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the Council and the Members
of the League.]

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LEAGUE OF NATIONS

**REPORT ON THE
WORK OF THE LEAGUE
1937/38**

Part I.

Series of League of Nations Publications

GENERAL ✓

1938. 4.

NOTE BY THE SECRETARY-GENERAL.

The Annual Report on the Work of the League will, as in previous years, be issued in two parts.

Part I gives an account of the work of the League from the ordinary session of the Assembly held in September 1937 up to the end of June 1938.

Part II, to be issued in September 1938, will contain an account of the work of the League from the end of June 1938 up to the nineteenth session of the Assembly.

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1.

POLITICAL QUESTIONS.

I. APPLICATION OF THE PRINCIPLES OF THE COVENANT
OF THE LEAGUE OF NATIONS.

*Third Session of the Special Committee
set up to study the Application of the Principles of the Covenant.*

The Committee set up by the Assembly resolution of October 10th, 1936, to study the application of the principles of the Covenant held its third session from January 31st to February 2nd, 1938. It was devoted to a preliminary examination of the report of Lord Cranborne, delegate of the United Kingdom, on the question of the participation of all States in the League of Nations.

In this informative report,¹ Lord Cranborne described the various aspects of the problem of the "universality" of the League. He studied, amongst others, the following questions: To what extent is the absence of universal membership due to the nature of the present provisions of the Covenant? Could universal membership be achieved, or at least materially facilitated, by an alteration of those provisions? Is the importance of achieving universal membership such as to warrant the steps, and it may be the sacrifices, which might be found the indispensable conditions of securing it?

At the outset of his report, Lord Cranborne remarked that there were three principal ways of conceiving of a League of Nations.

¹ Reproduced as an annex to the Committee's report (document A.7.1938.VII, pages 41 *et seq.*).

In the first place, there was the League which was organised, not only for the promotion of peace, but also for its actual enforcement, owing to the existence of provisions whereby, in certain events, its Members would be obliged to impose so-called sanctions — economic, military or both. This type of League might be called a “coercive” League.

At the other end of the scale was a League which would involve no obligation to impose sanctions of any kind or in any circumstances, and in which the only duty resting on its Members, in the event of a crisis, would be to consult with one another. This type of League would, of course, provide machinery for the pacific settlement of international disputes, but in the event of such procedures being exhausted without result, or of an act of aggression being committed by a Member without recourse to them, there would be no actual obligation upon other Members to do more than enter into consultation in regard to the situation.

A third type of League might be envisaged, having an “intermediate” character. The Members of the League, while not actually obliged to do more than consult, might have the faculty of using coercion in certain circumstances. Machinery might be provided for regulating the use of coercion on the part of those of its Members who, in a given case, decided to employ it. No Member which had violated the Covenant could, as a matter of juridical right, complain of the use of force against it by other Members, or require of these the observance of the rules of neutrality.

The preliminary discussion on Lord Cranborne’s report, which bore more particularly upon this conception of three possible types of League of Nations, and, in consequence, upon Article 16 of the Covenant, gave the members of the Committee an opportunity of making declarations on the future orientation of the League and on the interpretation and present operation of the Covenant.

As a result of this discussion,¹ which occupied the meetings of January 31st and February 1st, 1938, the Committee

¹ This important discussion does not lend itself to a summary within the framework of this annual report. The text of the debate will be found in document A.7.1938.VII, pages 7-40. An account of it is given in the *Monthly Summary* of the work of the League of Nations for February 1938, pages 35-41.

decided to submit to the Assembly a report on the progress of its work. It attached to that report the Minutes of the third session and the informative reports which it had asked certain of its members to prepare. It drew the most serious attention of the Members of the League to these various documents.

Question of the Consultation of Non-member States.

In its resolution of October 4th, 1937, the Assembly had requested the Council to examine the conditions in which the observations and suggestions which the non-member States and the States that had announced their withdrawal from the League might think fit to make in order to assist the Special Committee in its study should be obtained as and when opportunity offered.

The Council began the examination of this question at its meeting of January 29th, 1938.¹ The Chilean delegation, which had put forward the proposal to consult the non-member States, had asked to be invited to the Council meeting. It was represented by M. Valdés-Mendeville. The third session of the Special Committee set up to study the application of the principles of the Covenant being about to begin, the question, on the proposal of the Peruvian representative, was postponed to the Council's ordinary session in May.

At that session, Chile was represented by M. Edwards, who, on May 11th,² stated his Government's views. He intimated that, as a result of the decision taken by the Special Committee on February 2nd to adjourn *sine die* the study of the reform of the Covenant, a decision which would no doubt be ratified by the Assembly, Chile would now hold aloof from the question of the consultation of the non-member States. He outlined his Government's reasons for considering that the Covenant should be divested of all elements of coercion, and expressed the opinion that the Council ought to decide whether or not to take the drastic steps which in present circumstances appeared to be necessary.

At the meeting of May 14th,³ the President spoke on behalf of the Council. The latter felt bound to point out

¹ See *Official Journal*, February 1938, pages 112, 113 and 114.

² See *Official Journal*, May-June 1938, page 319.

³ *Ibid.*, page 375.

that, the Assembly being seized of the question raised by the Chilian representative, it was not possible to discuss its substance. The question of the application of the principles of the Covenant was on the agenda of the Assembly, which would have before it the report of the Special Committee it had set up. It appeared to be of the utmost importance that the delegations to the Assembly should be furnished with the requisite instructions in this connection, and steps would be taken to communicate to the Members of the League the declarations made to the Council by the representative of Chile.

The representative of Chile, after thanking the Council for the efforts that had been made to meet the views he had put forward, regretted that the Council, on the ground that the Assembly was seized of the problem, refused to study or to arrange for the study of the reforms which, in Chile's opinion, were necessary.

M. Edwards regretted to have to announce, on behalf of his Government, that Chile had decided to withdraw from the League of Nations, and that notice in the regular form would be given in due course.¹ This withdrawal would in no way change the guiding rules of Chile's international policy. Chile was further prepared to continue her active co-operation with the Permanent Court of International Justice, with the International Labour Office and with the technical organisations of the League. She hoped that the Covenant would be reformed and adapted to the realities of international life before the expiry of the two-year period required for her effective withdrawal. Nothing would give her greater satisfaction than to be able to remain a Member of the League of Nations.

M. Comnène, representative of Roumania, said that, in the legitimate desire to make the League universal, the Covenant should not be emptied of its substance; for law which was not backed by force was a metaphysical conception, worthy of respect indeed, but vain, and even liable to give rise to dangerous illusions.

¹ See page 174.

After stating that Roumania could not agree to any reform which would in any way affect the principle of the equality of States, he expressed the hope that circumstances would yet enable Chile to continue to co-operate with the League of Nations.

The same hope was expressed by the representatives of Peru, Ecuador and Bolivia.

II. THE NEUTRALITY OF SWITZERLAND AND THE SANCTIONS PROVIDED FOR IN THE COVENANT.

By communications dated April 20th and 29th, 1938, the Swiss Federal Council referred to the Council of the League of Nations the question of Switzerland's neutrality within the framework of the League of Nations. In a memorandum attached to the second of these communications,¹ the Federal Council expressed the view that the distinction between military and economic sanctions drawn in the Declaration of London of February 13th, 1920, no longer corresponded to the present situation as far as Switzerland was concerned.

By a resolution dated May 14th, 1938,² the Council of the League of Nations acceded to the request of the Swiss Federal Council. In this resolution, after considering the special position of Switzerland resulting from her perpetual neutrality, which is based on age-long tradition and recognised by international law, the Council recalls that, by its Declaration made in London on February 13th, 1920, it considered that the perpetual neutrality of Switzerland is justified by the interests of general peace, and as such is compatible with the Covenant.

It then notes that Switzerland, invoking her perpetual neutrality, has expressed the intention not to participate any longer in any manner in the putting into operation of the provisions of the Covenant relating to sanctions, and it declares that she will not be invited to do so.

It next places on record that the Swiss Government declares its determination to maintain unaltered in all other respects

¹ Document C.146.M.87.1938.V (see *Official Journal*, May-June 1938, page 385).

² Minutes of the hundred-and-first session, *Official Journal*, May-June, 1938, page 369.

Switzerland's position as a Member of the League, and to continue to give the facilities which have been accorded to the League for the free exercise by its institutions of their activities in Swiss territory.

The report of the Swedish representative, who submitted the resolution, was approved by the Council. This report recalls the legal foundations of Swiss neutrality. It states that Switzerland will not participate in any measures of the kind contemplated in Article 16, whether such measures are adopted in application of Article 16 or in application of some other article of the Covenant. It adds that the Council notes the assurances given that Switzerland is prepared to defend her territory under all circumstances, and that Switzerland's position as a Member of the League will remain unaltered except as regards sanctions. Lastly, the report states that the action taken on the Swiss Government's request in no way affects the position assumed by the other Members of the League of Nations towards Article 16 of the Covenant.

As regards the question of the Council's competence to deal with Switzerland's request, which had been raised by a Member of the Council, the report states that this is not a question which falls within the exclusive competence of the Council or the Assembly, and that both organs of the League are accordingly competent in the matter.

M. Motta (Switzerland) said that he unreservedly accepted the resolution submitted by the Rapporteur, and expressed his gratitude to the Council. Switzerland would regard this resolution as a further element binding her to the League of Nations. She would always be ready to defend her soil and the air above it by every means in her power in the general interests of all States, and more particularly in those of her neighbours.

M. Bonnet (France) said that it was in consideration of the special nature of Switzerland's position that the report concluded that the Federal Council's request should be met. A State could not of its own initiative withdraw from obligations imposed on it by membership of the League. In bringing such a matter before the Council, the country recognised that body's authority. He added that the Council's decision could not in

any way affect the attitude adopted by other Members of the League with regard to the application of Article 16.

Lord Halifax (United Kingdom) referred to the unique situation of Switzerland, and to the value of Swiss neutrality to Europe. He noted with satisfaction the assurance that Switzerland would continue to accord to the organs of the League all the freedom required for the exercise of their activities.

M. Comnène (Roumania) referred to the passage of the Swiss memorandum concerning the non-realisation of the collective guarantee of security which formed the counterpart of the international obligations entered into when the League was founded. He did not, however, press this point, because the Council had to consider the exceptional character of Swiss neutrality. This neutrality had been recognised by Article 435 of the Treaty of Versailles — *i.e.*, by the very instrument by which the League was called into being. There could therefore be no objection to the resumption by Switzerland of complete neutrality.

He remarked that M. Sandler's report ruled out any possibility of the unique case of Switzerland being taken as a precedent by other States, and that recognition of complete neutrality was inconceivable in the case of any other Member, and would indeed be outside the competence of both the Council and the Assembly.

M. Litvinoff (Union of Soviet Socialist Republics), referring to the doubts he had expressed regarding the Council's competence, said that he had had in mind not so much its legal as its political competence.

Between the resolution of 1920 and that which the Council was now going to adopt, there was in his opinion a difference not of quantity but of quality, since, unlike economic sanctions, military sanctions were not obligatory. In view of the gravity of the question, which affected the rights and duties of all League Members, it ought to have been referred to the Assembly.

As regards the substance of the question, it seemed to him that participation in economic and financial sanctions could not be considered as a violation of neutrality. Such, at any rate, had been the view taken in 1920. Since then, nothing

had occurred to justify a change. The League of Nations was not more universal in 1920 than at present.

Switzerland's release from her obligations in regard to sanctions should, in M. Litvinoff's opinion, be counterbalanced by the release of the other Members of the League from their obligations in respect of Switzerland. The reciprocity of obligations was a consequence of the equality of the Members of the League of Nations.

Nevertheless, the representative of the Union of Soviet Socialist Republics would have been prepared to make an exception in favour of Switzerland if he had not feared that this exception would open a breach through which similar demands on the part of other States might pass. The latter, in virtue of the precedent established to-day, might make a unilateral declaration, and merely ask the Council to take note of it.

M. Litvinoff added that, recognising the necessity of the League as an instrument for the preservation of peace, he refused to share responsibility for decisions dangerous to the League. For this reason, neither his conscience nor his Government's instructions permitted him to accept the report, and he would refrain from voting thereon.

M. Komarnicki (Poland) paid a tribute to Switzerland, and observed that the report safeguarded the attitude adopted by the different States with regard to Article 16.

Mr. Jordan (New Zealand) took the opportunity of asking the Swiss representative for an assurance that there would be absolute freedom for representatives of the foreign Press to transmit all accounts of proceedings and comments they might think fit.

M. Costa du Rels (Bolivia) said that Switzerland's case could not constitute a precedent, and that the Members of the League of Nations were not entitled to divest themselves of their obligations by a unilateral statement.

M. Wellington Koo (China) said that the Swiss request could not constitute a precedent, that sanctions other than military sanctions had a compulsory character, and that only

a collective act could release the Members of the League from the obligation to apply such sanctions.

So as not to encourage the tendency of certain States to abandon their obligations by a declaration of their intention, he would refrain from voting, although he approved Switzerland's request.

M. van Langenhove (Belgium) observed that the resolution expressed no view as to the scope of Article 16, and did not in any way affect the position taken up by Governments in relation thereto.

M. Bahramy (Iran) accepted the resolution in its entirety.

M. Motta (Switzerland) gave the New Zealand representative the desired assurance.

M. Sandler (Sweden) said that, as Rapporteur, he had endeavoured to take into account the diversity of the opinions expressed. The question of the reciprocity of the obligations of the Covenant went to the very roots of the League, and he had given very careful consideration to the question.

On the resolution being put to the vote, the Union of Soviet Socialist Republics and China abstained.

III. APPEAL BY THE CHINESE GOVERNMENT.

The appeal addressed to the League of Nations by the Chinese Government under Articles 10, 11 and 17 of the Covenant¹ continued, at that Government's request, to appear on the Council's agenda.

Council Resolution of February 2nd, 1938.

During the Council's hundredth session (January 26th to February 2nd, 1938), the Chinese representative had conversations with the representatives of other Members of the Council specially interested in the situation in the Far East.

¹ This appeal was the subject of two Assembly resolutions dated September 28th and October 6th, 1937, respectively. See resolutions adopted by the Assembly, *Official Journal*, Special Supplement No. 168, page 34.

As a result of these exchanges of views, the following draft resolution was examined by the Council on February 1st and 2nd, 1938 :

“ The Council,

“ Having taken into consideration the situation in the Far East :

“ Notes with regret that hostilities in China continue and have been intensified since the last meeting of the Council ;

“ Deplores this deterioration in the situation the more in view of the efforts and achievements of the National Government of China in her political and economic reconstruction ;

“ Recalls that the Assembly, by its resolution of October 6th, 1937, has expressed its moral support for China and has recommended that Members of the League should refrain from taking any action which might have the effect of weakening China's powers of resistance and thus of increasing her difficulties in the present conflict, and should also consider how far they can individually extend aid to China ;

“ Calls the most serious attention of the Members of the League to the terms of the above-mentioned resolution ;

“ Is confident that those States represented on the Council for whom the situation is of special interest will lose no opportunity of examining, in consultation with other similarly interested Powers, the feasibility of any further steps which may contribute to a just settlement of the conflict in the Far East. ”

Before a vote was taken on this draft resolution, the Chinese representative gave the Council an account of the principal events which had occurred since the Assembly's adjournment at the beginning of October 1937 :¹ continuation by Japan of her invasion of Chinese territory ; bombardment by Japanese aircraft of open towns in seventeen Chinese provinces ; efforts by the Japanese authorities to establish local regimes of their own choice in the territory occupied by them ; declaration (January 16th, 1938) by the Tokio Government that it would henceforth cease relations with the National Government of China ; continuation by the Chinese Government of its policy of legitimate defence. In conclusion, the Chinese representative

¹ The full text will be found in the Minutes of the hundredth session of the Council, *Official Journal*, February 1938, pages 120 to 123.

emphasised that the Far-Eastern conflict was of world-wide importance. In his opinion, as long as the Japanese aggression in China was permitted to rage unrestrained, so long would the peace of Europe remain precarious and a general European settlement difficult of realisation.

After the representatives of Ecuador, Poland, Peru, the United Kingdom, France and the Union of Soviet Socialist Republics had stated their views on the draft resolution,¹ the Chinese representative, while regarding the text submitted as inadequate, stated that he accepted it. He nevertheless reserved his Government's right to ask the League to adopt positive measures under the Covenant, and recalled the fact that the Council remained seized of the Chinese Government's appeal invoking Articles 10, 11 and 17 of the Covenant.

