direct action" had, in fact, been raised, decided to obtain an authoritative legal opinion. The specific point at issue was settled between the parties by friendly agreement reached under the auspices of the High Commissioner. The Council, nevertheless, in view of other questions in which "direct action" had been alleged by the parties, appointed a Committee of three members with instructions to submit proposals with a view to establishing a more satisfactory procedure in the matter.

The Committee, having studied as a whole the questions submitted for its consideration, forwarded its report to the Council on February 1st, 1933. The Council adjourned its examination of the matter. Meanwhile, the old procedure for dealing with questions appearing to involve "direct action", established by the Council in March 1925, remains in force.

On November 20th, 1932, the High Commissioner pronounced three decisions on three requests which had been submitted to him with regard to Customs (various Customs questions, import quotas, nationalised quota goods). The two Governments appealed against the High Commissioner's decisions. At its meeting of February 1st, 1933, the Council confirmed the High Commissioner's decisions on the first and third requests and decided not to pronounce for the moment on the appeals made by the two Governments against the High Commissioner's decision concerning the second request.

The question of the reinforcement, by the Polish Government, of the detachment of guards at the Polish war material depot on the Westerplatte has been brought before the Council. The High Commissioner, in a letter dated March 7th, 1933, referred the matter to the Council, the Senate of Danzig having submitted a request that it should be regarded as a case of "direct action". The Polish authorities had increased the Polish guard on the

Westerplatte without previously obtaining the authorisation of the High Commissioner, and the High Commissioner had requested the withdrawal without delay of the effectives in question.

The Council took up the matter on March 14th, 1933. M. Ziehm, President of the Free City, having affirmed that the Senate was able to guarantee that satisfactory measures had been taken to prevent any infringement of the rights of Poland on the Westerplatte peninsula, M. Beck, Minister for Foreign Affairs of Poland, declared that his Government had decided to reduce the guard without delay to its normal strength. The Council, in view of this declaration, did not consider it necessary to examine the question further. The High Commissioner duly informed the Council on March 16th, 1933, that the effectives had been withdrawn from the Westerplatte on the same day.

In a letter dated March 7th, 1933, the Polish representative at Danzig requested the High Commissioner to decide that the action of the Danzig Senate in denouncing, on February 15th, 1933, the agreement under which Danzig and Poland had put into force for a period of two years (which came to an end on May 23rd, 1927) a decision by the High Commissioner on the recruiting of the police force which was required by the Harbour Board and which was placed under its immediate control constituted "direct action" and should be immediately cancelled. The High Commissioner referred this question to the Council at the same time as that of the Westerplatte.

In his report to the Council, the Rapporteur stated that, in his opinion, it would be in the interest of both parties that the previous regime should be re-established without prejudice to the final decision which the Harbour Board might take in the matter. The Danzig and Polish representatives having declared themselves in agreement with the Rapporteur's proposal, this proposal was adopted by the Council.

## PROTECTION OF MINORITIES.-

### GENERAL OBSERVATIONS.

The customary procedure followed in dealing with minorities petitions has been regularly applied during the period under review. Minorities Committees have met during the Council sessions and also in the intervals between them. On completing the examination of the questions submitted to them, the Committees, in cases where they did not feel it necessary to draw the attention of the Council to the questions raised, informed the other members of the Council of the result of their examination in a letter forwarded to them through the Secretary-General. In some cases, these letters were, with the consent of the Governments concerned, published in the *Official Journal* of the League.

### APPLICATION OF AGRARIAN REFORM IN POLAND.

In January 1932, the German Government called the attention of the Council to the question of the application of agrarian reform in Poland. The special Committee of the Council, to which the latter referred the matter in May 1932, submitted, in December 1932, a detailed and systematic statement of all the factors examined and proposed a practical solution rather than a purely legal settlement. It was suggested that the application of the previous nominal lists drawn up with a view to the execution of the agrarian reform in Poland should be suspended, pending a complete rectification of the disparity noted between the respective contributions made to agrarian reform by majority and minority landowners.

As the German representative was not in a position to accept this report, the Council made a further effort to find a solution, but in February 1933 the representative of Germany stated that, in the absence of agreement between Poland and Germany on the question at issue, his Government was obliged to refer to the Permanent Court of International Justice the dispute as outlined in the petitions addressed by the minority to the Council from 1929 onwards and in communications from the German Government to the Secretary-General.

The Council, in view of this statement of the German representative, declared its examination of the question to be closed.

### APPLICATION OF THE GERMAN-POLISH CONVENTION OF MAY 15TH, 1922, CONCERNING UPPER SILESIA.

#### (a) *Petition relating to the Polish Minority in Upper Silesia (Germany).*<sup>1</sup>

1. The Council in October 1932 noted a report on questions raised in petitions received from the "Association of Poles in Germany" and dated November 10th, 1931, and March 14th, 1932, concerning the situation of the Polish minority in Upper Silesia.

The petitioners complained of the attitude of the German authorities towards the minority, more especially in respect of the issue of passports and permits, education, local government administration and elections to the legislature.

The Council noted that most of the specific cases to which reference was made in the petitions had occurred outside the territory covered by the Geneva Convention of May 15th, 1922, or related to events that had occurred several years earlier and had been examined either by the President of the Mixed Commission for Upper Silesia or by the Council.

<sup>1</sup> As the Council only discussed the petition from M. Bernheim at its May/June session, this matter will be dealt with in the Supplementary Report.



It accepted the proposal of the Rapporteur that it should refrain from examining these questions, nor, in the opinion of the Rapporteur, was the importance of the other cases mentioned by the petitioners, with one exception (the question of vocational and supplementary education, which formed the subject of a special petition), such as to justify examination by the Council, and the Council agreed that these cases should be forwarded to the German Government for submission to the local procedure laid down in the Convention for Upper Silesia.

2. The case excepted by the Council in dealing with these questions related to a petition submitted by the Polish Catholic schools' association for German Upper Silesia concerning the vocational and supplementary training of the Polish minority in German Upper Silesia. The German Government, under Article 115 of the Geneva Convention, admitted that the minority had a right to open minority private vocational and extension schools. The petitioners, however, complained that the principle applied by the Prussian Government involved an obligation on the part of pupils of minority schools to attend both the State and the private school simultaneously until the education authorities had decided whether the teaching given at the private school was sufficient.

The question of principle was referred by the Council to a Committee of Jurists, which, reporting to the Council in February 1933, expressed the view that the State education authorities should refrain from requiring attendance at State establishments until they had definitely decided whether the corresponding private education was adequate or not. Members of the minority, on the other hand, could not claim exemption from State education merely on the ground that they were attending a private school, unless the education authorities had recognised in advance, at all events provisionally, that adequate training was being provided.

3. The Council, in February 1933, dealt with another petition submitted by the "Association of Poles" in Germany. This petition related to the treatment alleged to have been suffered by the Polish minority in Upper Silesia prior to the elections to the Prussian Diet in April 1932. The petitioners complained that the Polish minority had been prevented from preparing to express its will freely by the measures and attitude adopted by the German authorities and by acts of terrorism.

The German Government contested these allegations and pointed out that the measures and attitude of the German authorities had not caused a falling-off in the number of votes given to the Polish Catholic Party in Upper Silesia or prevented the party from holding numerous public meetings during the electoral period.

The Council found the explanations submitted by the German Government to be satisfactory. It endorsed the opinion of its Rapporteur for minority questions that the importance of the cases of alleged violence was not such as to justify their detailed examination by the Council and instructed the Secretary-General to forward them, so far as they related to the territory to which the Geneva Convention applied, to the German Government for submission to the local procedure.

*(b) Petitions relating to the German Minority in the Voivodeship of Silesia (Poland).*

The Council has had before it three petitions: one from the "Deutscher Volksbund", one from M. Bienek and one from M. Koziolk. The first referred to the question of property rights over the St. Julius Hospital at Rybnik; the two others, to the personal situation of the petitioners.

After having obtained the opinion of a Committee of Jurists concerning a previous question raised by the Polish Government as to the competence of the Council to examine these three petitions, the Council, at its meeting of May 26th, 1933, adopted the Rapporteur's proposals with regard to the substance of the questions raised.

As to the first case, the Council decided, in view of its juridical nature, to entrust the study of it to a committee of jurists. In regard to the other two questions, the Council decided not to examine them until it had become acquainted with the judgment of the Supreme Court and Supreme Administrative Tribunal before which the two questions are respectively pending.

**PETITION FROM THE REPRESENTATIVES OF THE DESCENDANTS OF THE FORMER SZEKLER FRONTIER-GUARD REGIMENT (ROUMANIA).**

The Council, in May 1932, concluded its consideration of the questions raised in the petition submitted by the representatives of the descendants of the former Szekler (Hungarian) Frontier-Guard Regiment.

This petition related to properties in the district of Ciuc (Transylvania) which, up to 1923, had been used in the form of an autonomous administration for the upkeep of certain educational and charitable institutions for the benefit of the descendants of the members of the former Szekler Frontier-Guard Regiment. The Roumanian State, in 1923, as successor State to the Hungarian State, took possession of this property and, as a result of its measures of agrarian reform, distributed part of it to communes, churches and individual peasants, retaining the remainder in its own possession. The buildings included in these properties were either allocated to various public departments or continued to be used for their original purpose.

The Roumanian State, under the settlement approved by the Council, agreed *inter alia* to make a partial restitution of the properties and accepted some of the charges and obligations previously borne by the former autonomous administration of the property.

## MANDATES.

### GENERAL WORK OF THE MANDATES COMMISSION.

The Permanent Mandates Commission, during its twenty-second session, held at Geneva from November 3rd to December 6th, 1932, reviewed the administration for 1931 of the mandated territories of Iraq, Palestine, Syria and the Lebanon, the Cameroons and Togoland under French mandate, the Cameroons and Togoland under British mandate, Ruanda-Urundi, Tanganyika, the Islands under Japanese mandate, Nauru, New Guinea, Western Samoa, South West Africa. The recommendations made by the Commission as a result of this examination, which were approved by the Council during its session held in January 1933 and forwarded to the Governments concerned, related mainly to the current administration of the mandated territories, including such questions as labour conditions, education, health, the association of natives in the administration of the territories, the traffic in spirits and the administration of justice.

### THE PRINCIPLE OF ECONOMIC EQUALITY.

The Mandates Commission, during its twenty-second session, considered the rules enunciated by the mandatory Powers as governing the execution of public works and the supply of goods for the public services, with special reference to the principle of economic equality as applying to mandated territories. The Commission expressed the opinion that the rules in question did not call for any criticism. It nevertheless made a reservation to the effect that the administrative union between Togoland and the Cameroons under British mandate and adjacent possessions might place difficulties in the way of adopting rules in the mandated territories differing from those applied in the possessions. The Commission did not think it necessary to submit any proposals to the Council for a doctrinal interpretation of the articles of the mandates regarding economic equality, but decided to confine itself to supervising the application given in the various mandated territories to the rules established by the mandatory Powers themselves.

The Council noted these conclusions on January 24th, 1933. The representative of Italy on that occasion urged that it would be necessary to watch carefully the application of the rules which, owing to a wide margin of interpretation, might in fact violate the principle on which the mandates system was based. He emphasised that the regulations which related to the purchase of materials and supplies by the administrations of the territories under A and B mandates, either for their own use or for public works, called for a restrictive application, since they constituted an exception to the principle of economic equality. The representative of Germany emphasised that there should be complete economic equality in A and B mandates in accordance with Article 22 of the Covenant, particularly with regard to the purchase of material.

### CLOSER ADMINISTRATION, CUSTOMS AND FISCAL UNION BETWEEN TANGANYIKA TERRITORY AND KENYA AND UGANDA.

The Mandates Commission adjourned its examination of this question. The Government of the United Kingdom had forwarded to the Commission the report of a Joint Select Committee on Closer Union in East Africa with the correspondence exchanged on this subject between the British Minister for the Colonies and the Governors of the territories concerned.

The representative of Germany on the Council, referring to this matter on January 24th, 1933, welcomed the declaration of the United Kingdom Government to the effect that, for the moment, it had abandoned the scheme for a political and constitutional union of Tanganyika with the territories adjacent. He drew attention, however, to the fact that partial measures for unifying important economic services might sooner or later bring about the same result as the comprehensive measures originally contemplated.

### IRAQ : THE POSITION OF THE ASSYRIAN POPULATION.

The Council, on September 24th, 1932, noted the signature by Iraq of the declaration framed on May 19th, 1932, embodying the undertakings to be accepted by Iraq before the mandatory system was brought to an end in the territory. The Council noted that the first of the conditions for the termination of the mandatory system in Iraq had thus been met. The mandate was accordingly terminated by the admission of Iraq to the League of Nations by the Assembly of the League on October 3rd, 1932.

The Mandates Commission, in these circumstances, refrained from submitting to the Council any detailed observations on the administration of Iraq in 1931. The Commission, however, was required to deal with certain petitions received from the Assyrian population in Iraq, which the Government of the United Kingdom, as mandatory Power, had forwarded

to the Commission previous to the termination of the mandate. The Council, on September 24th, 1932, approved the proposal of the United Kingdom representative that these petitions should be examined by the Commission.

The petitions revealed a sense of insecurity on the part of the Assyrians, partly owing to the climate of the country in which they were living, the sterility of the lands assigned to them and the precariousness of their tenure, but more especially owing to the fact that their community was widely scattered among populations of other races. The Assyrians were suggesting various solutions of their difficulties, such as a mass transfer of the population concerned to a country under the authority of a Western Government, their recognition as an autonomous community domiciled in Iraq, or a return to their old homes now situated in Turkish territory. Suggestions were also put forward for the constitution of a national home open to all Assyrians who were previously Ottoman nationals and the attribution to the Assyrian community of various political and educational rights. The Commission adopted a recommendation drawing the attention of the Council to the importance for Iraq of finding a solution which might enable the Assyrians to establish themselves in a homogeneous group appropriate to their traditions and corresponding to their economic needs. The Commission, on the other hand, considered that anything in the nature of a request for autonomy on the part of the Assyrians could not be encouraged, since such a solution would imperil the unity of the Iraqi State.

The Council considered the recommendations and observations of the Commission during its session in December 1932. It endorsed the view that it was impossible to grant the Assyrians any form of administrative autonomy. It further noted a declaration of the representative of Iraq that there was not sufficient unoccupied land in the country to permit of the establishment of the Assyrians in a compact community, but that his Government had studied the question of allotting to the Assyrians available land suitable for their settlement and was prepared to carry out plans framed for this purpose as soon as circumstances permitted. The Iraqi Government was, in fact, prepared to facilitate the settlement of the Assyrians either in their own country of origin or in another country.

The Council, on December 15th, 1932, adopted a resolution noting that it was the intention of the Iraqi Government to choose outside Iraq a foreign expert to assist it over a limited period to settle all the landless people of Iraq, including the Assyrians, and to carry out its scheme for the settlement of the Assyrians of Iraq under suitable conditions and as far as possible in homogeneous groups, having regard to the existing rights of the population. The Council recommended that, if these measures did not result in a complete solution of the problem, and if there remained Assyrians who were not disposed to settle in Iraq or who were unable to do so, the Iraqi Government should take all the steps in its power to facilitate their settlement elsewhere. The Government of Iraq was asked to keep the Council informed of the results of the measures contemplated.