On being put to the vote, the draft resolution was approved by the Council with two abstentions — those of the delegates of Peru and Poland.

Council Resolution of May 14th, 1938.

On May 5th, in a communication to the Secretary-General,² the Chinese Government enumerated a series of facts relating in particular to the " indiscriminate bombing and killing of Chinese non-combatants " committed by the Japanese forces from October 28th, 1937, to April 29th, 1938. On May 9th, in a second communication,³ it stated that on the Shantung front the Japanese forces had recently employed poison gases on a number of occasions and that, according to reports received by it, those forces were intensifying their preparations for the use of such gases on a large scale.

At the Council meeting on May 10th, the Chinese representative, M. Wellington Koo, after recalling the resolutions adopted by the Assembly on October 6th, 1937, and by the Council on February 2nd, 1938, stated that these texts had practically

¹ The full text will be found in the Minutes of the hundredth session of the Council, *Official Journal*, February 1938, pages 123 to 125.

² Document C.155.M.91.1938.VII (see *Official Journal*, July 1938, page 618).

³ Document C.166.M.93.1938.VII (see *Official Journal*, May-June 1938, page 381).

remained unexecuted because the League Members, with one exception, had done little or nothing to aid China. The latter had had to cope with unexpected difficulties in obtaining supplies of arms and war material as well as facilities for transit.

After recalling that the Japanese army had just suffered at Taierchwang the first major defeat in its history, he said that the military commanders were on the point of using poison gas on a large scale on the Shantung front. He accordingly asked that steps be taken immediately with a view to forestalling the perpetration of a heinous crime.

The Sino-Japanese conflict constituted a simple case of pure aggression by Japan against China. That Japan was not a member of the League of Nations was no reason for refraining from making a serious effort to deal with her aggression. The Covenant expressly provided in Article 17 the procedure to be followed in such cases. China expected to receive material aid and effective co-operation from the other Members of the League. The defeat of the Japanese forces was in the general interest of humanity. China was fighting for others as well as for herself, and the task of European appeasement would be greatly facilitated by her victory. In conclusion, he asked the Council to apply the provisions of the Covenant and to implement the resolutions of the Assembly and the Council by concrete measures.

After this speech the Members of the Council proceeded to an exchange of views on the situation in the Far East. Under the chairmanship of the President of the Council, a Committee consisting of the representatives of the United Kingdom, China, France, Roumania and the Union of Soviet Socialist Republics drew up the following draft resolution, which was submitted to the Council on May 14th :

“ The Council,

“ Having heard the statement by the representative of China on the situation in the Far East and on the needs of the national defence of China :

“ I.

“ Earnestly urges Members of the League to do their utmost to give effect to the recommendations contained in previous resolutions of the Assembly and Council in this matter, and to take into serious and sympathetic consideration requests they may receive from the Chinese Government in conformity with the said resolutions ;

“ Expresses its sympathy with China in her heroic struggle for the maintenance of her independence and territorial integrity, threatened by the Japanese invasion, and in the suffering which is thereby inflicted on her people.

“ II.

“ Recalls that the use of toxic gases is a method of war condemned by international law, which cannot fail, should resort be had to it, to meet with the reprobation of the civilised world ; and requests the Governments of States who may be in a position to do so to communicate to the League any information that they may obtain on the subject. ”

The Chinese representative, M. Wellington Koo, after defining his attitude to the draft resolution, which he was prepared to accept, added that it was understood that the Council remained seized of the Chinese Government's appeal under Articles 10, 11 and 17 of the Covenant. The representatives of France, the United Kingdom, Poland and the Union of Soviet Socialist Republics also stated their views on the draft resolution.¹ The latter was adopted, Poland abstaining as regards the first part of the resolution.

IV. APPEAL BY THE SPANISH GOVERNMENT.

It will be remembered that, at the close of its examination of the situation in Spain and connected questions, the eighteenth Assembly had to take a decision on a draft resolution which had been submitted to it by the Sixth Committee.² On being

¹ See Minutes of the hundred-and-first session of the Council, *Official Journal*, May-June 1938, pages 379 and 380.

² This draft resolution was as follows :

“ The Assembly :

“ (1) Associates itself with the Council in recalling that it is the duty of every State to respect the territorial integrity and political independence of other States — a duty which, for Members of the League of Nations, has been recognised by the Covenant ;

“ (2) Affirms that every State is under an obligation to refrain from intervening in the internal affairs of another State ;

“ (3) Recalls the special undertakings entered into by the European Governments, and the London Non-intervention Committee which, in the intention of the countries to whose initiative it owes its origin, was set up for the purpose of restricting the Spanish conflict and thereby safeguarding peace in the rest of the world ;

“ (4) Regrets that not merely has the London Non-intervention Committee failed, despite the efforts of the majority of its Members, of which the Assembly

put to the vote, the draft resolution was not adopted unanimously,¹ so that it did not become a valid resolution of the Assembly.

In a communication from Barcelona, dated April 19th, 1938,² the Spanish Government asked the Council to examine afresh the situation created by foreign intervention in Spain.

At the Council meeting on May 11th (one-hundred-and-first session), the Spanish representative, M. Alvarez del Vayo, explained the Spanish Government's new appeal by the intensification of foreign intervention on behalf of the rebels, and the representatives of the United Kingdom, France, New Zealand, the Union of Soviet Socialist Republics, Poland and Roumania defined their attitude to non-intervention in Spain.³ On May 13th, after a further speech by M. del Vayo,⁴ the following draft resolution was submitted by him to the Council :

- “ The Council,
- “ After having heard the statements submitted to it :
- “ (a) Recalling its resolution of May 29th, 1937 ;⁵

expresses its appreciation, to secure the withdrawal of non-Spanish combatants taking part in the struggle in Spain, but that it must to-day be recognised that there are veritable foreign army corps on Spanish soil, which represents foreign intervention in Spanish affairs ;

“ (5) Observes that the Council in its resolution of May 29th last justly described this withdrawal as ‘ the most effective remedy for a situation, the great gravity of which, from the standpoint of the general peace, it feels bound to emphasise, and the most certain means of ensuring the full application of the policy of non-intervention ’ ;

“ (6) Sincerely trusts that the diplomatic action recently initiated by certain Powers will be successful in securing the immediate and complete withdrawal of the non-Spanish combatants taking part in the struggle in Spain ;

“ (7) Appeals to the Governments, which must all be animated by the desire to see peace maintained in Europe, to undertake a new and earnest effort in this direction ;

“ And notes that, if such a result cannot be obtained in the near future, the Members of the League which are parties to the non-intervention agreement will consider ending the policy of non-intervention ;

“ (8) Requests the Council, in view of the provisions of Article 11 of the Covenant of the League, to follow attentively the development of the situation in Spain and to seize any opportunity that may arise for seeking a basis for a pacific solution of the conflict.”

¹ Number of voters	48
Abstentions	14
For the resolution	32
Against	2

² See *Official Journal*, May-June 1938, page 533.

³ A full record of this meeting will be found in the *Official Journal*, May-June 1938, pages 325 to 332.

⁴ *Ibid.*, page 356.

⁵ See *Report on the Work of the League, 1936/37, Part I*, page 39.

“ (b) Recalling that the Sixth Committee of the eighteenth session of the Assembly submitted to the Assembly a draft resolution containing, notably, the following provisions :

“ ‘ The Assembly . . .

“ ‘ (6) Sincerely trusts that the diplomatic action recently initiated by certain Powers will be successful in securing the immediate and complete withdrawal of the non-Spanish combatants taking part in the struggle in Spain ;

“ ‘ (7) Appeals to the Governments, which must all be animated by the desire to see peace maintained in Europe, to undertake a new and earnest effort in this direction ;

“ ‘ And notes that, if such a result cannot be obtained in the near future, the Members of the League which are parties to the Non-intervention Agreement will consider ending the policy of non-intervention ’ ;

“ (c) Recalling that this draft resolution, although it did not succeed in receiving the unanimous vote of the Assembly, was voted by thirty-two States, including all the Members of the Council with the exception of Bolivia and Peru, which were among the countries that abstained from voting ;

“ (d) Observing that the hypothesis envisaged in this draft resolution has been wholly realised, since neither the diplomatic initiative announced in September 1937, nor any other subsequent initiative, has led to the departure from Spanish territory of a single non-Spanish combatant ;

“ (e) Observing that the favourable vote of the Governments which voted this draft resolution can only be interpreted as the expression of an opinion in favour of envisaging the end of non-intervention if the non-Spanish combatants have not left Spanish territory ‘ in the near future ’ ;

“ (f) Trusting that these Governments did not consider that the expression ‘ in the near future ’ could be applied to the period of seven months which has elapsed since the draft resolution was submitted to the Assembly ;

“ (g) Observing that it is a measure which can be adopted individually by each country without necessity for concerted action ;

“ (h) Observing that, in a similar situation, the strict application of rights under international law has not resulted in a general conflagration ;

“ Invites the Member States of the League who voted in favour of the draft resolution on the Spanish situation, presented to the Assembly by the Sixth Committee on October 2nd, 1937, to envisage, as from the present moment, the end of the policy of non-intervention.”

The United Kingdom representative, Lord Halifax, thought that the draft resolution was in direct contradiction to the United Kingdom Government's policy, which had been inspired only by the desire to serve the best interests of the Spanish people and to secure the maintenance of European peace.

The French representative, M. Georges Bonnet, expressed once again the French Government's sympathy with Spanish democracy. That Government had applied the policy of non-intervention for nearly two years in the desire that the Spanish people should settle its destiny for itself. The Spanish representative knew in what spirit France had applied this policy, which the French Government would continue to follow.

The representative of the Union of Soviet Socialist Republics, M. Litvinoff, said that it was not his Government which would be an obstacle to giving justice now to the Spanish Government's demand.

A vote on the draft resolution was then taken by roll-call.

The representatives of Spain and the Union of Soviet Socialist Republics voted for the draft resolution.

The representatives of the United Kingdom, France, Poland and Roumania voted against.

The representatives of Belgium, Bolivia, China, Ecuador, Iran, Latvia, New Zealand, Peru and Sweden abstained from voting.

The required unanimity not having been obtained, the draft resolution was not adopted.¹

¹ After the vote, the representative of Ecuador, M. Quevedo, recalled that his Government had always supported in America the policy of non-intervention in the internal conflicts of other States. But his country was not a member of the European Non-intervention Committee and it was not bound by any of that body's decisions. He had had to abstain from voting as his Government did not feel justified in asking a body of European States to modify their policy.

M. Wellington Koo, representative of China, said he had had to abstain because he had not had time to consult his Government. He had acceded to the desire expressed by a number of Members of the Council to proceed to the vote immediately and had refrained from asking for an extension of time in view of the difficulty of knowing his Government's views.

M. Jordan, representative of New Zealand, said that, to a great extent, non-intervention was disregarded, but that it was rather a dangerous thing to pass a resolution that non-intervention should be ended. His Government, which he had of course not had time to consult, would probably have preferred a resolution to the effect that the League would enforce non-intervention.

V. CONSEQUENCES ARISING OUT OF THE PRESENT SITUATION IN ETHIOPIA.

Following upon the letter of April 9th, 1938,¹ in which the United Kingdom Government asked that the question of the "consequences arising out of the existing situation in Ethiopia" should be placed on the Council's agenda, the Emperor Haile Selassie I, in a communication to the Secretary-General dated May 6th, announced that he was appointing Ato L. Tazaz, assisted by various technical advisers, to represent Ethiopia at the Council table.

On May 10th, M. Tazaz forwarded to the Secretary-General a documentary statement on the existing situation in Ethiopia.² According to this statement, in three-quarters of Ethiopia the Italian authorities had no military control beyond an area varying from ten to thirty miles radius around the larger towns, while the Ethiopian civil and military administration was maintained in a large part of the territory.

On May 12th, at the opening of the Council meeting (one-hundred-and-first session), the President, M. Munters, representative of Latvia, stated that it was the desire of the Council to admit the representatives of the Emperor Haile Selassie I to participate in its discussions on this question without prejudice to questions of principle and irrespective of the precise character of their full powers. Having been informed that the Emperor had expressed the wish to participate in the discussions himself, the President invited him, in accordance with the Council's wishes, to come to the Council table.

The United Kingdom representative, Lord Halifax, recalled that, in its communication of April 9th, His Majesty's Government had drawn attention to the anomalous situation arising from the fact that certain Members of the League recognised that the Italian Government exercised sovereignty over Ethiopia, or had taken action that might be held to imply such recognition, while other States Members of the League had not done

¹ See *Official Journal*, May-June 1938, page 535.

² *Ibid.*, page 536.

so. His Majesty's Government had desired to take an opportunity for consultation between Members of the League before it took a decision on the question as an individual Member.

While no express obligation had been assumed by Members of the League with regard to such a consultation, yet in view of the "common action" of the Members of the League in the dispute between Italy and Ethiopia, the recognition of Italy's position in the latter country was a matter of concern to all the Members. His Majesty's Government did not wish to make any criticism of those Members of the League which had already recognised Italy's sovereignty over Ethiopia. It was open to those States to regard the Assembly resolution of July 4th, 1936, as closing the question in so far as they were concerned, and His Majesty's Government did not think that the various steps which the League had taken in the course of the Italo-Ethiopian dispute could be held to constitute any binding obligation upon Member States to withhold recognition until a unanimous decision had been taken. His Majesty's Government held the view that Members of the League might without disloyalty take such action at such time as might seem to them appropriate.

Moreover, His Majesty's Government did not wish to suggest that the Council or any Member of the League should condone the action by which the Italian Government had acquired its present position in Ethiopia. Nor did it propose that any organ of the League should modify the resolutions and decisions which it had taken during the dispute. On this issue, it had declared its judgment in plain terms and could not go back upon it. It considered, however, that the question of the recognition of Italy's position in Ethiopia was one which every Member of the League must be held entitled to decide for itself in the light of its own situation and obligations. This would not impose any obligation upon Member States to take steps in the direction of recognition. The action of His Majesty's Government itself would be dependent upon the progress made in the solution of another difficult question, and the acceptance of the opinion held by His Majesty's Government would in fact merely confirm the correctness of the attitude taken by a number of States that, with the adoption of the Assembly's resolution of July 4th, 1936, their collective obligations were discharged.

His Majesty's Government had no desire to embark on a discussion of legal points, but attached predominant importance to the political aspect of the problem. Since July 4th, 1936, the *de facto* situation with which Members of the League were confronted had become more definitive and more stable. According to his Government's information, the Italian Government had obtained control of virtually all the former territory of Ethiopia. While resistance was still continuing in certain parts of the country, there was no organised native authority and no central native administration with the slightest prospect of reconquering the country. The only means by which the situation could be modified would be by going to war, which had already been excluded by implication by the resolution of July 4th, 1936.

The United Kingdom representative respected, but could not share, the view of those who felt that any action designed to facilitate recognition impinged on principle. Those who sought to establish a better world upon the basis of universal acknowledgment of League principles were clearly right to feel reluctance to countenance action by which these might appear to be infringed. But, whereas here two ideals were in conflict — on the one hand, the ideal of devotion, unflinching but unpractical, to some high purpose ; on the other, the ideal of a practical victory for peace — the stronger claim was that of peace.

In an imperfect world, the indefinite maintenance of an international principle evolved without regard to the circumstances in which it had to be applied might have the effect merely of increasing international discord. For practical purposes, Italy controlled virtually the whole of Ethiopia, and sooner or later, unless they were prepared by force to alter it, or unless for ever they were to live in an unreal world, that fact would have to be accepted. If this was so, the question to be settled, and particularly that of the time of recognition, was one of political judgment.

His Majesty's Government did not abandon in any respect the principles of the Covenant or its determination to do its utmost to secure that disputes arising between nations should be resolved by peaceful methods and not by force. But no cause was served by vain lamentations over the past. Great as was the League of Nations, the ends that it existed to serve were

greater than itself, and the greatest of those ends was peace. The world to-day was troubled and disturbed, and it was vital to bend all the energy they possessed to protect the world from a return of the dread scourge of war. His Majesty's Government believed that these great issues might be affected by the treatment of the subject which was at present before the Council. It therefore hoped that the Members of the League would share its opinion that the question of the recognition of Italy's position in Ethiopia was one for each Member of the League to decide for itself in the light of its own situation and its own obligations.