#### FRONTIER BETWEEN SYRIA AND IRAQ.

The Commission of Enquiry, instructed by the Council under a resolution of December 9th, 1931, to study on the spot the question of the frontier between Iraq and Syria, submitted its report to the Council on September 10th, 1932, and the Council on October 3rd, 1932, adopting the recommendations of the Commission of Enquiry, invited the Mandates Commission to give, from the point of view of the interests of the territories concerned, its opinion on the line which was indicated. The Mandates Commission, on November 9th, 1932, noting that the sole evidence at its disposal was contained in the report of the Commission of Enquiry, expressed the view that the report did not seem to contain any information which would justify it in thinking that the frontier proposed was not in conformity with the interests of the territories in question. The Council, on November 25th, 1932, accordingly adopted the line mentioned in its resolution of October 3rd, 1932, as a final settlement of the question of the frontier between Iraq and Syria.

The Commission of Enquiry had referred in its report to the necessity of establishing a Demarcation Commission to trace the frontier on the spot, with sufficiently wide powers to take into account local exigencies and possible inaccuracies on the maps. The Council authorised its President to appoint a national of a third Power to preside over the Demarcation Commission and to act as arbiter, and the Acting President of the Council, on February 14th, 1933, appointed for this purpose Colonel Iselin, of Swiss nationality, former Chairman of the Commission of Enquiry. The Council asked the Governments concerned to communicate to it the Boundary Protocol as soon as it had been definitely established.

#### DEVELOPMENT OF THE MANDATORY SYSTEM IN PALESTINE AND SYRIA.

The Mandates Commission, in reviewing the annual report on the administration of Palestine for 1931, noted that the programme of constructive policy in that territory had not yet been completed, and that it would therefore be premature to express an opinion in regard to it. It noted, however, that, as a result of the measures taken to ensure security and of an exceptionally favourable economic situation in the territory, the year 1931 had been a period of calm and prosperity.

The Mandates Commission obtained from the representatives of the mandatory Power information on the evolution of the mandate for Syria and the Lebanon and on the stages leading up to the point at which these territories would no longer need the advice and assistance of the mandatory Power. The Commission considered that it would be premature to express any opinion on this subject until more detailed material on which to form a judgment was

available as to the policy of the Mandatory and the negotiations in progress. It expressed the hope that the mandatory Power would continue to keep it informed of the development of the situation.

The Council, in reviewing these observations, reserved its consideration of the evolution of the mandate for Syria and the Lebanon until the Commission had submitted more complete information and the conclusions of its enquiry. The representative of Italy, however, submitted certain observations regarding the method which the mandatory Power was stated to be contemplating for conferring independence on that country. He wondered, in particular, whether it was in conformity with the spirit of Article 22 of the Covenant or the letter of the Syrian mandate to dismember the territory into a number of political units which were to be treated differently from one another, and whether the portions into which the territory had been divided should not, for political, social and economic reasons, be restored to their traditional unity. Were the general conditions in Syria, moreover, really such as to demand that the independence of the four provinces should be effected separately and by successive stages? The representative of Germany associated himself with these observations.

The representative of France recalled that the Mandates Commission had been satisfied with the information it had received and had been driven to the conclusion that the problem was not sufficiently ripe, and that the information available was not sufficiently precise, for it to be able at that moment to form a judgment.

#### THE ISLANDS UNDER JAPANESE MANDATE.

The Commission, reviewing the administration for 1931 of the islands under Japanese mandate, noted a statement made by the accredited representative, and subsequently confirmed by his Government, to the effect that rumours regarding the establishment of a naval base in the mandated territory were unfounded. The Japanese Government had not contemplated, and had no intention in the future of contemplating, such a measure.

#### SLAVERY.

The Committee of Experts appointed under the resolution adopted by the Assembly on September 25th, 1931, submitted a report to the Council, dated September 1st, 1932, showing the present position in regard to slavery and analogous conditions and indicating the measures which might be used in combating the various aspects of slavery thus described. It suggested, in particular, that an Advisory Commission of Experts should be appointed to study, among other matters, institutions or facts coming under the definition of slavery or analogous conditions, and to keep in touch with information relating to these matters.

The Assembly, on October 12th, 1932, drew the attention of the Members of the League and of States parties to the Convention of 1926 to the recommendations contained in this report and decided to appoint the proposed Advisory Commission of Experts. The Secretary-General was asked to include in the budget for 1934 the credits necessary for that purpose. The Council, on January 24th, 1933, acting under this recommendation, invited the Secretary-General to draw up a list of experts with the necessary qualifications with a view to the constitution of the Advisory Commission as soon as the necessary credits had been voted.

#### REQUEST OF THE LIBERIAN GOVERNMENT FOR ASSISTANCE.

The Committee of the Council which was appointed in January 1931 to study the problems raised by the request for assistance from the Government of Liberia laid down, in May 1932, the general lines of a scheme of assistance, which involved the introduction in Liberia of reforms in general administration, health and finance, with the assistance of foreign experts. The Committee further recommended that new arrangements should be concluded with the Finance Corporation of America for a loan contract and with the Firestone Plantations Company for a concessions contract.

The Finance Corporation of America, in November 1932, intimated that it considered it necessary, before undertaking to negotiate a contract, to obtain direct and complete information on the spot regarding the situation in Liberia and that it had sent its Vice-President to Monrovia for that purpose. A further difficulty arose towards the end of the year, when the Government of Liberia, owing to an increasingly difficult financial situation, suspended the service of the interest and redemption of the loan it had concluded with the Finance Corporation of America, and took other steps in connection with important clauses in the loan contract. The representative of the United States of America intimated that his Government considered these decisions to be a breach of the provisions of the contract and that no negotiations could take place at Geneva until they had been rescinded.

The Committee, in January 1933, proposed as a compromise that the Government of Liberia should cancel the measures which it had taken, pending a *de facto* recognition by the Finance Corporation of a moratorium for a limited period, which would enable direct negotiations to go forward at Geneva on all the questions at issue. The Government of Liberia did not, however, think it possible to reconsider its decisions until the plan of assistance had come into force and afforded the necessary financial relief.

The Government of the United States of America had sent a representative to Liberia on a special mission, with a view to seeking a solution which might at the same time safeguard American rights in Liberia and enable the present efforts to be continued with a view to assisting the country. The United States representative succeeded in bringing about a resumption of the conversations between the Government of Liberia and the Vice-President of the Finance Corporation.

The Committee of the Council will resume its consideration of the question as soon as the result of these conversations has been communicated.

#### PREPARATION FOR THE MONETARY AND ECONOMIC CONFERENCE.

The preparatory work for the Monetary and Economic Conference, in conformity with a decision taken by the Conference of Lausanne and with the instructions of the Council, was entrusted to a Committee of the Council, which was asked to take the necessary practical measures for the organisation of the Conference, and to a Preparatory Committee of Experts which was asked to prepare the Agenda of the Conference.

The Organising Committee, sitting under the chairmanship of Sir John Simon (United Kingdom), included representatives of Belgium, France, Germany, Italy, Japan, Norway and the United States of America. The Committee met in October and November 1932 and in January, April and May 1933. It dealt with various matters in connection with the material preparation of the Conference, such as choice of the place in which the Conference should meet, its technical organisation and the co-operation of various international bodies in its work. The Council appointed Mr. Ramsay MacDonald, Prime Minister of the United Kingdom, to act as President of the Conference and decided that the Conference should meet in London. The Organising Committee, on April 29th, decided that the Conference should meet on June 12th, 1933.