The Emperor Haile Selassie said that, in spite of the state of his health, he had decided to come himself to the Council to defend the cause of his people. At his request, the Council authorised the Emperor to ask M. Tazaz to read a statement.

This statement pointed out that, since 1935, Ethiopia had observed how various signatures affixed to the Covenant had been successively disclaimed. A number of Powers, themselves threatened by aggression and realising their own weakness, had abandoned Ethiopia ; they had thus surrendered the very principles on which their existence and independence were based — treaties of non-aggression, the Covenant of the League of Nations, the Pact of Paris. But, as a consequence, aggressions had multiplied and fear dominated the world.

The attitude of the powerful States which had unceasingly proclaimed their fidelity to the Covenant had been disappointing. The real purpose of the United Kingdom Government in raising before the Council the vague question of the "consequences arising out of the existing situation in Ethiopia" had been to ensure the execution of an annex to the Anglo-Italian Agreement of April 16th, in which the British Ambassador at Rome informed the Italian Minister for Foreign Affairs that his Government intended to take steps at the forthcoming meeting of the Council for the purpose of clarifying the situation of Member States as regards recognition of Italian sovereignty.

By that agreement the United Kingdom Government had given Italy, subject to certain conditions, an undertaking to recognise the Italian Government as *de jure* sovereign of Ethiopia. The United Kingdom Government asked the Council to set

aside the rule laid down by the Assembly on March 11th, 1932, and confirmed on July 4th, 1936, declaring that it was incumbent upon the Members of the League not to recognise any situation which might be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris. Yet non-recognition of a conquest by aggression was the least onerous way of observing Article 10 of the Covenant. The Emperor was not unmindful of the gratitude which he owed to the Governments of the United Kingdom and France, but he was bound to protest against a request under which the Members of the League were recommended to associate themselves with a measure calculated to weaken the Ethiopian people's power of resistance.

Even were it true, which it was not, that the invader had broken the Ethiopian people's resistance, the proposal before the Council should be rejected in order that Ethiopia should remain in the midst of the League as the living symbol of violated right. But, actually, the Italian Government exercised no control over the greater part of Ethiopian territory, or even in Tigre, which was the province nearest to Eritrea.¹ In several provinces there was not, or there was no longer, the slightest Italian control. The Italian Government itself had had to admit that the annual cost of occupation amounted to thousands of millions of lire, despite which it had proved impossible to develop Ethiopian territory. To overcome the Ethiopian people's resistance, the Italian Government was endeavouring to obtain recognition of its conquest, which it would represent to the Ethiopian peoples as a condemnation of Ethiopia by the League of Nations. Meanwhile the war continued in Ethiopia. International law absolutely prohibited a belligerent from making any annexation, and forbade any Power not party to the conflict to recognise the occupying Power as the *de jure* sovereign.

To justify its action, the United Kingdom Government claimed that the promotion of general appeasement was at stake. But was it compatible with the spirit of the Covenant to sacrifice a State Member of the League for the tranquillity of other Powers ?

¹ On May 12th, the Emperor Haile Selassie communicated to the Council a number of declarations made by Ethiopian chiefs asking for the assistance of the League of Nations and of the United Kingdom Government. See *Official Journal*, May-June 1938, page 543.

Furthermore, the question raised by the United Kingdom Government could not be settled by the Council, and only the Assembly was competent. The Emperor therefore asked that the question be referred to the Assembly. It was true that the essential object of the League of Nations, as Lord Halifax had proclaimed, was to maintain peace, but there were two ways of achieving this purpose : through right, or through the principle of peace at any price. The League of Nations had no freedom of choice. Created to maintain peace through right, it could not desert that principle. The Italian aggression had ruined all the efforts made to lead the Ethiopian people along the path of progress and Western civilisation. The Emperor was prepared, now as before, to discuss any proposal for a solution which, even at the cost of sacrifices, would guarantee his people the free development of their civilisation and independence. But he asked the League of Nations to refuse to encourage the Italian aggressor by the sacrifice of his victim.

After the Members of the Council had each stated his Government's attitude to the United Kingdom's proposal,¹ the President, M. Munters, said that without attempting to sum up the entire discussion, he would try to bring out the essential points.

The Council had not been asked to pronounce on questions of principle, nor to retract its past judgments or those of the Assembly in regard to the Italo-Ethiopian conflict. Nor had it been asked to lay down any line of conduct with a suggestion that that line should be followed by its Members or by other Members of the League. The Members of the Council had been asked whether they shared the opinion that the question of the recognition of Italy's position in Ethiopia was one for each Member of the League to decide for itself in the light of its own situation and its own obligations. The Council had not been invited to take any formal decision in this respect ; it followed that no formal question of competence arose. Reference had been made to the possibility that the Assembly might be called upon to consider the question, and the Council's discussions did not prejudge the Assembly's freedom of action.

¹ The full text of these statements will be found in the *Official Journal*, May-June 1938, pages 333 to 346.

Contradictory accounts had been laid before them concerning the actual situation in Ethiopia at the present time. They were, unfortunately, not in a position to ascertain the facts by the normal League methods of enquiry. Members of the League must draw their own conclusions from the statements available and from such other information as they might possess.

Among the points which had been raised before the Council was that of the principle that League Members were obliged to refuse to recognise a situation brought about by armed force, whether such obligation was based on contractual undertakings or on the past resolutions of the Assembly and the Council, which were not called in question. The question of the application of this principle had been discussed with great thoroughness and clearness, and he would not attempt to summarise these arguments or to draw conclusions as to their application in this particular case.

It was, however, clear that, in spite of the regrets which had been expressed, the great majority of the Members of the Council felt that, so far as the question they were now discussing was concerned, it was for the individual Members of the League to determine their attitude in the light of their own situation and their own obligations.

The discussion was then declared closed.

VI. STATEMENT BY THE UNITED KINGDOM REPRESENTATIVE WITH REGARD TO THE AGREEMENT BETWEEN THE UNITED KINGDOM AND ITALY OF APRIL 16TH, 1938.

At the Council meeting on May 10th, the United Kingdom representative, Lord Halifax, recalled¹ that his Government had always intended that if and when it was able to reach an agreement with Italy it would find a means of bringing that agreement to the notice of the League of Nations. Although the entry into force of the Agreement which had been reached must await the fulfilment of certain conditions, the United Kingdom Government wished to explain to the Council the significance of its conclusion.

¹ See *Official Journal*, May-June 1938, page 304.

Since the Italian action in Ethiopia, there had been a state of tension between Italy and the United Kingdom which reflected itself particularly in the Mediterranean area, thus impairing the sense of security of many nations. It was, therefore, not only to the advantage of their own specific interests which ran parallel through the Mediterranean and down the Red Sea to the Indian Ocean, but also to the advantage of many other countries that the two Governments should settle their outstanding differences and lay down the basis of a good understanding between them. The mere fact that the mutual interests of two great countries should be thus capable of reconciliation was significant and must encourage all who believed that international differences could be resolved on a basis of reason and goodwill ; it must also of necessity react favourably upon the general sense of security, not only in Europe, but throughout the world. The United Kingdom Government therefore regarded the Anglo-Italian Agreement as a contribution to general peace.

The reception given to this Agreement had been favourable, particularly in Europe, where the French Government and the members of the Balkan *Entente* had welcomed it as a contribution to European appeasement. The President of the United States of America had made a statement on the subject to the Press which had been particularly gratifying to His Majesty's Government.

His Majesty's Government had close relations with many other Governments (especially with the French Government) in Europe and elsewhere, but it did not regard these relationships as by any means exclusive and, while strengthening its existing friendships, it was always seeking to increase their number and extend their scope. The Agreement with Italy marked a further step in this direction, as well as towards the aim of the Covenant — namely, the maintenance of peace. For the same reason, His Majesty's Government was following with interest and goodwill the progress made by the French Government in its efforts to reach a similar agreement with Italy. The greatest purpose of the League of Nations was to promote true peace in the world, and to promote it by agreement, in order that there should be no risk of a solution for differences being sought by war. The fact that His Majesty's Government and the Italian Government had been able to compose their differences by agreement entitled

those Governments to claim that they had contributed to the cause of peace and thereby strengthened the purpose which the League of Nations existed to serve.¹

VII. SETTLEMENT OF THE ASSYRIANS OF IRAQ.²

On September 29th, 1937,³ the Council took cognisance of the report of the Committee for the Settlement of the Assyrians of Iraq. It expressed its deep regret that, despite the efforts made for four years, it had not proved possible to carry through a comprehensive scheme for the resettlement outside Iraq of all such Assyrians as had expressed their desire to leave that country.

The Council also approved the proposals made by the Committee for the reorganisation of the settlement in the upper valley of the Khabur on a fully self-supporting basis. It authorised the Committee to proceed with the execution of this plan, which involves the purchase of a large area of land, the acquisition of title to the lands at present occupied by the settlement, the building of new villages, the improvement of the existing system of irrigation, and the supply of essential agricultural equipment and live-stock to the Assyrians.

Moreover, the Council noted with satisfaction the readiness of the Governments of the United Kingdom and Iraq to contribute their proportionate share of the cost of the scheme of reorganisation.⁴

In view of the changed circumstances, the Council terminated the functions vested in the Committee in respect of the Assyrians remaining in Iraq.

It then noted a declaration by the Iraqi Minister for Foreign

¹ This statement by the United Kingdom representative was followed by short speeches in which the representatives of France, Roumania, Belgium, Poland and the Union of Soviet Socialist Republics expressed their Governments' views on the Agreement between the United Kingdom and Italy of April 16th, 1938.

The text of these speeches will be found in the *Official Journal*, May-June, 1938, pages 305 and 306.

² See *Report on the Work of the League, 1936/37*, Part I, pages 14 *et seq.*

³ See *Official Journal*, December 1937, pages 926 and 1171.

⁴ As regards the League subsidy to the cost of the plan, the Council referred the Committee's report to the Supervisory Commission, in order to obtain its consent to taking the required sum from the contribution granted by the Assembly in 1935.

Affairs that the Assyrian community in Iraq would now resume its position as an ordinary national minority which, while enjoying the benefits of the declaration on the protection of minorities signed by the Iraqi Government at the time of its admission to the League of Nations, would itself continue to be bound by obligations of loyalty to the Iraqi State.

Lastly, the Council invited the Iraqi Government to take all necessary steps to ensure that the Assyrians remaining in Iraq were given every assistance to settle down within that country as a prosperous and contented section of the Iraqi people.

The representative of Iraq on the Council stated that the Government of Iraq had had no difficulty in accepting the report's conclusion that the only step to be taken in existing circumstances was to reorganise the settlement of the Assyrians on the Khabur in such a way as to enable the inhabitants to become self-supporting.

After a few remarks designed to dispel certain misapprehensions regarding the Assyrians remaining in Iraq, the representative of Iraq informed the Council that his Government intended, as soon as possible, to send an expert to the northern part of Iraq to enquire into the economic condition of the Assyrians and their neighbours, and that he would communicate to the Council in due course particulars of the nature of the expert's report and the steps which the Iraqi Government had been able to take as a result of his recommendations.

The United Kingdom representative also expressed his regret at the failure to find a comprehensive solution of the Assyrian problem, and observed that the Assyrian question had now come to have two distinct aspects — that of the settlement on the Khabur River and that of the future of the Assyrians in Iraq. The Khabur settlement was at present the direct responsibility of the League, and the only course was to give it the further equipment and necessary measure of reorganisation which it required to make it fully self-supporting. His Majesty's Government, like the Iraqi Government, was prepared to pay its proportionate share of the cost of the reorganisation.

He noted with satisfaction the Iraqi Government's intention to help the Assyrian community which remained under its administration.

The French representative emphasised that it was owing to an urgent request by the Council that France, the mandatory Power, had agreed to withdraw, at any rate partially, the objections to which the proposal for the settlement of the Assyrians in Syria had at first seemed to it to give rise. In that same spirit, the mandatory Power, taking into consideration all the circumstances of the problem, both general and local, had declared its readiness to co-operate fully in reorganising the present settlement on the Khabur.

The Latvian representative — Chairman of the Council Committee — thanked the representative of Iraq for his communication, and expressed his conviction that the Khabur settlement would constitute a satisfactory solution on the part of the League.¹

* * *

The Committee's attention has since been concentrated on the execution of the plan approved by the Council. At its sessions held in December 1937 and January 1938, it examined the estimates submitted by the Trustee Board for the current expenditure of the Assyrian settlement in 1938 and the estimates for its reorganisation. In approving the two budgets, the Committee was guided by the principle of the strictest economy. It noted with satisfaction the assurance of the Chairman of the Trustee Board that that body would always endeavour to apply this principle in the administration of the budgets entrusted to it.

Being anxious to ensure order and tranquillity in the settlement, the Committee addressed a message to the inhabitants of the Khabur colony, confirming the permanent character of the settlement, and exhorting them to observe the laws and regulations in force in Syria.

The reports of the Trustee Board ² indicate that the Assyrians,

¹ The Supervisory Commission, on being acquainted with the recommendations contained in the Committee's report, agreed to sums being withdrawn from the contribution voted by the Assembly within the limits of the new plan described in the report.

² Recent reports received from the Trustee Board are published in the *Official Journal* (see *Official Journal*, March-April 1938, pages 251 to 265 ; July 1938, page 643).

once assured of their future, set to work in the realisation that they would soon have to rely on their own labour for their livelihood and that of their families. Remaining entirely outside local politics, they are living on friendly terms with their neighbours.

The Syrian Government has signified its intention of granting the Assyrians Syrian nationality at the end of five years' stay in Syria.

As is shown by the periodical reports of the medical officer of the settlement, who carefully records all cases of disease and medical intervention, the state of health of the Assyrians may be regarded as very satisfactory. The monthly average of cases of malaria fell from 510 in 1936 to 289 in 1937.

This improvement in health conditions and in the material situation of the settlers has been reflected in a decline in the death rate and an increase in the birth rate. The natural increase which resulted in 1937 was 103, or 1.17%. This brought the number of Assyrians settled on the Khabur to 8,922 at the end of 1937, as compared with 8,819 at the end of the previous year.

The agricultural situation shows considerable progress. After suffering seriously from the drought of 1937, the Assyrians enjoyed a rainy period at the beginning of 1938, so that a very fine harvest is expected. Simultaneously with the extension of the surface sown, the Assyrians have extended their vegetable gardens and planted a variety of trees.

The existing irrigation system and mills are working normally.

The state of the live-stock is very satisfactory.¹

From the point of view of security, the position in the settlement has been growing steadily more stable during the last few months.

¹ During the first quarter of 1938, it totalled 11,937 head, showing an increase of 857 head compared with the previous year. Eighty-seven pairs of ploughing oxen and the same number of ploughs and yokes were distributed on April 1st, 1938, to the different Assyrian villages. To these should be added 400 draught oxen which the Trustee Board bought in Iraq in May 1938 in execution of the reorganisation plan.

VIII. REQUEST OF THE IRAQI GOVERNMENT UNDER ARTICLE 11, PARAGRAPH 2, OF THE COVENANT OF THE LEAGUE OF NATIONS.¹

At the request of the parties, the Council decided, on September 10th, 1937, to withdraw from its agenda the Iraqi Government's request regarding the frontier between Iraq and Iran.

The two Governments had informed the Council that their frontier dispute had recently been settled by an agreement which would shortly be ratified by their Parliaments.

IX. CONVENTION RELATING TO THE REGIME OF THE STRAITS.
(Signed at Montreux on July 20th, 1936.)

Under Article 24 of the Convention relating to the Regime of the Straits, the Turkish Government is required to address to the Secretary-General of the League of Nations and to the contracting parties an annual report giving details regarding the movements of foreign vessels of war through the Straits and furnishing all information which may be of service to commerce and navigation both by sea and by air, for which provision is made in that Convention.

At the beginning of 1938, the Turkish Government forwarded to the Secretary-General its first annual report regarding the movements of vessels through the Straits and of civil aircraft between the Mediterranean and the Black Sea. The Secretary-General communicated this report to the Council and Members of the League of Nations and to the technical organs of the League interested in this information.

The Turkish Government regularly forwarded to the Secretary-General the information provided for in Article 18, paragraph 1 (*b*) of the Montreux Convention on the total tonnage of the respective fleets of the Black Sea littoral Powers in the Black Sea. The Secretary-General acquainted the Members of the League of Nations with these communications through the *Official Journal*.²

¹ See *Report on the Work of the League, 1936/37, Part I, page 16.*

² See *Official Journal, March-April 1937, page 270; August-September 1937, page 662; March-April 1938, page 250.*

X. FREE CITY OF DANZIG.

The Council Committee appointed on July 4th, 1936, to follow the situation at Danzig, and consisting of the representatives on the Council of the United Kingdom (Rapporteur), France and Sweden,¹ held several meetings during the Council's sessions last year.

The Committee examined, on the basis of the information given by M. C. J. Burckhardt, High Commissioner at Danzig, the circumstances in which his duties had to be performed and the situation in the Free City. It also had occasion to confer with the Polish representative.

The Committee expressed its satisfaction at the manner in which the High Commissioner had performed his task. It did not think it necessary to propose that the Council should place any questions regarding Danzig on its agenda.

¹ See *Report on the Work of the League, 1936/37, Part I, page 43.*

2.

QUESTION OF ALEXANDRETTA.¹

The Fundamental Law of the Sanjak of Alexandretta, which was adopted by the Council together with the Statute of the Sanjak on May 29th, 1937,² lays down in Article 15 that the first elections in the Sanjak are to be organised and supervised by a Commission appointed by the Council of the League of Nations.

In accordance with paragraph 8 of the report adopted by the Council on the same date, this Commission was set up on October 4th, 1937.

After a first visit to the Sanjak for purposes of study, the Commission drew up a plan for the organisation and supervision of the electoral proceedings and prepared the text of regulations for the first elections in the Sanjak.

The Commission at the same time proposed that March 28th, 1938, should be fixed as the date for the first stage of the elections, and April 12th as the date for the second stage. In accordance with paragraphs 8 and 9 of the report adopted by the Council on May 29th, 1937, these proposals were approved by the President of the Council, who authorised the Commission to engage the staff required to enable it to discharge its duty of supervising the elections. The electoral regulations were transmitted to the mandatory Power for promulgation.

Nevertheless, in two telegrams dated December 15th and 24th, 1937, respectively, the Turkish Government made a number of observations and reservations regarding the preparation and application of the electoral regulations.

¹ See *Report on the Work of the League, 1936/37, Part I, pages 54 et seq.*

² *Ibid.*, pages 68 *et seq.*; see also document C.282.M.183.1937 (*Official Journal*, May-June 1937, pages 580 and 587).

The Turkish Government's reservations and observations were submitted to the Council at its session in January 1938, and the Electoral Commission meanwhile postponed the execution of the programme of work it had adopted.

After hearing the statements of the Turkish and French representatives and a declaration by the President of the Electoral Commission, the Council decided, on January 31st, 1938, to set up a Council Committee consisting of representatives of Belgium, the United Kingdom, France, Sweden and Turkey. Within the limits of the provisions and texts adopted by the Council on May 29th, 1937, and accepted by France and Turkey, this Committee was to endeavour to make such modifications as might prove necessary in the electoral regulations. The President of the Electoral Commission was to afford the Committee his assistance, and the latter's decisions were to be unanimous. In the probable event of this work being completed before the Council's next session, the Committee would submit to the President of the Council the regulations finally adopted by it. The President of the Council would then immediately communicate those regulations to the mandatory Power, on behalf of the Council, for promulgation in the Sanjak. Furthermore, the Committee would take the decisions mentioned in paragraphs 8 and 9 of the report adopted by the Council on May 29th, 1937, concerning, on the one hand, the appointment of officials and staff, and, on the other, the date of the first elections. It was understood that the latest date mentioned for these elections (April 15th, 1938) would be postponed as far as might be necessary.

The Council Committee met at Geneva from March 7th to 19th, 1938. After examining the text of the electoral regulations drawn up by the Commission, and a counter-proposal submitted by the Turkish representative, the Council Committee unanimously adopted the regulations for the first elections in the Sanjak.¹ In the report which accompanies the final text of the regulations, the Council Committee fixed July 15th, 1938, as the date by which the elections were in any case to be completed, on the understanding that the Electoral Commission would do its utmost to complete the proceedings by June 30th, 1938.

¹ See document C.103.M.56.1938 (*Official Journal*, July 1938, page 622).

The Committee also prepared the list of officials who would assist the Electoral Commission in the performance of its task, and approved the composition of the special tribunal provided for in the regulations. As regards interpreters and subordinate staff, the Committee felt that the Electoral Commission should be free to engage them for itself in whatever manner it might think best.

Having been communicated by the Chairman of the Committee to the President of the Council, the final text of the electoral regulations was immediately transmitted to the French Government as mandatory Power with a view to promulgation in the Sanjak.

After taking cognisance of the final regulations and making the necessary arrangements, the Commission proceeded to the Sanjak and, at the beginning of May, commenced the registration of the electors at the first stage in the three subdivisions (*cazas*) of the Sanjak.

3.

REDUCTION AND LIMITATION OF ARMAMENTS.

I. PUBLICITY OF NATIONAL DEFENCE EXPENDITURE.

As mentioned in last year's report,¹ the Bureau of the Conference for the Reduction and Limitation of Armaments decided, on May 31st, 1937, to communicate the text of the draft Convention on publicity of national defence expenditure and the working of an organ of supervision and co-ordination to all the Governments which were or had been represented at the Conference, with the request that they inform the Secretariat of the Conference whether they were prepared, in principle, to accept a system of publicity based on that Convention.

On September 30th, 1937, the Assembly in its turn recommended the conclusion of an international Convention on the publicity of national defence expenditure and the working of an organ of supervision and co-ordination.

Up to June 22nd, 1938, twenty-eight countries had replied on this subject.²

Some of the replies are entirely negative ; the great majority are favourable in principle. Many States, while expressing their agreement, state that their definite acceptance of the draft Convention on budgetary publicity would be dependent on its being generally accepted by Governments, or at least by the principal military and naval Powers. Various Governments—some of which rank among the principal military and naval Powers—have not yet replied.

¹ See *Report on the Work of the League, 1936/37*, Part I, page 81.

² Belgium, Brazil, United Kingdom of Great Britain and Northern Ireland, Canada, Chile, Colombia, Czechoslovakia, Denmark, Estonia, Finland, France, Greece, Hungary, India, Japan, Mexico, Netherlands, New Zealand, Norway, Portugal, Roumania, Union of South Africa, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, United States of America (documents Conf. D.178, 178(a), 178(b) and 178(c)).

II. NATIONAL SUPERVISION OF THE MANUFACTURE OF AND TRADE IN ARMS, AMMUNITION AND IMPLEMENTS OF WAR.

Under the resolution adopted by the Bureau of the Conference for the Reduction and Limitation of Armaments on May 31st, 1937,¹ the Secretariat was instructed to collect and communicate to the members of the Bureau any useful information obtainable as to the present position in regard to the national control of the manufacture of and trade in arms in the principal countries.

The results of the work of the Secretariat (which has been carried out as far as possible with the assistance of the Governments concerned) were published in May 1938.²

* * *

The resolution on the same subject adopted by the Assembly recommended the Members of the League, each in so far as it was concerned and to the extent that this had not already been done, to examine the possibility of adopting internal measures with a view to the effective supervision of the manufacture of and trade in arms, ammunition and implements of war, on the basis of the work done by the Special Committee of the Disarmament Conference. The Assembly further asked Governments to inform the Secretary-General of the action taken on this recommendation.

Up to June 22nd, 1938, replies to the Assembly recommendation have been received from twenty-two Governments.³

¹ See *Report on the Work of the League, 1936/37*, Part I, page 81.

² See document Conf.D.184, which contains information in regard to the national control of the manufacture of and trade in arms in the following countries: Belgium, United Kingdom of Great Britain and Northern Ireland, Czechoslovakia, Denmark, France, Germany, Italy, Netherlands, Norway, Poland, Sweden, Switzerland, Union of Soviet Socialist Republics, United States of America.

The Secretariat was unable to obtain any authoritative information concerning Japan.

³ Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Colombia, Denmark, Ecuador, Egypt, France, Hungary, India, Ireland, Netherlands, New Zealand, Norway, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, United States of America, Yugoslavia.

These replies have been reproduced in documents Conf.D.183 and 183(a).

One Government expresses the view that, as no factories for arms, ammunition or war material exist on its territory, the question of giving effect to the Assembly's recommendation does not arise.

Most of the other countries refer to legislation in force or forward actual texts of such legislation.

In several cases, the reply states or implies that the existing legislation would enable the Government concerned to comply with the provisions contained in the draft articles for the regulation of the trade in and private and State manufacture of arms and implements of war approved in 1935 by the Special Committee of the Conference for the Reduction and Limitation of Armaments.

Finally, various Governments report that new legislation for national supervision of manufacture and trade is being prepared or considered.

III. CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS : DATE AND OBJECT OF THE NEXT MEETING OF THE BUREAU.

As recalled in last year's report,¹ the Bureau of the Conference for the Reduction and Limitation of Armaments, on May 31st, 1937, after requesting the Secretary-General to approach Governments in order to obtain their views concerning the setting-up of a system of publicity for national defence expenditure, decided to meet again on a date to be fixed by the Council of the League of Nations, for the purpose of considering the replies from the Governments, discussing the draft Convention on Publicity for National Defence Expenditure and deciding upon appropriate measures.

The Council dealt with this question on September 16th and October 5th, 1937, and again in 1938 at its January and May sessions.²

On May 11th, 1938, it considered a report by the representative of Iran who called attention to the fact that the Bureau

¹ See *Report on the Work of the League, 1936/37*, Part I, page 81.

² See *Official Journal*, December 1937, pages 913 and 943 ; February 1938, page 92 ; May-June 1938, page 318.

itself intended that the question of publicity for national defence expenditure should form the main subject for discussion at its next meeting. The Rapporteur gave a general indication of the contents of the replies received from Governments on the subject and the divergences of views which they revealed.¹ As a whole year had elapsed since the Bureau last met, it would seem natural that its members should have an opportunity to take stock of the situation in the light of the replies received. He therefore proposed, and the Council decided, taking into account the various considerations, political and technical, which were involved, that the Bureau should meet during the session of the Assembly to be held in September 1938, the exact date to be fixed by the Secretary-General with due regard to the convenience of all concerned.

IV. NAVAL QUESTIONS.

By a letter dated November 8th, 1937, the United Kingdom Government informed the Secretary-General that the Anglo-German and Anglo-Soviet Naval Agreements, signed in London on July 17th, 1937,² had entered into force as from November 4th, 1937.

In a letter dated April 5th, 1938, the United Kingdom Government transmitted to the Secretary-General, for information, copy of a note, which had been communicated to the Powers signatory to the London Naval Treaty 1936 by the United Kingdom Government on March 31st, 1938, containing notification of that Government's intention to exercise its right to depart from the limitations and restrictions of the Treaty in respect of the upper limits of capital ships of sub-category (a) —i.e., maximum standard displacement 35,000 tons and maximum gun-calibre 16 inches.

This letter further stated that a note in corresponding terms had been received by the United Kingdom Government from the United States Government on the same date.

¹ See above, page 42.

² See *Report on the Work of the League, 1936/37*, Part II, page 24.

The United Kingdom Government stated in its note that the precise extent of the departure would depend on the result of the consultations provided for in the Treaty. The reasons for the departure consisted in the reports received by the United Kingdom Government to the effect that Japan was constructing, or had authorised the construction of, capital ships of a tonnage not in conformity with the limitations and restrictions of the Treaty. In view of the refusal of the Japanese Government, on being formally approached, to give assurances that these reports were ill-founded, the United Kingdom Government had no alternative but to regard them as being substantially correct.

By a second letter of the same date, the United Kingdom Government transmitted to the Secretary-General, for information, copies of similar notes communicated by the United Kingdom Government to the German and Soviet Governments on March 31st, 1938, with regard to the Anglo-German and Anglo-Soviet Naval Agreements, signed in London on July 17th, 1937, which provide for the same limitations and restrictions as the London Naval Treaty of 1936 for the contracting parties.

By a letter dated May 3rd, 1938, the United Kingdom Government transmitted to the Secretary-General, for information, copies of the Anglo-Polish Naval Agreement, with Protocol of Signature and exchange of notes, which were signed in London on April 27th, 1938.

The above-mentioned letters and notes were communicated by the Secretary-General to the Members of the Conference for the Reduction and Limitation of Armaments.

V. PUBLICATIONS EDITED BY THE SECRETARIAT.

The thirteenth edition of the *Armaments Year-Book* was published in October 1937.

The fourteenth edition, now in preparation, will be published in October 1938. It will contain monographs on sixty-four countries, Members of the League and non-member States, and will be prepared on the basis of official publications (official military bulletins, laws, decrees, budgets, statistical year-books,

etc.) and of information supplied by certain Governments concerning the state of their armaments.

The thirteenth edition of the *Statistical Year-Book of the Trade in Arms and Ammunition* was published in October 1937.

The fourteenth edition will appear in October 1938. It will contain information regarding sixty-one countries and sixty-one colonies, protectorates and mandated territories, compiled from official publications.¹

¹ The publication by the Secretariat of a volume containing information as to the present position with regard to national control of the manufacture of and trade in arms has already been referred to on page 43.

4.

PROTECTION OF MINORITIES.

During the year from June 1st, 1937, to May 31st, 1938, fourteen minority petitions were received, of which ten were declared to be receivable and four to be non-receivable, in virtue of the Council resolution of September 5th, 1923.

The Committees appointed to consider these petitions and those which had been received in previous years but the examination of which had not been completed held twenty-four meetings in all during the period in question. The examination of two petitions was completed during the year.¹ In one case, the letter of closure was published with the consent of the Government concerned, in accordance with the Council resolution of June 13th, 1929.² No petition was submitted to the Council during the period in question.

The number of the petitions at present being examined by Minorities Committees is fifteen.

¹ See annual statistics published in the *Official Journal* of July 1938, page 641.

² See *Official Journal*, November 1937, page 836.

5.

MANDATES.

I. DELIBERATIONS OF THE COUNCIL CONCERNING
THE WORK OF THE PERMANENT MANDATES COMMISSION
DURING ITS THIRTY-FIRST SESSION.¹

On September 14th, 1937, the Council examined the documents concerning the work of the thirty-first session of the Permanent Mandates Commission and a report by the representative of Roumania.

A. *Special Question.*

Frontier between Tanganyika and Mozambique.

In response to the joint request of the Governments of the United Kingdom and Portugal with a view to the approval of the Anglo-Portuguese Agreement of May 11th, 1936, regarding the delimitation of the frontier between Tanganyika and Mozambique, the Council, having taken cognisance of the opinion of the Permanent Mandates Commission, approved the above-mentioned Agreement.

B. *Observations on the Administration of the Territories
under Mandate.*

The Council decided to communicate in each case to the Government of the mandatory Power concerned the observations of the Permanent Mandates Commission on the administration

¹ For a summary of the work of the Mandates Commission during its thirty-first session, see *Report on the Work of the League, 1936/37*, Part II, page 7.

of the territories, the annual reports for which it had examined ¹ (Tanganyika, 1936 ; Cameroons and Togoland under British mandate, 1936 ; South-West Africa, 1936 ; New Guinea, 1935/36 ; Nauru, 1936), and to request it to take the action asked for by the Commission.

C. *Petitions.*

The Council approved the conclusions of the Permanent Mandates Commission on the petitions it had examined, and decided to bring them in each case to the knowledge of the mandatory Power and the petitioners concerned.

II. DELIBERATIONS OF THE COUNCIL CONCERNING THE WORK OF THE PERMANENT MANDATES COMMISSION DURING ITS THIRTY-SECOND (EXTRAORDINARY) SESSION.

On September 10th, 14th and 16th, 1937, the Council examined the documents on the work of the thirty-second (extraordinary) session of the Permanent Mandates Commission dealing with Palestine.²

At this extraordinary session, the Mandates Commission examined the mandatory Power's annual report for 1936 and the parts of the report for 1935 consideration of which had previously been adjourned, the disturbances which occurred in Palestine in 1936, the recommendations of the Palestine Royal Commission,³ and the United Kingdom Government's Statement of Policy.⁴

Preliminary Opinion of the Mandates Commission on the Report and Recommendations of the Royal Commission and on the United Kingdom Government's Statement of Policy.