The Organising Committee at its final session, held on May 12th, decided, at the request of Mr. Norman Davis, representative of the United States, that, along with the invitations to the participating countries, there should be forwarded a proposal for an economic truce by the terms of which the Governments would refrain from creating or making any material or upward modifications in tariff rates, or imposing any new restrictions, or enhancing any existing restrictions against the importation of goods which would give to domestic producers an additional advantage as compared with foreign producers. It was suggested that the truce should also provide that the Governments would agree not to introduce any additional direct or indirect subsidies for the expansion of their export industries, or any discriminatory trade methods, or any additional measures to promote dumping. The Governments represented on the Organising Committee accepted this proposal and agreed as between themselves, subject to certain explanations and qualifications, that they would not, before the opening of the Conference or during its proceedings, take any steps which might increase existing obstacles to international commerce.

The Council, on May 23rd, 1933, reviewing these arrangements, adopted a resolution expressing its satisfaction that the eight Governments represented on the Organising Committee had agreed to accept the proposed economic truce and urgently appealed to all the Governments invited to the Conference to participate in the truce and to act in accordance with this spirit.

The Preparatory Committee of Experts consisted of fourteen members appointed by the Governments of Belgium, the United Kingdom, France, Germany, Italy, Japan and the United States of America, each Government appointing two delegates, one to deal with financial and the other with economic questions. It further included: (a) three experts appointed respectively by the Governments of China, India and Norway, (b) three financial experts and three economic experts appointed by the Council of the League of Nations, and (c) two financial experts appointed by the Bank for International Settlements. Further, the Committee co-opted three representatives of the International Labour Organisation and a representative of the International Institute of Agriculture to assist it in dealing with questions falling within the competence of these bodies.

The Committee, during its first session, held in November 1932, entered upon a preliminary discussion of its task, having regard to the indications furnished by the Conference of Lausanne, by the Council of the League and by the Organising Committee. Between sessions, the members of the Preparatory Committee continued in their respective countries the enquiries and consultations necessary for establishing an annotated agenda for the Conference.

The Committee, during its second session, held in January 1933, again surveyed the problem as a whole and determined the text of its report. The Committee, in its introduction to the report, gave a general review of the present economic situation. It referred in particular to the unemployment of at least 30,000,000 workers; the decline in wholesale commodity prices as expressed in gold by roughly one-third and of raw material prices by from 50 to 60 per cent; the continued accumulation of world stocks of agricultural products; the contraction of industrial production, particularly in trades producing capital equipment; the impediments placed upon the international flow of goods owing to currency disorders and Government interventions and the reduction of goods in foreign trade by at least 25 per cent. Emphasis was laid on the need for immediate and broad measures of reconstruction, and it was urged that the present conflict between national economies must be resolved and abandoned as a prelude to any full or durable recovery.

The report contained a general programme of the Conference, together with an annotated agenda. The agenda of the Conference as proposed in the report was as follows :

1. Monetary and credit policy.
2. Prices.
3. Resumption of the movement of capital.
4. Restrictions on international trade.
5. Tariff and trade policy.
6. Organisation and production of trade.

The Committee, in its annotations upon the agenda, submitted observations on the various problems falling under the general items.

The Council, on January 26th, noted the draft annotated agenda and forwarded it as a basis of discussion to the States invited to the Conference.

## ECONOMIC QUESTIONS.

### WORK OF THE ECONOMIC COMMITTEE.

The Economic Committee met for its thirty-ninth session at Geneva from May 15th to May 17th, 1933. The Committee had not come together since June 1932. It suspended its work for this lengthy period, feeling it to be inexpedient to carry on its activities simultaneously with those of the Committee of Experts which was preparing for the Monetary and Economic Conference. During its session in May, it reviewed the preparations which had been made for the Conference and made arrangements for its representation there in an advisory capacity.

### WHEAT PROBLEM.

The Preparatory Committee of the Monetary and Economic Conference had felt that the wheat problem should be studied in advance of the Conference, and the Economic Committee accordingly organised an exchange of views between the experts representing the four principal wheat-exporting countries : the Argentine, Australia, Canada and the United States of America.

The experts of these countries met at Geneva from May 10th to May 17th, 1933. They considered a possible limitation of production and exports and measures for the liquidation of existing stocks. It was arranged that they should resume their conversations in London on May 29th after having consulted their Governments, when it was hoped that definite conclusions might be reached.

### CUSTOMS NOMENCLATURE.

The Secretary-General sent to the Governments of all the States Members and non-members of the League, in November 1932, the draft uniform nomenclature drawn up by the Sub-Committee of Experts of the Economic Committee, together with the explanatory notes drafted by the Sub-Committee. The Governments were asked to submit the draft nomenclature for study to their competent departments and to forward to the Secretary-General any observations which they might consider to be useful. It was understood that these observations would be considered by the Sub-Committee of Experts with a view to making such amendments in the draft nomenclature as seemed to them to be essential or desirable.

### PROCEDURE FOR THE FRIENDLY SETTLEMENT OF INTER-STATE ECONOMIC DISPUTES.

The Council approved, on January 28th, 1932, the procedure proposed by the Economic Committee for the friendly settlement of inter-State disputes and invited the Committee to submit a list of experts to be appointed under Article 4 of the Regulations. The experts named have accepted their appointments and resort to the new procedure has been open to States Members and non-members of the League of Nations as from January 1st, 1933.

### NON-RATIFICATION OF ECONOMIC CONVENTIONS.

The Convention for the Regulation of Whaling opened by the Assembly on September 24th, 1931, has not yet come into force, owing to the fact that it has not yet received the ratification of the United Kingdom, which is necessary to bring it into effect.

The three Conventions for the Unification of the Laws relating to Bills of Exchange and Promissory Notes have not yet come into force owing to the fact that they have not yet received the ratifications of Germany and France.

## FINANCIAL QUESTIONS.

### WORK OF FINANCIAL RECONSTRUCTION.

The Financial Committee, in accordance with the instructions of the Council, has continued closely to follow the situation in those countries of Europe which have had recourse to its assistance in the past. It has devoted three sessions, in September 1932 and in January and April 1933, to these questions and has sent delegations to Bulgaria and Greece. It has further, in agreement with the Roumanian Government, established the basis of an advisory technical co-operation in Roumania. Further, at the request of the Chinese Government, an expert of

the Financial Section of the Secretariat has visited China on a six months' mission in order to co-operate with the Chinese Government in the study of the financial problems concerning that country.

The Protocol for an Austrian loan signed at Geneva on July 15th, 1932, came into force on December 31st, 1932, after ratification by Austria, the United Kingdom, France and Italy. Belgium and the Netherlands have tabled bills for ratification and the Swiss Confederation will also share in the loan. Under the Protocol, M. Rost van Tonningen has been appointed representative of the League in Austria, and M. Frère as adviser to the National Bank.

The Austrian Government undertook, under the Protocol, to establish and maintain budgetary equilibrium, to abolish trade restrictions and to carry out a certain number of measures with the object of putting its financial situation on a sound basis. These undertakings have already to a large extent been met. The budget voted in 1932 was balanced and the deficit on the railways was covered. All exchange operations are now carried on at market rates in Austria, and the restrictions still in force are merely used in order to prevent a flight of capital and to ensure the execution of measures concerning the payment of foreign debts. Austria, since the beginning of 1933, has resumed her monthly transfers for the service of the guaranteed loan of 1923-1943 and carried out the necessary transfers for the payment of the last coupon of the 1930 loan. The Financial Committee, reviewing these measures, paid a tribute to the Austrian Government, which, "so far as could be reasonably expected in present circumstances, has carried out the plan of reforms contemplated in the Protocol".

The Financial Committee has endeavoured to make its co-operation with the Bulgarian Government more effective. In April 1933, a delegation of the Financial Committee went to Sofia at the request of the Bulgarian Government. Its enquiries revealed that the budget deficit for 1932-33 was considerable and that the Treasury had entirely exhausted its resources. The State was spending on an average 110 million leva a month more than it received.

The Bulgarian Government, after consultation with the Financial Committee, made a declaration in which it outlined certain reforms. It undertook to adopt for the period 1933-34 a budget showing an increase of 560 millions of new taxation and an economy of 300 millions as compared with the previous budget. It expressed its readiness to adopt a stronger control over the execution of the budget, to apply strictly the system of monthly budgets as a basis for expenditure, to earmark certain receipts for salaries and pensions, to pay off all arrears in respect of these items and to enact a series of laws before the end of the year dealing with debts, debt agreements, interest rates and the activities of the banks.

The Financial Committee, noting these intended reforms, recommended certain measures with a view to improving the situation of the Treasury during the coming months.

At the request of the Greek Government, a delegation of the Financial Committee was sent to Greece with instructions to report to the Committee at the beginning of June. The Greek Government, in conformity with the recommendations of the Council, concluded a provisional agreement in 1932 with the foreign holders of Greek loans.

The situation in Hungary has continued to be extremely difficult. The budget for the financial period 1931-32 closed with a deficit of 160 million pengö. It is hoped that the deficit for 1932-33 may be reduced by an increase in direct taxation and a reduction in expenditure on staff. Certain signs of improvement have been evident since the beginning of 1933. In particular, exports increased 11 per cent in value in the first quarter of 1933 as compared with the same period in 1932, showing a balance over imports of 10 million pengö. The Bank of Hungary has thereby been enabled to increase its purchases of foreign exchange.

An interesting development of the Financial Committee's activities is the agreement concluded in January 1933 for technical co-operation with Roumania as a result of a request by the Roumanian Government. The agreement provides for the appointment by the Roumanian Government, on the recommendation of the Council, of an accounting expert, an expert on treasury and budget matters and an expert on taxation. Their work will be co-ordinated by a financial adviser appointed by the Council of the League in agreement with the Roumanian Government.

#### FISCAL COMMITTEE.

The enquiry conducted by the Fiscal Committee, with the assistance of the Rockefeller Foundation, into the taxation of foreign and national enterprises and the methods of apportioning the profits applied to enterprises working in several countries is now concluded. It has covered more than thirty countries situated in various parts of the world.

Meanwhile, the Sub-Committee set up by the Fiscal Committee to conduct the enquiry into double taxation met from March 17th to 30th, 1933, in New York and in Washington at the request of the American section of the International Chamber of Commerce. A draft recommendation covering double taxation as applied to industrial and commercial profits was drawn up for submission to the Fiscal Committee.

#### SCHEME FOR A CURRENCY NORMALISATION FUND.

The Conference which met at Stresa in September 1932 contemplated the establishment of a currency normalisation fund and referred the matter to the Commission of Enquiry for

European Union, which recommended the Council to entrust it for thorough and detailed examination to a committee of experts.

The Committee of Experts met from October 26th to November 1st, 1932. The Committee drafted a general outline and laid down certain general principles. It recommended that the fund, which would be used for normalising currency conditions in Central and Eastern Europe, should be at the disposal only of countries which were prepared to abolish as quickly as possible existing restrictions upon exchange transactions. The administration of the fund would be entrusted to the Bank for International Settlements and contact maintained between the Bank for International Settlements and the Financial Committee of the League.

The report of the Committee of Experts was communicated to the Preparatory Committee of Experts of the Monetary and Economic Conference, which, in the annotated agenda of the Conference, drawn up in January 1933, referred to the constitution of such a fund as one of the methods which had been suggested for stimulating the international movement of capital.

### ECONOMIC INTELLIGENCE SERVICE.

The *Statistical Year-Book of the League of Nations* for 1932-33, published in June, contains a large body of internationally comparable and up-to-date statistics relating to all the countries of the world.

The *Monthly Bulletin of Statistics* now gives greater prominence to special tables and diagrams relating to questions of current economic interest. Improved arrangements have been made to publish the latest accessible information.

The *World Economic Survey* is brought out in accordance with a special resolution of the Assembly. The second edition will be available to the members of the Assembly in 1933. It will contain an analysis of the evolution of the economic situation in 1932 and up to the middle of 1933, including a preliminary account of the discussions of the Monetary and Economic Conference.

A new edition of the *Review of World Production* will be issued in July, under the title *World Production and Prices*; it will give information covering the period 1925 to 1932.

The *Review of World Trade*, published in December 1932, covers the year 1931 and the first half of 1932. A further edition, covering the year 1932 as a whole, was published for the Monetary and Economic Conference.

*Balances of Payments, 1931-32*, will be issued towards the end of 1933 and will include a general study of the movements of capital in 1932 and during the first half of 1933.

*International Trade Statistics 1931-32*, containing detailed trade statistics for sixty-four countries, will be published towards the end of 1933.

A second edition of the *Memorandum on Commercial Banks* will be published towards the end of the year and will contain a general study of the activities of commercial banks between 1925 and 1933.

### TRANSIT QUESTIONS.

#### PUBLIC WORKS.

The Committee of Enquiry on questions relating to public works and national technical equipment, appointed in June 1931 to study the question of large-scale public works for the reduction of unemployment and the mitigation of the economic crisis, held a third session at Geneva from September 7th to 10th, 1932. It continued its consideration of proposals made by certain Governments for large-scale public works in their several countries and submitted a second report to the Council declaring its approval of certain schemes. The Council, in September 1932, decided to forward this report, together with the report previously submitted in May 1932, to the Preparatory Committee of Experts for the Monetary and Economic Conference, with a view to the inclusion of the question of public works in the agenda of the Conference. The Preparatory Committee of Experts duly inserted this question in the draft annotated agenda of the Conference.

#### ASSISTANCE AFFORDED TO STATES MEMBERS OF THE LEAGUE.

The Organisation for Communications and Transit acceded to a request submitted by the Siamese Government in February 1933 that experts should be appointed to advise as to the improvement of the approaches by sea to the port of Bangkok and of the installations of the port.

The Chairman of the Advisory Committee for Communications and Transit referred the question to a Committee of Experts, which drew up a list of supplementary economic and technical data which it considered necessary before it could give an advisory opinion. The Committee of Experts entrusted the necessary investigations on the spot to one of its members, who went to Siam in June.

The Organisation for Communications and Transit has continued to assist in carrying out the reconstruction programme of the National Economic Council of China. The Director of the Communications and Transit Section of the Secretariat of the League returned to China in November 1931 to advise the Chinese Government how it might best use the services of the



technical organisations of the League of Nations and to make arrangements which would enable the National Economic Council to keep in touch with them.

Considerable improvements have already been effected on the waterways system of Northern China and in the port of Greater Shanghai. Important progress has also been made in carrying out an organised programme of road construction. The first of the new roads, from Shanghai to Hangchow, was opened in October 1932.

The Chinese Government has centralised in the hands of the National Economic Council all important work connected with river improvement throughout the country. A Hydraulic Works Commission of the National Economic Council has been instructed to direct and supervise the necessary work and to examine the results obtained. Special attention is now being devoted to urgent work for the improvement of the Yangtze and its tributaries. Important work has been started on the lower reaches of the Hwai river upon the advice of the League experts on hydraulic questions, which will involve an expenditure of some 14 million Mexican dollars.

#### AIR TRANSPORT CO-OPERATION.

The Air Transport Co-operation Committee of the Transit Organisation is completing its study of the constitution and operation of a main network of permanent air routes, started in May 1932. The main network would include essential air services on the European continent and in the Mediterranean basin as far east as Istanbul, Beirut and Alexandria and as far west as Casablanca.