On September 10th, 1937, the Council decided to set up a small Committee to report to the Council on the problem of the status of Palestine after the discussion.

¹ The reports from the mandatory administrations are of great value in any study of the working of the mandates system and of the evolution of the territories under mandate. They may be consulted in the Library of the League of Nations.

² For a summary of the work of the Mandates Commission at its thirty-second (extraordinary) session, see *Report on the Work of the League, 1936/37*, Part II, page 15.

³ See Report of the Palestine Royal Commission, July 1937 (document Cmd. 5479).

⁴ Document Cmd.5513, July 1937.

On September 14th, 1937, the discussion opened with a statement by the United Kingdom representative. He recalled the origins of the Palestine mandate and the difficulties of its application. He emphasised the exceptional and temporary character of the decision to reduce Jewish immigration into Palestine, and outlined the procedure proposed for the study of the problem of the future of the territory. In conclusion, he asked the Council to authorise his Government to explore a solution involving a partition of Palestine. He added that his Government would submit to the Council the result of that exploration and any detailed proposals that might flow from it.

The representatives of France, New Zealand and Poland also stated their views.

On September 16th, 1937, the Council adopted the following resolution :¹

“ In view of the United Kingdom Government’s Statement of July 1937, concerning the conclusions of the Royal Commission on Palestine ;

“ In view of the preliminary opinion given to the Council by the Mandates Commission ;

“ In view of the statement made by the representative of the United Kingdom at the Council meeting of September 14th, 1937, and the discussion on the status of Palestine which took place at the same meeting ;

“ Having regard to the intention expressed by the United Kingdom Government of pursuing the study of the problem of the status of Palestine while concentrating on a solution involving partition of the territory ;

“ Recalling the assurances given in that connection by the representative of the United Kingdom on the subject of immigration :

“ The Council,

“ Agrees to the United Kingdom Government’s carrying out the aforesaid study and taking such steps as it may entail ;

“ And, while pointing out that the mandate of July 24th, 1922, remains in force until such time as it may be otherwise decided, defers consideration of the substance of the question until the Council is in a position to deal with it as a whole, and in the meantime entirely reserves its opinion and its decision.”

¹ Submitted by its Special Committee, consisting of Latvia, Roumania and Sweden.

Observations on the Administration of Palestine and Trans-Jordan.

The Council decided on September 14th, 1937, to communicate the Commission's observations on the administration of Palestine and Trans-Jordan to the mandatory Power, and to request it to take the action asked for by the Commission. It noted that the part of the Commission's report dealing with the disturbances which occurred in Palestine in 1936, their causes and their repression by the authorities of the mandatory Power, briefly outlined the facts as elicited through the careful examination carried out by the Mandates Commission with the loyal and patient assistance of the accredited representatives of the mandatory Power. The Council expressed the hope that such disturbances would not recur in Palestine.

Petitions.

On September 14th, 1937, the Council approved the Commission's conclusions concerning the petitions it had examined, and decided to bring them to the knowledge of the mandatory Power and of the petitioners concerned.

III. WORK OF THE PERMANENT MANDATES COMMISSION DURING ITS THIRTY-THIRD SESSION (NOVEMBER, 1937), AND DECISIONS TAKEN BY THE COUNCIL ON JANUARY 28TH, 1938.

A. *Observations on the Administration of the Territories under Mandate.*

The Commission made a number of observations on the administration of the territories with which it dealt during its thirty-third session (Syria and Lebanon, 1936 ; Ruanda-Urundi, 1936 ; Camerouns and Togoland under French mandate, 1936 ; Islands under Japanese mandate, 1936 ; Western Samoa, 1936).¹

¹ See note 1 on page 50.

Territories under A Mandate.

Syria and Lebanon (1936).

The mandatory Power had communicated to the Mandates Commission all the texts drawn up in 1936 governing the future relations between France and Syria and between France and Lebanon. These texts had already been ratified by the Syrian and Lebanese Parliaments, but were still awaiting ratification by France. The main document for Syria — the Treaty of Friendship and Alliance between France and Syria — states that the two Governments are agreed “to bring about, in accordance with a well-defined programme, all such conditions as may lead to the admission of Syria to the League of Nations within three years of the discharge of the formalities of ratification”. The Treaty of Friendship and Alliance between France and Lebanon contains a clause in identical terms. As the delays necessary for ratification seemed likely to be protracted, the three-year period began on January 1st, 1937.

The Treaties of Friendship and Alliance will not, however, come into force until the admission of Syria and Lebanon respectively to the League of Nations. The same applies to some of the annexed agreements, and, in particular, to the military conventions that accompany each of the Treaties.

On the other hand, several of the instruments annexed to the Treaties are to come into effect at once. This applies, for instance, to the Protocols concerning preparations for the taking over by the two Governments of the responsibilities now assumed by France, and the instruments introducing separate administrative and financial systems for the Jebel Druse and Alawite territories.

After examining these texts, the Mandates Commission noted that on January 1st, 1937, the evolution of the mandate for Syria and Lebanon had entered upon its final phase, and that it was the mandatory Power's belief that these States should be able, in the course of the three years during which they would enjoy an increased measure of independence, to give proof of their fitness for self-government.

The Commission added that it would closely watch the progress of this experiment, so that in due course it might be

able to give an opinion on the political maturity of these States. It expressed the hope that the results of the experiment would prove conclusive. The Commission, however, did not feel called upon at present to express an opinion on the agreements as instruments for regulating the relations between Syria and Lebanon and France after the extinction of the mandate. Nor did it touch upon the practical question of the maturity of Syria and Lebanon, not having as yet been asked to do so.

Two questions engaged the Commission's special attention : that of the minorities in Syria and Lebanon, which is dealt with in a number of general stipulations in the exchanges of notes accompanying the text of the Treaties, and that of local autonomy in the Jebel Druse and Alawite territories.

As regards the first, the mandatory Power stated that it had had no desire to prejudice the question of the guarantees which the League of Nations might wish to establish in this domain when the questions of the emancipation of Syria and Lebanon and of their admission to the League arose. The stipulations contained in the exchanges of notes would be applied in practice under the supervision of the mandatory Power during the probationary period of three years ending on January 1st, 1940. In recommending the Council to take note of these declarations, the Mandates Commission emphasised the paramount importance which, in its opinion, attached to the practical experiment involved in the application of these texts during the new phase upon which the mandatory Administration had just entered.

As regards the second question, the Mandates Commission noted that separate administrative and financial systems had already been introduced for the Jebel Druse and Alawite territories. It observed that experience alone would show what value could be attached to this reform, and whether it offered adequate safeguards for the rights and interests of the populations affected.

In the administrative sphere, the Commission had learnt with regret of the serious incidents which had occurred in Upper Jezireh, necessitating the direct intervention of the mandatory Power. It noted that, in consequence of these incidents, the Central Government of Syria had made changes in the administrative personnel in that area, and it expressed the wish to

be informed of the steps taken to ensure fair treatment for the interests of the various sections of the population of that district.

Other special observations were made regarding the question of the right of option of Syrians and Lebanese settled abroad, the problem of labour and the question of antiquities.

Territories under B Mandate.

Cameroons and Togoland under French mandate.

Observations common to both territories.

The Commission was gratified to note the efforts made to develop native provident societies. It asked for information on the procedure for the registration of native lands.

Cameroons under French mandate (1936).

The Commission noted that the delimitation work on the frontier between the Cameroons under French mandate and the Cameroons under British mandate would begin very shortly. It asked for details which would enable it to form an exact idea of the real financial position of the railways of the territory.

Togoland under French mandate (1936).

The Commission was gratified to learn that there had been a substantial improvement in the financial situation of the territory. It expressed the wish to know whether this improvement was likely to induce the mandatory Power to cancel the administrative measures taken, on grounds of economy, during recent years.¹

Ruanda-Urundi (1936).

In the sphere of general administration, the Commission noted with satisfaction that the administrative training of the future chiefs had been entrusted to qualified officials. It also took note of the creation of native treasuries in the territory.

¹ See documents A.6.1935, page 69, and A.6.1936, page 108.

As regards the question of economic equality, the Commission noted that all countries having trade relations with the territory—whether they were Members of the League of Nations, had ceased to be Members, or had never been Members—were treated on a footing of complete equality, and that it was not the present intention of the mandatory Power to modify this rule of its commercial policy and introduce a differential system.

Turning to public finance, the Commission noted with satisfaction the material improvement in the financial situation of the territory, and particularly the fact that the public debt had been reduced by about 10%.

As regards education, the Commission noted the efforts made by the mandatory Power to ensure that account should be taken of the principle of freedom of conscience in the organisation of the Astrida official school, where education was given to future native auxiliaries of the Administration and to a number of chiefs' sons.

Territories under C Mandate.

Islands under Japanese mandate (1936).

The Commission noted in the budget estimates for the financial year 1936 that the mandatory Power proposed to transfer part of the budgetary surpluses of the mandated territory to Japan's general account. It asked for the reasons for this measure, which it was told was only temporary. The Commission noted the mandatory Power's intention to develop native education. It also noted the results of the study made by public health experts of the decline in the native population of the Island of Yap.

Western Samoa (1936).

The Commission had been informed in 1936 of important changes in the native policy of the Administration, which implied wide concessions on the part of the mandatory Power in the interests of general appeasement. In 1937 the Commission was informed that the attitude of non-co-operation adopted by the "Mau", an organisation to which the majority of the natives belonged, had ceased, and that there had been a marked

improvement, due to the simultaneous influence of economic and psychological factors. The Commission asked for additional information on public finance, freedom of conscience, and education.

* * *

On January 28th, 1938, the Council decided to communicate the observations of the Mandates Commission in each case to the Government of the mandatory Power concerned, and to request it to take the action asked for by the Commission.

As regards the Commission's observations on the Franco-Syrian and Franco-Lebanese Agreements of 1936, the Council considered that the Commission had acted wisely in confining its examination to those aspects of the problem which concerned the mandatory regime. It regarded the Commission's observations as of particular importance in these circumstances, and associated itself with the hopes expressed by the Commission concerning the result of the experiment being made. The Council was sure that the mandatory Power would furnish the Commission with all information that would enable it to follow the progress of Syria and Lebanon during the probationary period.

B. *Petitions.*

The Commission examined a number of petitions, one of which concerned South-West Africa, and all the others Syria and Lebanon. The Council approved the Commission's conclusions on these petitions, and decided to bring them to the knowledge of the mandatory Powers and of the petitioners concerned.¹

¹ *Principal Reference Documents* : Minutes of the ninety-eighth session of the Council, second meeting (September 14th, 1937), *Official Journal*, December 1937, pages 886, 896-898 ; Minutes of the thirty-second (extraordinary) session of the Permanent Mandates Commission, devoted to Palestine (C.330.M.222.1937.VI) ; Minutes of the ninety-eighth session of the Council, first, second and third meetings (September 10th, 14th and 16th, 1937), *Official Journal*, December 1937, pages 885, 886-7, 899-904, 905 and 907 ; Minutes of the thirty-third session of the Permanent Mandates Commission (C.551.M.388.1937.VI) ; Minutes of the one-hundredth session of the Council, third meeting (January 28th, 1938), *Official Journal*, February 1938, pages 101-103.

6.

SLAVERY.

The Advisory Committee of Experts on Slavery held its fifth (extraordinary) session at Geneva from March 31st to April 5th, 1938. It examined documents communicated by the Governments of the United Kingdom, France, India, Liberia and the Sudan, as well as a report regarding the International Settlement at Shanghai. The Committee also took note of an historical review of the abolition of the slave trade and of slavery in Portugal and her colonies, which had been prepared by its Portuguese member.¹ As regards legislation, the Committee noted a memorandum submitted by the United Kingdom Government dealing with legislation enacted in its non-self-governing colonies, protectorates and mandated territories on the subject of slavery and conditions analogous thereto.

The questions dealt with by the Committee in its report were the position in regard to ratifications of and accessions to the Slavery Convention of 1926 and the reservations made by some of the parties to this Convention; slave raids, slave trade and captured slaves; born slaves; other institutions (pawning, peonage and debt slavery, the Mui Tsai or Pei-nu system, quasi-adoption of children) and serfdom.

In its conclusions, the Committee expressed the hope that the Slavery Convention of September 25th, 1926, might be ratified without further delay by those States which, having signed or acceded to it, subject to ratification, had not yet ratified, and that such States as had been invited to accede to the Convention and were not yet parties thereto would consider the possibility of acceding thereto.

¹ This survey is attached to the Committee's report.

It expressed the hope that the Governments would continue to supply information as full and as accurate as possible, in accordance with Article 7 of the 1926 Convention and the various resolutions of the Assembly.

The Committee also called the Council's special attention to the suggestions contained in its report for obtaining further light on points arising in connection with the examination of the documents supplied by Governments.

Lastly, it suggested that the Council should bring to the notice of the Governments concerned, for any action they might think fit to take, the wishes and recommendations, both general and specific, contained in its report.

On May 9th, 1938, the Council authorised¹ the publication in full of the Committee's report and its annexes (documents supplied by the Governments).²

On May 11th, 1938, the Council noted the Committee's report and endorsed the report's conclusions in the form of a resolution. The United Kingdom representative's report, which was approved by the Council, stated, *inter alia*, that the documents dealt with by the Committee would certainly prove of great interest and value to all Governments and authorities engaged in the suppression of the remaining vestiges of slavery, and in the promotion of the social and economic welfare of former slaves.

As the Rapporteur's report also points out, it will be apparent from the Committee's conclusions that slavery and the slave trade are approaching extinction and that continual progress is being made in the solution of the problems arising in certain countries in connection with other institutions dealt with in the Committee's report.

The Council decided to communicate the text of its resolution, together with the Rapporteur's report, to all the Members of the League and to such of the non-member States as were parties to the Slavery Convention of 1926.

¹ Under Article 15 of the Rules of Procedure of the Committee : " The reports and Minutes of the Committee shall be confidential. Notwithstanding Article 3 of the General Regulations on Committees, the question of the full or partial publication of the Committee's report is a matter for the decision of the Council of the League of Nations. The same applies as regards the publication of the documents examined by the Committee."

² Document C.112.M.98.1938.VI (see *Official Journal*, May-June 1938, page 387).

7.

ECONOMIC AND FINANCIAL QUESTIONS.

I. INTRODUCTION.

At the wish of the Assembly, the structure and functions of the Economic and Financial Organisation have been under review. The situation revealed by the published report¹ is as follows.

The League's work in economic questions is less affected by the absence of important States than is its political work. The United States of America has throughout collaborated closely and effectively with the Organisation, and citizens of Japan serve on its Committees. Moreover, the nature of this work has changed. The objects and functions of the Organisation are, within its present field, to promote international collaboration, to advise the Council and the Assembly and to give information and make recommendations to Governments.

The importance of this Organisation as a centre for research and for collecting and publishing information has developed greatly of late. For while the atmosphere is at the moment less favourable to collective commercial agreements, the need for the application of science to economic policy and activity in the growing complexity of economic life is becoming more fully appreciated. The systematic study of international commercial relations continues of course to be one of its first preoccupations. At the same time, the Organisation is more concerned than before with expert studies of problems on which Governments need information for the formulation of their national economic policies. Many of these problems lie on the borderland of social and economic policy.

¹ See *Official Journal*, May-June 1938, pages 350 and 551.

It is recommended in the report on this subject submitted to the Council and Assembly that the Organisation should adapt itself in the following way to this development, which has only recently become clear, although it has been happening gradually for some years. A Co-ordinating Committee should be formed, presided over by a Chairman appointed by the Council, and consisting of the rapporteurs to the Council on economic and financial questions, representatives of the Economic and Financial Committees, Chairmen of other standing Committees of the Organisation and a representative of the Transit Organisation ; it should be attended by the Director of the International Labour Office. Its functions would be to submit to the Assembly every year, at the beginning of July, a memorandum about the questions on the agenda, to initiate proposals for submission to the Assembly or Council, to allocate tasks among existing committees, and to appoint special committees.

This proposal and others are influenced by the consideration that the League derives much of its value from the opportunity it affords for the exchange of ideas and experience. The Council has approved this proposal.¹ Other proposals, either because they demand special financial provisions or because they concern procedure at the Assembly itself, fall to the Assembly for consideration.