#### LEAGUE WIRELESS STATION.

The wireless station "Radio-Nations" has, during the past year, performed the special political services on behalf of the bodies of the League and the delegations accredited to them for which it was intended. It has, in particular, on occasions when certain disputes between States have been under consideration by the League, made it possible for direct and independent contact to be maintained between the bodies of the League and the missions which they have sent to the spot. The effective existence of the station has also, in certain cases, considerably facilitated the rapid working of the League procedure. Important and urgent documents have been transmitted to distant countries by wireless telegraphy, and the delegations of non-European countries at Geneva have been able to keep in touch with public national opinion at home. Finally, the station has enabled the League of Nations regularly and directly to keep an increasingly numerous public outside Europe informed of the activities and discussions of the League—a field of activity which may shortly be extended to the European public.

Particularly important services were rendered by the station in connection with the Sino-Japanese dispute. It enabled the Consular Committee at Shanghai to correspond directly with the Secretariat of the League at Geneva. The station was also used by the Commission of Enquiry appointed by the Council on December 10th, 1931, when staying at Shanghai and at Peking. Moreover, the Committee of Nineteen appointed by the Assembly, on completing its report on the Sino-Japanese dispute, in February 1933 decided, both for reasons of time and cost, to make use of the wireless station, and the report was broadcast *in extenso*, after the various Governments concerned had been warned.

Further important services were rendered by the station in connection with the dispute between Colombia and Peru.

#### HEALTH QUESTIONS.

##### CO-OPERATION IN PUBLIC HEALTH MATTERS WITH THE GOVERNMENTS OF VARIOUS COUNTRIES.

The Health Administration of the Chinese Republic has made considerable progress with the three-year plan of re-organisation established in 1930 with the assistance of the Health Organisation. The Central Field Health Station at Nanking is now installed in a new building equipped with modern appliances. Among the activities of the station may be mentioned the organisation of courses for doctors and for sanitary inspectors. The station has received requests for co-operation and advice of every kind, and health programmes are in course of execution in the provinces of Hupeh, Kiangsi, Hunan and Honan. Campaigns have been undertaken against schistosomiasis in the province of Chekiang and against cholera and smallpox at Shanghai.

The National Quarantine Service, re-organised as a result of the enquiry made in 1929 by experts of the Health Organisation in agreement with the Chinese authorities, has taken over three new ports (Tientsin, Tsingtao and Chinwangtao), and will henceforth be able to ensure the health supervision of all the river and maritime ports of interest to international traffic.

The health centre at Athens, established by the Greek Government under the scheme of health re-organisation framed in agreement with the Health Organisation in 1929, continues to make progress. The Malariological Section of the Health School has assumed the direction of all the anti-malarial work in the country.

The Health Committee, complying with a request submitted by the Czechoslovak Government in September 1932, has placed at the disposal of the Czechoslovak Ministry of Public Health a member of the Health Section and the experience of its technical commissions.

#### LIAISON WITH THE HEALTH ADMINISTRATIONS OF VARIOUS COUNTRIES.

Only one collective study tour was arranged for 1933. It took place in Poland from May 28th to June 29th. It seemed interesting, in the present economic circumstances, to draw attention to a health organisation and a system of social medicine which, although very complete, was nevertheless working at small cost.

Since October 1st, 1932, fellowships have been granted to medical officers belonging to the health administrations of ten countries.

The Health Section, in June 1932, established an information service for questions of general interest to health administrations and medico-social institutions, thus placing at their disposal the considerable body of information centralised by the Section.

#### RURAL HYGIENE.

The European Conference on Rural Hygiene (1931) recommended that certain questions should be further studied by a number of institutes and schools under the auspices of the Health Organisation. Special reference was made to the prevention of typhoid fever, the milk supply, the cost of various types of rural health services, the problem of flies and manure, methods of analysis applied to drinking-water, etc. These studies have been undertaken in Berlin, Buda-Pesth, Copenhagen, Madrid, Nancy, Prague, Warsaw and Zagreb. The bacteriologists of the institutes dealing with the problem of typhoid fever, meeting at Warsaw in November 1932, discussed the methods of standardising certain laboratory processes used in the diagnosis of typhoid fever.

#### CONFERENCE OF REPRESENTATIVES OF THE HEALTH SERVICES OF CERTAIN AFRICAN TERRITORIES AND OF BRITISH INDIA.

The Conference convened at the request of the Government of the Union of South Africa to discuss certain questions of interest to Central Africa, South Africa and British India met at Cape Town from November 15th to November 25th, 1932. The principal question before the Conference was the practical application of the chapter dealing with yellow fever of the new International Sanitary Convention for Aerial Navigation. The subject is of special interest from the fact that new air services are now traversing Africa from north to south and from west to east, and may carry for long distances, not only persons in a state of incubation, but also infested mosquitoes. The Conference recommended the Governments of the countries of Africa to ratify the International Sanitary Convention for Aerial Navigation of 1932 and it suggested that the Health Organisation should be invited, in 1937 at latest, to obtain from the administrations concerned their suggestions and wishes in regard to a further Conference within a period to be fixed.

#### EFFECTS OF THE ECONOMIC DEPRESSION ON PUBLIC HEALTH.

The Health Organisation has given special attention to this problem.

In order to secure a mutual understanding on the way in which individual nutrition should be studied, a Conference of Experts was convened at Berlin in December 1932. The programme framed by that Conference provides for clinical enquiries to be undertaken according to methods simply and rapidly applicable and is being carried into effect in Germany, Austria, the Netherlands, Poland and Yugoslavia, while Belgium and Hungary are considering its application.

A group of experts has been requested to exchange views on the most suitable methods by which, in a period of economic depression, the public health can be safeguarded by the co-ordination of the work of all available public health institutions, whether public or private. Their report emphasises that measures for the prevention and treatment of disease are in the interests of true economy, and that any restriction placed on the budgets of preventive medicine, already inadequate, must be regarded as anti-economical.

#### WORK OF THE TECHNICAL COMMISSIONS.

The Malaria Commission of the Health Organisation has continued its studies into the distribution and treatment of malaria, the quinine requirements of malarial countries and the curative value of totaquina. International courses in malariology have been organised this year in Paris and Rome, with practical stages to follow subsequently in Italy, Spain and Yugoslavia.

Progress has been made with the enquiry into the organisation of the campaign against tuberculosis, more particularly in regard to the general principles which should be applied in its prevention.

The Permanent Commission on Biological Standardisation has continued its work with the assistance of the Institutes at Copenhagen, Frankfurt, London, Paris and Washington.

The Opium Commission is completing its studies with a view to standardising the methods of estimating the morphine content of the various opiums and has undertaken similar work in respect of cocaine.

The Reporting Committee dealing with venereal diseases has submitted to the Health Committee the first results of its enquiry in a chapter dealing with the sero-diagnosis of syphilis based on the results of laboratory conferences at Copenhagen and Montevideo.

#### EPIDEMIOLOGICAL INTELLIGENCE SERVICE.

The Eastern Bureau at Singapore, owing to the extension of the National Quarantine Service of China, is now able to obtain more rapid information in regard to ports under Chinese control, and it may be claimed that no outbreak of plague, cholera or smallpox will henceforth be declared in any one of the ports of the zone extending from the Cape to Vladivostok and from the Red Sea to the Panama Canal without the Eastern Bureau being advised by telegram.

#### TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

##### WORK OF THE ADVISORY COMMITTEE.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs met for its sixteenth session on May 15th, 1933. A summary of the proceedings and recommendations of the Committee will be given in the supplementary report on the work of the League.

##### RATIFICATION OF THE CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS.

The Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, of 1931, had, by April 10th, 1933, obtained twenty-eight ratifications or accessions. To bring the Convention into force, twenty-five ratifications or accessions were necessary, including those of four manufacturing States. Article 30 of the Convention provides that it should come into force ninety days after the necessary number of ratifications had been received. The Secretary-General was accordingly able to announce on April 10th that the Convention would come into force on July 9th, 1933. On April 20th, 1933, a total of thirty-five ratifications or accessions had been received.

The Government of the United States of America exerted all its influence to secure a prompt ratification of the Convention by the various countries. These efforts, moreover, were supported by social and religious organisations, which made frequent appeals to the Governments for the necessary action.

##### MODEL ADMINISTRATIVE CODE.

The Advisory Committee for the Traffic in Opium and Other Dangerous Drugs, in 1932, instructed a Sub-Committee, consisting of the representatives of the United Kingdom, France, Germany, Italy, Japan, the Netherlands, Spain, Switzerland and the United States of America, to draw up a model code, with a view to assisting the Governments in preparing the necessary legislation for the application of the Limitation Convention of 1931. On the instructions of the Council at its sixty-ninth session, in November 1932, the Secretary-General communicated the Model Code elaborated by the Sub-Committee to the various Governments, drawing attention to the hope expressed by the Council that they would, as far as possible, take it into consideration in framing the necessary legislative and administrative measures for the application in their territories of the provisions of the Convention.

##### WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

The report of the Permanent Central Opium Board is submitted annually to the Council in September, and its conclusions cannot therefore be summarised in the annual report to the Assembly until September of the following year. The report submitted by the Board to the Council in September 1932 embodied important conclusions, reached as a result of its examination of the statistics for 1931 as communicated by parties to the Geneva Convention of 1925.

The Board draws attention to important omissions in the statistical information supplied by certain States parties to the Convention. It notes, in particular, that Bulgaria, Greece, Italy, Monaco, New Zealand, Roumania and Yugoslavia failed to report on the consumption of narcotics within their territories during 1931. The Board takes a serious view of these omissions.

There was a decrease in the total world manufacture of morphine, diacetylmorphine and cocaine, not only from 1929 to 1930, but also from 1930 to 1931. Turkey, however, though manufacturing on a large scale, made no report on its manufactures during 1931. Nor had the Board any information as to the amount of morphine manufactured in the Union of Soviet Socialist Republics. There were, moreover, countries where the manufacture of certain drugs increased during 1931. There was an increase in the manufacture of cocaine in the United Kingdom and Formosa, an increase in the manufacture of morphine and diacetylmorphine in Switzerland, and an increase in the manufacture of morphine and cocaine in the United States of America. Further, the manufacture of morphine and diacetylmorphine in Czechoslovakia assumed considerable proportions.

The Board has devoted special attention to the problem of consumption, with special reference to the system to be applied in estimating and comparing the consumption of the different countries, and during its sessions in 1932 it endeavoured to find a satisfactory basis of comparison as between the different countries with a view to deciding whether the consumption in any given country was excessive and justified the inference that a certain part of it, recorded as legitimate, escaped into the illicit traffic.

The Board noted in 1931, as compared with 1930, a large decrease in the total quantities of the principal substances reported as seized on account of illicit import. Though the quantities of drugs seized is not necessarily a true indication of the extent of the illicit traffic, this decrease in the seizures of manufactured drugs may be regarded as evidence that the contraband trade in them is diminishing. Even so, nearly a ton of diacetylmorphine and over half a ton of morphine were seized in the course of the year. The details of seizures seem to indicate that the United States of America is the chief victim of the illicit traffic.

The Board has devoted a considerable time during its last three sessions to preparing for the work to be undertaken under the Limitation Convention of 1931, and drafts have been drawn up of the new statistical tables which will be required.

The Board, during its session held in May 1933, considered the serious situation which, according to the Central Narcotics Intelligence Bureau of the Egyptian Government and other sources of information, had arisen in Bulgaria owing to the establishment of factories for the manufacture of narcotic drugs.

It also drew up the form which the Governments would be invited to use in supplying the estimates of their legitimate requirements which constitute the basis of the whole machinery for the limitation of the manufacture of drugs.

## PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

### THE ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

The Advisory Commission for the Protection and Welfare of Children and Young People held its twelfth session at Geneva from March 27th to April 8th, 1933, and its report was considered and approved by the Council on May 22nd, 1933.

The Commission, after examining in plenary session the report of the Commission of Enquiry on the Traffic in Women and Children in the East, and after discussing its re-organisation and its programme of work, divided into its two constituent Committees dealing respectively with child welfare and the traffic in women and children.

The Commission proposes to maintain the two Committees for Child Welfare and the Traffic in Women and Children. It is suggested, however, that these Committees should be constituted in such a way as to make them more representative of the social institutions and more in touch with the different social problems connected with their work. To this end, three other countries will be invited by the Council to participate in the work of the Commission, and the number of official delegates will accordingly be increased from twelve to fifteen. The delegates will be chosen with a view to including national groups not at present represented, and invitations to serve on the Commission will be limited to five years, after which period the question of making further changes will again be considered.

The Commission urged that the Secretariat of the Social Section should be strengthened by the addition of permanent or temporary members and that larger credits should be authorised, pointing out that, whereas the economic difficulties experienced by most countries had obliged them in spite of the crisis to increase their expenditure on social welfare, the League of Nations budget for social questions was continuously decreasing.

The Commission made a preliminary examination of the report of the Commission of Enquiry on the Traffic in Women and Children in the East, but postponed full discussion of the report till next year. It drew attention, however, to the position of Russian women in the Far East, victims of the traffic in Manchuria and North China, and requested the central organs of missions and private international or national organisations to study the report and submit written suggestions for communication to the members and assessors of the Commission at their next session.

The Advisory Commission, in view of the emphasis laid by the Commission of Enquiry on the close connection existing between the international traffic in women and children and the maintenance of licensed houses in the Far East, further asked the Secretariat to obtain information on the latest developments in regard to the system of licensed houses, more particularly as to the results achieved in countries where they had been suppressed.

### TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

The Traffic in Women and Children Committee, sitting from April 6th to 8th, 1933, noted that Egypt, Mexico, Persia and the Sudan had ratified or acceded to the Convention of 1921, and that the number of annual reports received from Governments on the suppression of the traffic in women and children was increasing. Twenty-three States Members of the League had, however, not sent in reports.

The Committee gave special attention to the question of the abolition of the age-limit in the Conventions of 1910 and 1921 and to the penalties to be inflicted upon *souteneurs*. It adopted, with reference to the age-limit, a preliminary draft Protocol, to be submitted to the Governments for their observations, providing that any person who, in order to gratify the passions of another person, had procured, enticed or led away a woman or girl over age, even with her consent, for immoral purposes in a foreign country should be punished. The proposed Protocol refers only to traffic in women sent to a foreign country.

The Council, on May 22nd, 1933, decided to communicate the draft Protocol to the Governments, and expressed the hope that it would be possible for their delegates present at the Assembly in 1933 to sign an international agreement.

The Committee encountered serious difficulties in its efforts to revise the text of a preliminary draft Protocol relating to the penalties to be inflicted on *souteneurs*. The draft was considered by a Legal Sub-Committee in January 1933, together with comments submitted by the Governments. The Sub-Committee found it impossible to frame a satisfactory definition of the offence, and further noted that there were very great divergencies between the different legislations. The Committee could not make any immediate progress with the question, but strongly recommended the Governments which did not yet possess penal legislation applicable to *souteneurs* to introduce penal provisions involving exemplary punishments. It asked the Council to draw the special attention of Governments to this recommendation.

#### THE CHILD WELFARE COMMITTEE.

The Child Welfare Committee, sitting from March 27th to 30th, 1933, gave special attention to the effects of the economic crisis and unemployment on children and young people. The Turkish delegation, with the support of the French delegation, had, in 1932, submitted a resolution to the Assembly calling attention to this question. The Committee noted that, not only did children suffer from the hardships and privations occasioned by poverty, but they were, at the same time, victims of a moral depression resulting from a decrease in the authority of the parents and a decrease in the stability of the home. The case of young people who had completed their education in the last three years was regarded as specially serious. The Committee considered that action was necessary and appealed urgently to the voluntary associations to forward to the Secretariat the results of the enquiries so far conducted. It further asked the International Labour Office to keep it informed of any efforts made in this field.