They include the suggestion that increased facilities should be provided for the Secretariat, so that it may afford technical advice to Governments, maintain closer contact with conditions pertaining in individual countries, and study problems on the spot ; that the work of the Second Committee of the Assembly should be restricted to economic, financial and transit questions, and that this Committee should meet alternately, and not simultaneously, with the Sixth Committee ; that the Chairman of the Co-ordinating Committee and assessors from each of the technical Committees of the Organisation should attend the Second Committee of the Assembly.

It has always been one of the main functions of the Economic and Financial Organisation of the League to serve as a centre for technical information. There has thus been a growing tendency

¹ Decision of the Council (hundred-and-first session), May 13th, 1938 (see *Official Journal*, May-June 1938, page 351).

in recent years to select well-defined problems of immediate practical concern to several Governments; to subject them to careful study; to make the results available to Governments; and to rely on such diffusion of knowledge as having a surer, if less spectacular, effect in harmonising the policies of Governments than attempts to reach specific agreements by Diplomatic Conference, Convention and Protocol.

Many Governments are faced by similar problems of policy and administration. Their solution of these problems will be advanced by three methods, for all of which the Technical Organisation can be used — namely, the collection of objective evidence from all over the world, the pooling of experience and the provision of expert advice.

Partly inherited from previous years and partly created by the last Assembly, the tasks of the Organisation during the past year afford examples of each method. Thus the enquiry on the behaviour of tax systems during the last depression has elicited evidence from a wide range of countries never before assembled. The same applies to the information now being collected on housing problems. Moreover, as the Committee on the Structure and Functions of the Organisation pointed out, it is becoming increasingly important that the problems with which many Governments are faced should be studied on the spot by experts and the officials of the Organisation, and that close contacts should be established between the headquarters at Geneva and the countries co-operating with the Organisation. This year a beginning has been made; and members of the staff have visited the United States, many countries in Latin America and, in the course of special enquiries, Scandinavian and Baltic countries and countries in the east and south-east, and indeed in all quarters, of Europe.

As an example of the second method — the pooling of experience — the value of meetings between representatives of National Committees on Nutrition has been recognised by the Assembly and will doubtless increase.

Thirdly, the provision of expert advice is the essential object of the enquiry on agricultural credits now being carried out by an expert of European reputation, and of the study of international loan contracts, which is being made by a small body of financial experts and jurists.

These are examples of *ad hoc* methods applied to special tasks. But of course the Standing Committees and regular publications of the League are themselves permanent applications of one or other method. Thus, for instance, meetings of the Economic and Financial Committees have as a result, no less valuable because it is not consigned in words to public reports, the pooling of experience at regular intervals; and the regular publications of the League are essentially collections of objective evidence from all over the world. It is the constant preoccupation of the Committee of Statistical Experts to improve the methods employed in the preparation of the national statistics on which this international work is based, so that international comparisons of scientific value can be drawn from them.

These general observations, which may be appropriate to this year's report in view of the changes in the structure and functions of the Organisation, partly as a result of circumstances and partly also as a matter of conscious reform, should be borne in mind in reading the following review of the year's work, for the Assembly will be called upon, not only to define the tasks to be undertaken in 1939, but also to pronounce upon such changes in the Organisation as may be desirable in order to pursue the work more efficiently.

Before coming to the various specific tasks undertaken during the past year, it is necessary to make one further general observation. It will be noted that the results of the work on several of the subjects contained in the resolutions of the last Assembly will not be known when the Assembly meets. This is true, for instance, as regards the work on public indebtedness, on measures to mitigate economic depressions, on the effect of economic and financial tendencies in determining monetary systems, on international loan contracts and on housing. There are several reasons for this.

First, they are all complicated problems, a superficial treatment of which would only darken counsel. But, secondly, it must be realised that new tasks, new work, required by the Assembly, cannot be begun until the following year, when the necessary credits become available; and that from the moment when they start until the time when reports on them have to be prepared for submission to Governments in time for the next Assembly,

only a few months have elapsed. Furthermore, certain of the instructions given by the Assembly are intended to be general and to empower the competent Committee to act as and when occasion proves opportune. It does not therefore mean that the work has not been actively pursued if concrete results are, in many cases, not yet described in the following account.

For the first time, that account treats together both economic and financial work in addition to the work of the Economic Intelligence Service, thus reflecting recent procedure in the discussions of the Second Committee of the Assembly.

II. ECONOMIC AND FINANCIAL POLICY AND ACTION.

Customs Nomenclature.

A difficult piece of work, to the practical success of which too little attention has perhaps been paid, is the preparation of a Customs nomenclature capable of being adapted to the economic needs of any country. The new edition of the draft nomenclature with explanatory notes was finished this year¹ and is now in the hands of Governments. As the Assembly desired, it has been recommended by the Council to Governments for use in revising their Customs tariffs.

This work was begun more than ten years ago on the recommendation of the Economic Conference in 1927. The plan seemed doomed to failure ; for the methods of classifying commodities which enter into trade vary even more widely than the economic systems which produce those commodities. But the attempt was made because the complexity of tariff schedules and differences in methods of classification cause every kind of difficulty both for Government officials who have to negotiate commercial treaties and administer Customs tariffs, for traders, and for manufacturers who export and import the products which appear in them. It could only succeed if a new nomenclature could be devised which would be simple and scientific and bring all products of the same nature together in one chapter, thus making it possible to compare the tariff items of one country with those of another.

¹ Draft Customs Nomenclature, revised edition, two volumes, Geneva, 1937. (Document C.295.M.194.1937.II.B.)

The ingenious solution was found in a nomenclature which could be extended or compressed according to the requirements of any country, but in such a way that each separate item would always correspond to a given number in the tariff. Three types of item were created : principal items, numbering about 1,000, which should appear in every tariff ; secondary items, being subdivisions of the main classification ; and, finally, tertiary items introducing further distinctions. Thus, for instance, butcher's meat is a principal item ; beef, a secondary item ; and frozen, as distinct from fresh beef, a tertiary item.

There has thus been created a valuable instrument of economic policy. The question now is, how to make the best use of it. The idea of holding a Diplomatic Conference for its adoption was rejected in 1931, as Governments would not bind themselves by Convention to applying it. During the next five or six years it was observed, however, that many Governments were using it and taking it as a basis when recasting their tariffs — *e.g.*, in France, Italy, Denmark, Finland and the Baltic States, Uruguay and Colombia. In these circumstances, the original nomenclature has been revised in the light of the experience of the past few years and is now being again recommended¹ to Governments for use.

International Sanitary Convention on the International Commerce in Meat and Meat Preparations.

Another piece of work which has met with a gratifying measure of approval from Governments is the preparation of a draft Convention² for settling some of the problems attendant upon the import and export of meat and meat preparations.

The signature by several Governments of the International Convention for combating Contagious Diseases of Animals was taken as an encouragement to examine these problems. A Committee of Experts therefore met in June 1935 and prepared draft proposals for a Convention which were sent to Governments for their observations. At a second session of the Committee of Experts, held from April 25th to 29th, 1938, the draft was

¹ See report of the Rapporteur, document C.394.1937.II.B (see *Official Journal*, December 1937, page 932).

² Document E.972.

revised in the light of the Governments' replies. Out of forty-two replies thirty-five were favourable — at least in principle ; there were only criticisms of detail.¹ The object of the draft is to devise the maximum guarantees which importing countries would be justified in requiring from exporters, as giving sufficient assurance that the imported commodities were not dangerous to man or beast ; and rules and methods for inspection, transport, packing, handling and preparation. Its effect would be to do away with concealed protectionist practices and only leave such restrictions as are necessary to safeguard public health and preserve the national live-stock.

The Convention would be of great value if it were applied even between a few countries, as it would translate into practice principles of equity in a sphere which has hitherto been particularly fertile in conflicts. Moreover, it provides a kind of model code of international relations in respect of veterinary nutritional hygiene, which, as in the quite different sphere of double taxation, might give assistance to Governments in making bilateral agreements.

One particularly difficult point has been left over for examination by a special committee. There is great diversity in the way in which countries regulate scientific methods of inspecting meat and animals. Experience shows that this is a very complicated problem, and enquiry by specialists is needed in order to draw up preliminary draft international regulations.

Except on this last point, the study of this subject is now completed and has resulted in practical proposals, which are being sent to Governments for consideration.²

International Migrations.

In accordance with the decision taken at the Economic Committee's last meeting, a member of that Committee³ and the Secretariat followed the work of the Conference of Experts on Technical and Financial Co-operation with regard to Migration for Settlement, which had been convened by the International

¹ Document E.1020, April 30th, 1938.

² See report of the Sub-Committee of Experts, document E.1020, April 30th, 1938.

³ M. Schüller.

Labour Office for February 28th, 1938, and which sat until March 7th.¹

The Conference examined in turn, as far as this could be done in the abstract, all the technical questions which might arise both in emigration and immigration countries and as regards emigration journeys. It expressed the opinion that an adequate organisation of international credit would be of great value in this sphere, but that the study of this question should only be undertaken when there were definite situations to be dealt with and when a considerable degree of collaboration existed between emigration and immigration countries.

The Conference then examined the means by which such collaboration could be gradually established; it recognised that it would be desirable to arrange a regular interchange of information between emigration and immigration countries, either directly or through the International Labour Office or an office to be created for the purpose.

Finally, the Conference adopted the following resolution, which deserves to be quoted *in extenso* :

“ The Conference, having carefully studied the technical and financial obstacles to the development of migration for settlement, and having adopted the above conclusions containing its suggestions for their removal :

“ I.

“ Invites the Governing Body of the International Labour Office :

“ (1) To consider means of bringing these conclusions to the notice of the Governments concerned ;

“ (2) To instruct the International Labour Office :

“ (a) To set up and maintain a regular service for information regarding migration for settlement, with a view to facilitating the exchange of such information between the countries concerned ;

“ (b) To continue its technical researches into the organisation of migration for settlement ; and in particular to undertake, if possible at an early date, a study of the organisation of the official settlement institutions mentioned in §3 of this report, and of the lessons to be learned from

¹ The following countries were represented : the Argentine Republic, Austria, Bolivia, Brazil, Chile, Colombia, Czechoslovakia, the Dominican Republic, Ecuador, Hungary, Japan, the Netherlands, Peru, Poland, Switzerland, Uruguay, Venezuela and Yugoslavia.

experience as regards the principles on which these institutions are organised and worked ;

“ II.

“ Having noted, on the other hand, that the large-scale development of migration for settlement is hindered in some countries by financial obstacles whose removal requires, in addition to the measures described in the conclusions recorded in this report, international credit operations on the nature of which the Conference feels itself unable to make a pronouncement :

“ Expresses the wish that the Governing Body of the International Labour Office should proceed with the consultations and other steps necessary for the establishment of a Permanent International Committee on Migration for Settlement, comprising representatives of all countries which declare themselves interested in the question and decide to join the Committee, as well as experts on economic, financial and social questions, etc. ; the duties of this Committee would be :

“ (a) To promote the co-ordination of the activities of the emigration and immigration countries concerned ;

“ (b) To further, particularly with reference to concrete cases, the study of the international financial problems involved in the development of migration for settlement and of the suggestions made to the Conference for their solution, mentioned in §9, §11 and §13 of this report ;¹

“ (c) To carry out whatever tasks may be assigned to it in connection with the international credit operations which the countries directly concerned may consider necessary for the development of migration for settlement in a manner satisfactory to themselves and the settlers.”

Although the question of technical action is at present premature, the final resolution provides that the Committee will enlist the assistance of economic, financial and social experts.

Demographic Studies.

The Assembly requested the Council to take the necessary steps to draw up a scheme of work for the study of demographic problems by the Economic and Financial Organisation of the League of Nations in close collaboration with the International Labour Office.

Before proceeding to the constitution of a special Committee of Demographic Experts, the Economic Committee wished to

¹ Document G.B. 83-3-296.

carry out a certain amount of preliminary work defining standards of over-population and under-population, and showing their relation to certain factors of fundamental importance, such as economic development, the standard of living, the commercial and financial situation, etc.

This study is now in progress.

Quotas and Exchange Control and Raw Materials.

The Assembly asked the Organisation to study the measures which could be applied to relax (and ultimately abolish) the existing systems of quotas and exchange control. Enquiries in countries where they exist show that, with the recent fall in prices and general set-back in the economic situation, difficulties have increased.¹

The monetary and commercial difficulties regarding the payment and, therefore, the effective demand for raw materials are closely linked with the question of exchange control.² And even on the supply side, it is felt that present circumstances militate against the conclusion of a convention. But the following principles have been suggested,³ which should govern commercial access to raw materials :

“ A. Prohibitions, Restrictions and Duties on the Export of Raw Materials.

“ 1. Raw materials should not be subjected to any export prohibition or restriction except in pursuance of an international regulation scheme, which is being operated in accordance with the principles set out in Section C below, or some other international agreement between exporting and importing countries.⁴

“ 2. Raw materials should not be subjected to any export duties except duties imposed at a uniform rate, irrespective of the country to which the goods are exported, either (a) for revenue purposes or (b) in order to finance arrangements for improving the production, utilisation or marketing of the raw material in question.

¹ This question will be dealt with more fully in Part II of the present report.

² Report of the Economic Committee, document C.577.M.411.1937.II.B.

³ *Ibid.*, page 3.

⁴ The terms “ prohibition and restriction ” in this section are not of course intended to apply to arrangements for preventing the export of goods of inferior quality or dangerous to health.

“ B. Development of Natural Resources.

“ Foreigners should have the same rights and facilities both of sovereign countries and of colonial territories, subject to their obeying the laws and regulations of the countries concerned.

“ This principle should be introduced by degrees where it is not already in force, and applied as fully as possible.

“ It is recognised, however, that provisions may be necessary to regulate the conditions of admission and settlement of foreigners, and also, in colonial territories, to safeguard the interests of the native inhabitants ; but such provisions should not be applied in such a way as to neutralise the possibility of foreign participation nor, in colonial territories, to place nationals of the metropolitan country in a privileged position.

“ C. International Regulation Schemes relating to the Supply of Raw Materials.

“ International regulation schemes should be so framed as to admit effective association of consuming interests with their administration, and to make available adequate information regarding their operation. They should be administered in such a way as to provide consumers with adequate supplies of the regulated material, to prevent, so far as possible, the price of the regulated material from rising to an excessive height and to keep that price reasonably stable.

“ In so far as Governments are themselves parties to a scheme, they will of course be responsible for seeing that the scheme is framed and administered in accordance with these principles.

“ In so far as Governments are not themselves parties to a scheme, they should be ready, so far as circumstances permit, to use their influence to secure the application of these principles by their nationals parties to the scheme.

“ In either event, they should be ready to take all possible steps to ensure the investigation of complaints by other countries in regard to the operation of the scheme.”

Governments have been asked ¹ whether they consider that such principles can be carried out by international action and what form that action should take.

Fiscal Evasion.

The possibility of concluding a general convention to check fiscal evasion had been explored during the year 1936, when

¹ Resolution of the Council, January 28th, 1938. See *Official Journal*, February 1938, page 99.

it was found that such a convention would present serious difficulties to a number of States. These States hesitated to accept a proposal which would oblige them to alter their laws in order to demand from their own nationals, information not needed for domestic purposes but merely for the requirements of a foreign country.

The Assembly accordingly asked the Economic and Financial Organisation to examine what methods might be followed in order that a convention — at least between a certain number of States — might be concluded at the earliest moment, on the basis previously elaborated by the Fiscal Committee and submitted by the Council to Governments.

The Fiscal Committee met in the early autumn of 1937 in order to deal promptly with this question in its report.¹

The evidence before it, however, forced it to the conclusion that it would prove very difficult to reach agreement in favour of a convention on the lines it had originally suggested, and that, as it had previously stated, for such a convention to be effective, a considerable number of adherents would be necessary.

In these circumstances, the Committee has fallen back on the idea of instituting exchanges of information between revenue authorities, so far as existing internal legislation allows. This procedure will necessitate a knowledge of the statutory provisions and administrative practices by which States control revenue. A questionnaire has therefore been prepared and circulated to Governments asking for information regarding the methods employed to combat tax evasion internally, the statutory provisions, regulations or administrative practices favouring non-resident foreigners or foreign-owned corporations in matters of taxation as against nationals, and the agreements or arrangements on tax evasion already in existence.

The number of bilateral agreements of a more liberal character for the avoidance of double taxation and for the settlement of other questions relating to taxes, which are based on the recommendations made by the Committee or on the model Conventions which it drew up in 1928, continues to grow.

The Organisation is also dealing with certain minor questions,

¹ Document C.490.M.331.1937.IIA (see *Official Journal*, February 1938, page 169).

such as the definition of business income for the avoidance of double taxation, involving a comparative survey of thirteen representative legislations; a study of methods of tax collection, beginning with direct taxes and death duties, and a comparison between recent Conventions and the models prepared ten years ago for avoiding double taxation in income and property taxes.

Here, again, the purpose of the Committee is to collect and clarify material which will pool the experiences of Governments, enabling them, if they so desire, by legislation and administrative practice to improve their taxation systems without disturbing business.

International Loan Contracts.

It will be remembered that this work originated in a resolution taken by the Assembly in 1935.¹ It should be concluded this year or early next year.

This is the first occasion on which a systematic study of this problem has been made. An idea of its complexity may be obtained by a mere enumeration of the organisations which have had to be consulted, and the various problems which have had to be considered. Among the former are : International Institute for the Unification of Private Law at Rome, which is collaborating closely in the work ; Associations of Bond-holders ; the Committee of the Stock Exchange ; and legal advisers to certain central banks. There are both legal and financial questions involved. Among the former are the machinery for settling disputes of a legal character, including the possibility of drafting an arbitration clause ; the determination of the law applicable to disputes ; the functions and duties of trustees ; the representation of bond-holders ; the functions and responsibility of paying agents and issuing houses ; the types and length of contracts and prospectuses, and the concordance of various loan documents ; the rights of bond-holders to sue, and the value of judgments obtained by them and of judgments generally.

Among the financial subjects are the relation between the movement of capital and the movement of goods ; the gold clause ; assigned revenues ; priority ; transfer problems ; and the

¹ A preliminary account of it was given in the Report to the Assembly last year. Document A.6.1937, page 117.

examination by creditors of the financial situation of debtor States.

Falsification of Securities.

As a development of the work of the International Conference on the Suppression of the Counterfeiting of Currency in 1929, a protocol has been prepared and sent to Governments for their consideration on the suppression of the falsification of securities. Institutions, including the International Police Commission, with experience in the matter have been consulted, the existing legislation studied, and particulars obtained of recent cases of counterfeiting. The draft protocol extends the protection given by the 1929 Convention on Currency to certain defined classes of securities.¹

Here, again, information from authoritative quarters, making available the most successful modern practice, coupled with the best expert advice obtainable, and a proposal for concrete action, has been put at the disposal of Governments. The appropriate action must necessarily lie with them.

Public Debts.

One of the aspects in which indebtedness is being studied is the actual amount and nature of public indebtedness. The question was raised at the last Assembly by the Danish Government as part of the monetary problem. It was pointed out that, although public and municipal debts had reached alarming proportions everywhere, it was very difficult to ascertain the exact extent of these debts. This difficulty has indeed been shown in the event and in the attempt to carry out the desire of the Assembly that a brief statement should be prepared regarding the public debt of the central Governments and, as far as possible, of regional and local authorities and other public institutions.²

The preparation of the questionnaire sent to Governments³ has revealed how great is the number of technical points involved.

Apart from the immediate practical purpose of the Assembly,

¹ See circular letter to Governments, C.L.13.1938.II.A.

² See *Official Journal*, Special Supplement No. 171, page 86.

³ C.L.51.1938.II.A.

this document is likely to be valuable to students as being a first attempt to present the outlines of a systematic and scientific treatment of this whole branch of public finances.

III. MEASURES TO MAINTAIN OR RESTORE PROSPERITY.

Economic Depressions.

The last Assembly passed a resolution inviting the Economic and Financial Organisation to examine measures which might be employed with a view to the prevention or mitigation of economic depressions.

It may be convenient to summarise under this general head of depressions various tasks which are being carried out by the Organisation and which converge.

These tasks fall into two parts : the first may be described as pure research ; the second as the application of the results of that research and of past experience to policy and action.

The first part is covered by the enquiry into the causes of the recurrence of economic cycles, which has now been going on in the Economic Intelligence Service for the past five or six years and has been generously financed by the Rockefeller Foundation. This piece of scientific work has been carried out by specialists who have of course been greatly assisted by the resources of the Library¹ and the comprehensive statistics collected by the Intelligence Service in the ordinary course of its work for the annual publications of the League.

This work of research is, like all scientific work, tentative and experimental. It will be remembered that, as the first step, an analysis was made of existing theories of the causes of cyclical movements — how they arise, what are the symptoms of the onset of depression and of the turning-points from depression to recovery and from boom to depression. This study, called “Prosperity and Depression”, was first published in June 1937.² It has received considerable attention from the Press and in

¹ See chapter on the Library, page 198.

² It was prepared by Dr. von Haberler, now Professor of Economics at Harvard University.

circles interested in the problem. A new edition incorporating more recent views and certain valuable suggestions and criticisms will be published this year.

The research work then entered on a second phase. Put simply, this consists of applying mathematical tests to some of the theories propounded in the first volume.

The so-called multiple analysis method is being employed. This system is perhaps still in an experimental stage of development ; but even the preliminary results which it is yielding are of real interest. They will be published in the late autumn in two small publications, which have been prepared in the Economic Intelligence Service in consultation with economists who have specialised in the subject in a few countries.

The first is called "A Statistical Test of Business-cycle Theories" and gives an elementary outline, with illustrations, of the methods used and a programme of further research. Among these illustrations is that of residential building. As this subject is connected with the housing enquiry described elsewhere in this report,¹ it may be worth while to give the following details.

The "explanatory" factors selected are indices of rent level, the cost of building, long-term interest rate, the housing requirements and the real income of the population. Calculations were made for Germany (Hamburg), 1879-1913 ; Sweden (Stockholm), 1884-1913 ; United Kingdom, 1923-1935 ; United States of America, 1915-1935 ; and Sweden, 1923-1936. The factors considered have been found to permit of a good explanation of the movement of building activity, especially since the war. There appears to be a specific building cycle which, in the United States, is more or less independent of the general business cycle. The influence of the former on the latter would appear not to be so general as is often assumed, although the building industry in its widest sense may perhaps be an appropriate "handle" for regulating general activity, since its products are long-lived, easily postponable and, being connected with social policy, largely dependent on the decisions of public authorities.

The second publication is called "Business Cycles in the United States of America, 1919-1937". It contains some positive conclusions about the cyclical movements in that country

¹ See page 79.

and some critical conclusions about certain business-cycle theories.

Turning now to the other part of the work done by the Organisation — namely, the study of practical steps which might be taken by Governments in preventing the onset of depressions or in mitigating their effects, two different lines of approach may be distinguished. First, a group of experts composed partly of members of the Financial and Economic Committees is conducting the enquiry mentioned in the resolution of the Assembly. In view of the difficulty and obscurity of the subject, it is not expected that the delegation will submit a final report this year.

In accordance with a decision of the Council, Governments were invited ¹ early this year to furnish brief statements of the measures adopted in recent years with a view to reviving economic activity, indicating, in so far as possible, the relative order of the importance of those measures and a summary of any measures of a more permanent character adopted by them with a view to the prevention or mitigation of depressions in the future.²

Secondly, the enquiry into the behaviour of tax systems during periods of depression, under the direction of the Fiscal Committee, has been actively pursued. Thirteen countries, representative of different types of national economy, have, through their revenue and other authorities, given most valuable information. It has been analysed and collated by the Secretariat. As the main purpose of the enquiry is to assist Governments which are contemplating measures for adapting their taxation and public finance systems to economic fluctuations, the results are being submitted to a small group of economists. It will bear, more particularly, on the relation between the economic structure and tax system of various countries; the reaction of different kinds of taxes to booms and depressions; the effect of long-term economic trends on revenue and the fiscal policies followed during the last depression. It is hoped that, as a result of this enquiry, the Fiscal Committee, which meets in October, will be

¹ C.L.18.1938.II.A.

² Statements have now been received from the Governments of Belgium, Hungary, Latvia, Panama and Uruguay.

able to put forward recommendations for the consideration of Governments.

*Study of Measures of a National or International Character
for raising the Standard of Living.*

The last Assembly invited the Economic and Financial Organisation, in collaboration, when appropriate, with the International Labour Office, to examine measures of a national or international character for raising the standard of living. The first stage of this enquiry was to be limited to a preliminary investigation, and it was anticipated that the 1938 Assembly would devote further attention to the question.

In December 1937, the Economic Committee¹ discussed² the method to be followed in connection with this enquiry, and the range to be covered by it. The discussion led to a decision to invite three of the Committee's members³ to undertake the necessary investigations.

The Economic Committee thinks that this enquiry will be particularly valuable, for, in order to measure the importance of obstacles to trade since the world depression began, their effect on the purchasing power of individuals and on the prospects of raising their standard of living ought to be studied.⁴

Nutrition.

It will be seen at once that the problem of nutrition, like that of agricultural credits, is closely connected with the whole general problem of the standard of living, rural life and the welfare of peasant populations. But if the latter touches it chiefly on the side of production, the former touches it also on the side of consumption, for it is concerned, not only with what the peasant produces, but also with the kind of food he consumes himself.

The Final Report of the Mixed Committee on Nutrition⁵

¹ Assisted by competent officials of the International Labour Office and by Professor Hall, of London.

² See report of the Economic Committee, document C.577.M.411.1937.II.B (see *Official Journal*, February 1938, page 177).

³ In collaboration with the International Labour Office and Professor Hall.

⁴ The report of this sub-committee will be submitted to the next meeting of the Economic Committee early in July.

⁵ See *Report on the Work of the League, 1936/37, Part I, page 120.*

has been very well received by the Press.¹ As the report to the 1937 Assembly stated, this publication, interesting as an example of the present orientation of the League's work, makes no attempt to prescribe a universal policy, but has endeavoured to collect the facts and set forth the results of practical experiments already made; and suggestions have been made with a view to their adaptation to the conditions obtaining in each country.

In order to carry out this policy, a meeting had been held last year of the representatives of National Nutrition Committees. The object of this meeting was to provide an opportunity for useful exchanges of views and interchange of experience and consultations; and the meeting in February of last year was most helpful. Accordingly, the last Assembly decided that Governments should be asked to furnish annual reports on action they had taken to improve nutritional standards, and instructed the Secretariat to publish them in a summary form, together with the proceedings of the representatives of the National Committees which it asked the Council to arrange annually.

These arrangements have been made. When the nutrition enquiry was started, there were only two or three National Committees. Now such Committees exist in nineteen countries.² Their representatives are being invited to attend the meeting to be held for a week in the autumn.

It is important to notice the contribution which the work on this subject, as also on agricultural credits and housing, will bring to the European Conference on Rural Life to be held in 1939.³ The main task of that Conference is to determine the part to be played by public authorities in improving the conditions of life in rural areas. It must therefore embrace all the factors affecting the conditions of rural life, and its agenda covers not

¹ The *New York Times*, for instance, contained a leading article stating that, while it would not be a best seller, in the long run it was "by all odds the most important book published in the year".

There is a curious and interesting disparity between the interest shown by English and French readers, for over 3,000 copies have sold of the English edition and only about 500 of the French. But sales do not of course measure the importance of such a report; its influence makes itself felt through the large number of free copies distributed to Governments, Ministries and technical institutions.

² The United States of America, Australia, Belgium, the United Kingdom, Canada, Czechoslovakia, Denmark, Egypt, Finland, France, Hungary, Iraq, Latvia, Norway, the Netherlands, Poland, Sweden, the Union of Soviet Socialist Republics, and Yugoslavia.

³ See page 116.

only health conditions, but also economic, agricultural, social and educational problems.

Among these, the problems of housing, nutrition and agricultural credits will occupy an important position in the work of the Conference, which includes a study of physical fitness and of the state of nutrition of rural communities, the adequacy of diets, and the economic considerations affecting these problems.

The nutrition of agricultural populations is known to be deficient in various parts of the world, but the information on the subject is incomplete, and fresh studies are being made with the help of the National Committees on Nutrition. It is to be hoped, therefore, that the meeting of their representatives in the autumn will make a substantial contribution to the Conference on Rural Life.

Housing.

The main features of the problem of urban and rural housing are described in the report of the Second Committee to the last Assembly;¹ and a note² called "The Housing Problem and its Study on the International Plane" describes the work done by the various organisations of the League — the Health Organisation, the Economic and Financial Organisation, the Communications and Transit Organisation — and the International Labour Organisation in the sphere of housing. It points out the importance of building and allied industries in their influence on the economic situation and the labour market; how, after the war, State and local authorities had been obliged increasingly to intervene, whether in order to mitigate overcrowding or in trying to counter economic depression and unemployment by public works or special housing schemes. In many countries, technical standards, established for hygienic, psychological or social reasons, have been set up to govern demolition, reconditioning or planning — *e.g.*, as regards sound, light, water, protection from damp, heat, cold, methods of construction, heating, ventilation, lighting, sewage disposal.

The forms of Government action — subsidies, loan guarantees, systems of differential rents, and policies of cheap money, etc. —

¹ *Official Journal*, Special Supplement No. 171, page 114.

² Document A.26.1937.III.

vary widely. In certain countries, the connection with the traffic and communications problem has been carefully studied. In others, the social implications of planning have been studied, including a system of social inspection in order to improve domestic habits and rationalise domestic management. In some countries, co-operative societies and associations have been formed to promote a better use of tenants' leisure and their education and recreation.

The Assembly desired the scope of the work so far done to be enlarged, since no country has yet found a full solution of the problem of housing the poorer population groups, and many countries have realised the necessity of adopting or defining a housing policy and are anxious to profit by the experience already gained elsewhere.

The work done by the Health Organisation in connection with the Conference on Rural Life is described in another chapter of this report.¹ The work falling on the Financial and Economic Organisation falls into three parts.

The first is an international study of the methods employed in various countries for improving housing conditions, with special reference to the cost involved and results obtained granted the objects in view. For this purpose, an expert has been appointed whose report will be published in the autumn. He is visiting a number of countries : England, Norway, Finland, Denmark, the Netherlands, Belgium and France in the northern half of Europe, and Poland, Czechoslovakia, Roumania, Yugoslavia and Hungary in the centre and east. His report will first attempt to define the nature of the problem, including the reasons why special Government action has been considered necessary, the views of Governments on the adequacy of housing conditions in quantity and quality, and a summary of official statements on the objects of Government housing policy ; secondly, the nature of the industry and the factors determining demand and supply ; thirdly, a summary of the measures adopted by Governments, the results obtained and the costs involved directly and in the form of indirect economic effects in comparison with the objects in view.

¹ See pages 95 and 116.

The second part of the work entrusted to the Organisation relates to the methods used in preparing national statistics. A Sub-Committee of the Committee of Statistical Experts has made a report¹ which will be considered by the main Committee in July, in order that recommendations may be available for the next population census in 1940.

The third part is a study of the relationship between the activity of the building industry and general economic activity. A note on this question has been prepared² which was submitted to the delegation for the study of means of preventing economic depressions which met in June. This question will form the subject of one of the chapters of the volume dealing with the theories of the trade cycle to be published later this year.

Agricultural Credits.

The last Assembly called for an enquiry to be made into the question of agricultural credits. While it did not confine this enquiry to any particular part of the world, it was understood that a beginning would be made with countries in Central and Eastern Europe.

The Financial Committee started the enquiry by defining the origin, object and scope of the enquiry, analysing the situation and laying down the methods for carrying out the work.³

In Central and Eastern Europe, countries are relatively poor in capital, predominantly agricultural, with small and medium proprietors. Domestic capital is limited and dear; there are legislative, judicial and fiscal difficulties in obtaining it; while in many countries the debtors have been relieved by reductions of debt and extensions of the period of payment, these measures have not solved the problem, but have only postponed it and, meanwhile, have impaired the credit position.

The real object of the League must therefore be to define principles and rules which would foster agricultural credit and provide States with the basis for legislative, judicial, fiscal or technical financial reforms.

¹ Document C.E.S.115.1938.

² Document D.D.E./11.

³ Document C.569.M.405.1937.II.A (see *Official Journal*, February 1938, page 157).