The Committee also considered the question of the production of films for the education and recreation of children. It asked the Secretariat to collect information relating to this subject for further consideration next session. It further suggested that the International Educational Cinematographic Institute at Rome might ascertain whether certain advantages could not be accorded, either by exemption from Customs duties or preferential fiscal treatment or by subsidies, to films specially suited for children and young people.

Among other subjects considered by the Committee were the introduction into national legislations of penalties for the offence of deserting the family; the discovery and education of blind children; measures to attenuate the disadvantages arising from illegitimacy, more particularly by the issue of abridged birth certificates and other official documents; the protection of children of migrant workers; reports from the Health Organisation of the League on its activities in the sphere of child welfare; the adoption by the International Labour Conference of a draft Convention fixing a minimum age for the employment of children in non-industrial occupations and the question of issuing a further questionnaire concerning juvenile courts and the institutions to which erring or delinquent minors were entrusted.

#### NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

The thirteenth Assembly requested, *inter alia*, the Nansen International Office for Refugees to consider, in consultation with the mandatory Power, the question of an early solution of the refugee problem in Syria; to examine the possibility of effecting the transfer to the Armenian (Erivan) Republic of a further 20,000 Armenian refugees from other countries, and to endeavour to assist the Russian refugees in China rendered destitute by the floods.

Up to the end of 1932, the Office had evacuated 21,378 Armenian refugees from the temporary camps and settled them in agricultural colonies and urban quarters. M. Werner, appointed President of the Office in February 1933 in place of M. Max Huber, has come to the conclusion, as the result of a recent mission to Syria, that the settlement work could only be terminated by the end of the year 1934.

Armenian refugees to the number of 8,500 have now been transferred from Bulgaria, Greece and France to Soviet Armenia. Representatives of the Armenian Government, in February 1933, intimated that their Government was willing to receive 20,000 or 30,000 more Armenian refugees if a loan could be arranged for their settlement expenses. The Office has taken steps to decide whether it would be in a position to co-operate further in the transfer of Armenian refugees to Erivan.

The Office has received a report from its representative in Shanghai to the effect that 7,000 Russian refugees are seriously affected by the floods in the region of Harbin. It was estimated that 1,500 of the most destitute refugees could be made self-supporting by an advance of 70,000 Swiss francs.

During the period under review, the Office has assisted 4,900 refugees to find employment; 140,000 Swiss francs had been granted to organisations, and 11,000 refugees have thus been assisted. By the end of March 1933, assistance in obtaining Nansen passports, visas, legal and other facilities had been given to 47,066 refugees.

The Governing Body of the Office and Inter-Governmental Advisory Commission for Refugees have decided that a Convention for the protection of the refugees will be necessary after the liquidation of the Office. The Council has entrusted the Presidents of the two organisations with the preparation of a Convention for the consideration of the interested Governments.

#### INTERNATIONAL RELIEF UNION.

The Convention for the Establishment of an International Relief Union, dated July 12th, 1932, came into force on December 7th, 1932. The Council, under the Statutes of the Union, adopted a resolution on January 26th, 1933, instructing the Secretary-General to convene the first meeting of the General Council of the Union at Geneva on July 10th, 1933.

The General Council is composed of the delegates of the countries members of the Union. The agenda for the meeting of the General Council was fixed by the Council of the League of Nations. It consists for the most part of items relating to the election of officers and members of the Executive Committee and the establishment of rules of procedure and administrative regulations.

#### CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE.

The last Assembly had expressed the hope that a further Conference of Governmental Press bureaux and representatives of the Press, organised on lines similar to those of the one convened in January 1932 by the Danish Government at Copenhagen for the purpose of considering, among other things, the problem of preventing the spread of false information which might threaten the peace of the world and the good understanding between the nations, would result in definite proposals.

The Spanish Government has subsequently informed the Secretary-General that it intended to convene such a Conference, and an Organising Committee met in February at Geneva for the purpose of making suggestions in this connection. The Conference will meet in Madrid on October 17th, 1933.

#### INTELLECTUAL CO-OPERATION.

The International Committee on Intellectual Co-operation will meet for its fifteenth session on July 17th, 1933. A summary of the results will be given in the supplementary report.

#### PLENARY COMMITTEE.

The Council, on September 27th, 1932, appointed five members of the Committee to replace the members whose term of office had expired, renewing for a period of five years the membership of Professor Gilbert Murray (United Kingdom), Chairman of the Committee, and of Mme. Curie-Skłodowska (Poland), and electing as new members M. Krüss (Germany), Dr. Shotwell (United States of America) and M. Loder (Netherlands).

#### PERMANENT COMMITTEE ON ARTS AND LETTERS.

There has been no plenary session of the Permanent Committee on Arts and Letters, but on the invitation of the Spanish Government a "conversation" was organised at Madrid from May 3rd to May 6th, 1933, on the future of civilisation.

#### CO-OPERATION WITH THE NATIONAL GOVERNMENT OF CHINA.

The Intellectual Co-operation Organisation has, during the past year, continued its co-operation in the reform of education in China. It has assisted the Central Government of Nanking to organise a visit of Chinese educational experts to Europe.

#### WORK OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The International Institute of Intellectual Co-operation, in addition to organising the correspondence and conversations recommended by the Permanent Committee on Arts and Letters, has continued its work of co-ordinating the scientific study of international relations,

undertaken for the first time in 1928. Special attention may be directed to the studies made, with the help of experts, of broadcasting and its possible effects on the good relations between nations, bearing on the legal responsibility of broadcasting bodies and the steps which Governments and broadcasting concerns might take in order to adapt this new force to international interests and constructive measures for encouraging good feeling between nations.

In March 1932 there was a meeting of directors of higher education of several countries for the study of the legal constitution of higher education, the relations between universities and Governments, extra-university organisations for the encouragement of scientific work, practical teaching in modern languages at the universities, co-ordination of national university statistics and the organisation of biological studies.

The Institute continued its normal activities in the educational field, more particularly in connection with university exchanges and holiday courses, the meetings of the International Students' Associations, co-operation between institutes dealing with archæology and the history of art and between national centres of educational information, the travelling and interchange of pupils, the use of wireless in schools and the use made by workers of their spare time.

An English edition, more complete and detailed than the original volume, of the volume first issued in 1932 on the revision of school text-books has been issued.

The Institute has continued its activities in the field of the exact and natural sciences, more particularly in connection with the co-ordination of terminologies of the physical and chemical sciences, co-operation between scientific museums and co-ordination of scientific bibliographies.

Among other matters dealt with by the Institute in the normal course of its activities were measures intended to enable a more effective use to be made of libraries and archives, the preservation of works of art, the legal protection of national artistic treasures and preparations for the revision of the Berne Convention on authors' rights. This last question is of importance in view of the meeting which will be held in Brussels in 1935 in order to revise the Convention.

#### INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Council, in January 1933, considered the report of the Governing Body of the Institute during the period October 1931 to October 1932.

The Institute has completed its work on the draft Convention to facilitate the international circulation of educational films, and the Convention will be considered by a meeting of Government delegates in July 1933. The Governing Body has framed draft regulations for giving effect to the Convention.

The Institute is assisting the Intellectual Co-operation Organisation in organising the preparation of films relating to the work of the League.

The Council of the League, in May 1933, approved provisions for re-organising the Institute on the basis of proposals submitted by the Italian Government. The Governing Body of the Institute was reduced in membership and a new permanent body, called the Advisory and Technical Committee, was set up to ensure co-operation between groups of producers and scientific experts, to give advice and to render technical assistance.