A beginning should be made with the agricultural countries indicated by the Assembly, but information should be obtained from any sources likely to prove useful, including countries relatively rich in capital.

In order to carry out this enquiry, M. Tardy, Honorary Director of the Caisse nationale de Crédit agricole, in France, was appointed, and will have the help of one or two collaborators. He or his principal collaborator is visiting Poland, Czechoslovakia, Greece, Roumania, Bulgaria, Hungary, Finland, Yugoslavia, Latvia, Estonia and Lithuania, and attending the general assembly of the International Institute of Agriculture at Rome and of the International Confederation of Agriculture at Prague, and the International Congress of Agricultural Credit at Naples. In preparation for their journeys, the Governments of the countries concerned have been asked to give them every facility and to furnish them with certain information on the system of organisation.

It is anticipated that the results of this enquiry, at least in a preliminary form, and limited to the countries mentioned, may be ready for publication before the discussions of the next Assembly.

IV. ECONOMIC INTELLIGENCE.

The work of the Organisation which comes under the general denomination of economic intelligence falls into two parts : first, research — *i.e.*, the collection of information, mostly statistical, its presentation and publication — and, secondly, efforts to improve the methods used by Governments in preparing that information.

The first part of the work consists, of course, mainly of the preparation of the principal publications of the League. Since the last report to the Assembly, the following have been issued :

The *World Economic Survey, 1936/37*, which was published during the last Assembly, dealt mainly with the period from August 1936 to the end of July 1937. After an introductory discussion of the effects of the Tripartite Agreement of September 1936 in remedying price discrepancies and providing a greater measure of exchange stability, the *Survey* proceeded to analyse

the various factors of economic expansion during the period considered, such as increased prosperity in raw-material-producing countries, rising industrial productivity, and the marked recovery of world trade. The improvement of labour conditions, the movement for higher wages, the increase in prices, the rise in long-term interest rates, the "gold scare" and the fall in security prices in the second quarter of 1937 were other aspects of recent economic developments studied in this volume.

The next edition of the *Survey* will be issued in time for the coming Assembly.

The volume called *International Trade Statistics, 1936*, gives foreign trade statistics of sixty-five countries for the years 1934-1936. For most of the countries, there are seven tables showing respectively imports and exports of merchandise (by years and by months), imports and exports by principal countries, imports and exports by principal articles, imports and exports of bullion and specie, and, finally, imports and exports by classes of the International (Brussels, 1913) Classification.

In addition, the volume contains a series of tables showing imports and exports grouped according to the classification drawn up by the League Committee of Statistical Experts under the terms of the International Convention relating to Economic Statistics (Geneva, 1928). The adoption of this new classification, which consists of a "Minimum List" of 456 commodities, was recommended by the Council of the League in September 1935. As a result, about twenty countries have sent in statistics based upon it.

This publication condenses into a handy single volume an immense quantity of statistical material produced by practically all the Governments of the world.

The volume on *Balances of Payments, 1936*, analyses the international accounts of thirty-six countries in recent years, as against twenty-nine countries in last year's edition. All the principal trading countries of the world are included, except Italy, for which no data are available since 1930.

To enable students of international economic relations to draw useful conclusions from the material compiled in this volume, most of the statements for individual countries — though not

all — are based on a special form which was sent to Governments, the full text of which is included in the volume. Comparable figures for the following principal groups of items are given for practically all countries represented : merchandise, interest and dividends, other services, gold, and capital items subdivided into long-term operations and short-term operations.

A synoptic chapter is devoted to a detailed analysis of recent tendencies in international business transactions. The changes in the balance on current account of creditor and debtor countries, the international movements of capital from one country to another, the effects of the recent improvement in world trade and the increase in the prices of raw materials upon the balances of payments of creditor and debtor countries are examined. Attention is likewise paid to tourist traffic, emigrants' remittances, capital and gold movements.

Most of the detailed statements given for individual countries are accompanied by a summary table showing the balances and, for the last few years also, the totals of all inward and outward payments. For the sake of easy comparison, these balances have been converted into United States gold dollars and have been entered in a synoptical table which is a feature of the chapter on recent tendencies.

One of the tables shows that the aggregate balance on account of current international business transactions of the three principal creditor countries — *i.e.*, the United States, the United Kingdom and France — was passive in 1936 by 259 million gold dollars as compared with 134 millions in 1935. This, of course, means that a reciprocal change has taken place in the aggregate balance of debtor countries and that the strain to which these countries had been put in their international transactions has relaxed. It would appear, however, that the tendency for trade conditions to change in favour of the debtor States has been reversed since 1936.

An interesting sign of the general improvement in economic conditions up to 1936 is the rise in international payments on account of tourist expenditure — by nearly 40% between 1934 and 1936.

The League publication on money and banking was again issued in two parts in the late spring of this year, the first being

a general *Monetary Review* and the second a *Study of Commercial and Central Banks*.

The League brings together in this annual series information about currencies and banks all over the world. The developments of the last three or four years are reviewed in the first volume ; the figures for forty-nine countries on which the *Review* is based are given in the second.

This year, there is an important addition. A complete balance-sheet is given with explanatory notes for each of the forty-four central banks of the world, and the *Review* deals with such important points as their increasing influence on the money markets and how they have been affected by the expenditure and borrowing of Governments and State control.

Other chapters deal with subjects of current interest — for instance, “hot money”, gold hoarding and “sterilisation”, currency disturbances, exchange control, the supply of money and its effect on prices, production and interest rates, and the recent stiffening of laws governing commercial banks, often in the interest of the small depositor.

This is the only publication which covers the main branches of banking in the great majority of countries and in which the statistics on the subject are arranged so that readers can compare one country with another, and obtain facts and draw conclusions about the world as a whole.

Finally, a further issue was made of the *International Trade in certain Raw Materials and Foodstuffs by Countries of Origin and Consumption*.

This volume, the second of its kind, is an attempt to secure on the basis of special import records specially furnished to the League, more satisfactory information on the movement of goods from the producing to the consuming countries than was hitherto available from the ordinary national statistics of foreign trade. As exporters are frequently unable to state where the goods exported are actually consumed, especially in the case of staple products, imports statistics have been used for the compilation of tables illustrating the international trade in thirty-five important raw materials and foodstuffs. Each table shows the quantities imported by the consuming countries classified according to the countries of origin of the commodities concerned. As

the tables of this new volume are practically world-wide — they cover 122 countries and territories, compared with forty-two in the first volume — it has been possible to add up the imports of all consuming countries from a given producing country, thus enabling the producing and exporting countries to see where their products have been consumed.

The *Monthly Bulletin of Statistics* has been regularly published with additional tables and diagrams on subjects which are of special interest at the time of publication.¹

The possibility has presented itself this year of placing economic and financial information before the public in another way. The Otto Mønsted Foundation has generously offered, through the Danish Government, to place at the disposal of the League a considerable sum of money in order to demonstrate by means of graphs the interdependence of nations and the effects of the recent depression. Steps have been taken to ensure that the proposed exhibition should possess the desired international character, and ways and means are being considered for arranging a permanent exhibition of graphs relating to current economic and financial conditions. The Committee of Statistical Experts has been asked to give its advice and will report before the next Assembly.

The Committee of Statistical Experts has pursued its work of trying to improve methods of preparing statistics, which it has now been doing for ten years since the coming into force of the Convention on International Statistics. The range and technical complexity of the subjects with which it is attempting to deal emerge from a mere enumeration of the items on the agenda of its meeting in July of this year, the results of which will be available for the Assembly. They are as follows : revision of the minimum list of commodities for international trade statistics ; statistics of the gainfully-occupied population, of timber, of housing and building, of capital formation and of balances of payments ; indices of industrial production, price and quantum indices of foreign trade.

¹ The forthcoming issues of the *World Economic Survey*, the *Statistical Year-Book*, the *Review of World Trade* and *World Production and Prices* will be treated in Part II of the annual report.

But a special word should be said on the first two items. The minimum list of commodities has now been adopted by as many as twenty-five countries. More countries than ever applied the Brussels Convention, concluded in 1913 for presenting trade statistics on a common basis. This fact shows that the method of submitting to Governments a model resulting from a scientific expert enquiry may lead to more far-reaching results than the attempt to obtain agreement by diplomatic Convention.

The work on gainfully employed population is the first attempt to establish international rules on a uniform basis for recording this kind of statistical information, and it is of course of particular importance in view of the forthcoming decennial census in 1940.

In conclusion, it should be mentioned that, with the generous financial help of the Rockefeller Foundation, the Organisation has been able to take action of a different kind in order to promote an improvement in the methods of collecting statistics. It has been arranged that senior officials of the central statistical offices of a number of countries shall make study tours in order to ascertain the most advanced methods of preparing statistics on certain subjects in which they feel they may gain from the experience of others. Fifteen Governments have desired to avail themselves of these facilities, and two others have been asked whether they wish to do so. Two tours are now taking place, and three or four others will have been begun before the end of the year. Eleven countries with advanced statistical organisations and methods have expressed their willingness to give the help required for these tours.

It is hoped that it may be possible to extend, during the next year, the system now begun, which ought, by the exchange of experience, to give a stimulus to efforts being made in many countries for the improvement of their statistics.

8.

COMMUNICATIONS AND TRANSIT.¹

I. DISPUTE RELATING TO THE REORGANISATION OF THE RAILWAYS
OF THE FORMER AUSTRO-HUNGARIAN MONARCHY.

Request submitted under Article 320 of the Treaty of St-Germain-en-Laye by the Zellweg-Wolfsberg and Unterdrauburg-Woellan Railway Company, Vienna.

Having received a fresh request from the above-mentioned railway company in October 1936, the Council referred an interlocutory question to the Permanent Legal Committee of the Communications and Transit Organisation.² It examined that Committee's final report in September 1937 (ninety-ninth session), and decided to refer the matter once more to the arbitrators appointed by its resolutions of May 26th and 30th, 1933.³ The arbitral proceedings are still in progress.

II. CO-ORDINATION OF TRANSPORT.

This problem was placed on the agenda of the Communications and Transit Organisation in virtue of an Assembly resolution of 1935.⁴ Having been instructed to obtain information on the subject, the Secretariat defined and classified the various aspects

¹ The wireless station of the League of Nations is dealt with in a separate chapter, page 207.

² See *Report on the Work of the League, 1936/37*, Part I, page 127.

³ See *Official Journal*, December 1937, page 933.

⁴ See *Report on the Work of the League, 1936/37*, Part II, page 34.

of the problem and sent a detailed questionnaire to Governments. The great majority of the Governments have replied. The Secretariat is now engaged in systematically classifying the ample material thus obtained. This will take some time, owing to the extent and complexity of the problem.

The 1937 Assembly laid special stress on the importance of the question, which affects not only the various transport undertakings and their users, but also, in a very direct way, the whole national economy of the different countries.

Once the work of classification has been completed, the resulting text will be submitted to a committee of experts competent to deal not only with the point of view of communications, but also with the special economic and financial aspects.

III. ROAD TRAFFIC.

Codification of Road Law.

The Assembly, at its seventeenth ordinary session (October 1936), had recommended the Communications and Transit Organisation to pursue actively its work of international codification in the sphere of road traffic and signalling, and to consider the expediency of revising the existing conventions, and particularly of regrouping, if necessary, the provisions contained in them with a view to obtaining a more systematic whole.

In pursuance of this recommendation, the Committee on Road Traffic proceeded, in April 1938,¹ to a preliminary examination of the two Conventions of April 24th, 1926, regarding motor traffic and road traffic respectively, with a view to their revision, taking into account the proposals made by certain groups of road users. The modifications in the provisions of these Conventions proposed by the Committee were designed to allow for the development of road traffic and the present state of technique as regards the construction both of motor vehicles and of roads.

In this connection, it made adjustments in the text concerning the conditions to be fulfilled by motor vehicles in order to be

¹ See its report, document C.203.M.111.1938.VIII.

admitted to international traffic, and particularly in the provisions regarding braking and lighting and the special accessories with which such vehicles must be fitted. It added a paragraph concerning the utilisation by the driver of certain devices with which the vehicle must be provided. The Committee also considered the possibility of using national certificates and licences for international traffic requirements instead of the international documents provided for under the 1926 Convention on Motor Traffic. Another part of the proposals refers to the duties of drivers and other road users, and particularly to the driving of vehicles and animals and to pedestrians and cyclists.

The examination undertaken by the Committee should, in its opinion, be followed by a more detailed study by a small committee to be appointed later.

Unification of Statistics relating to Road Traffic Accidents.

In accordance with the decision taken by the Council on September 16th, 1937, the Secretary-General communicated to the Members of the League of Nations and to the non-member States the report of the Committee on the Unification of Statistics relating to Road Traffic Accidents,¹ with a request to draw up their statistics on this subject as far as possible in accordance with the recommendations contained in the report and in the tables annexed thereto. Although the time-limit for the receipt of the observations of Governments does not expire until the end of 1940, the replies already received show that the Committee's work has met with a favourable reception from several Governments.

Road Signals.

The Committee on Road Traffic recommended, at its 1937 session,² various measures for supplementing certain road signals. This recommendation has been communicated to the Governments of the States Members of the League and the non-member States, some of which have already stated that they have adopted the proposed solution.

¹ Document C.276.M.179.1937.VIII.

² See its report, document C.322.M.217.1937.VIII.

Simplification of Road Traffic Documents.

Another recommendation relates to the adoption of a uniform model for national driving licences and national registration cards. Its purpose is to facilitate the recognition of these documents abroad. A number of States have already concluded bilateral agreements with a view to the mutual recognition of national traffic documents.

The recommendation in question has been communicated to the Members of the League and to the non-member States. The replies hitherto received show that several States contemplate the adoption of the proposed models.

Unification of the Direction of Road Traffic.

The Committee on Road Traffic has already considered on several occasions the question of the direction of road traffic. In 1927, it made a recommendation in favour of the unification of the direction of traffic on the European continent; in 1937, it made a fresh examination of this problem, the importance of which is increasing in proportion to the development of international traffic. In 1937 too,¹ the Committee recommended certain preparatory measures to be taken by the European States concerned in order to hasten the adoption of the rule that all traffic should keep to the right. The Communications and Transit Committee has since instructed it to extend its study to the non-European States. In this connection the Committee is considering sending to these States a questionnaire asking for information on the present direction of traffic in their territories, what modifications have been made in the relevant rules in past years, the reasons for such modifications, and what changes are now being contemplated.

IV. SIGNALLING AT LEVEL-CROSSINGS.

The Special Committee appointed to frame a preliminary draft convention on this subject * in the light of the observations

¹ See its report, document C.322.M.217.1937.VIII.

* See *Report on the Work of the League, 1936/37, Part II, page 33.*

submitted by the Governments on the draft prepared by it in 1935, met in April 1938. It drew up a general report in which it explained the problem from its technical and legal aspects. This report is accompanied by a preliminary draft convention containing provisions mainly of a formal character, to which are attached technical regulations regarding signalling at level-crossings. The preliminary draft convention is also accompanied by a number of recommendations which, in the Special Committee's opinion, might usefully be embodied in the Final Act of a future conference.

This report will be submitted to the Committee for Communications and Transit, which will consider at its next session whether the preliminary work is sufficiently far advanced for reference to the Council.

It will be remembered that the 1937 Assembly expressed the hope that in view of the importance of the problem for the security of road and rail and the safety of human life, an international convention might be concluded at a conference to be summoned by the Council in the near future.

V. PUBLIC WORKS.

In pursuance of the resolution adopted by the International Labour Conference in 1937, the Governing Body of the International Labour Office has set up the new International Committee on Public Works. In accordance with the statutes of this committee, the competent bodies — which include the Communications and Transit Organisation of the League of Nations — will be entitled to be represented. The Committee held its first session in June.¹

¹ This session was held too late to permit of an account of its proceedings being given here.

9.

HEALTH QUESTIONS.

In April 1937, the Health Committee drew up its programme of work for the three years of its term of office — *i. e.*, until the end of 1939.¹ This three-year programme has therefore been in operation for about a year. The main ideas on which the programme was based and the plan of work will be described below.²

I. RURAL HYGIENE.

Last year's Assembly adopted two resolutions on the Inter-governmental Conferences on Rural Hygiene organised by the Health Committee: that held in Java for the countries of the East (August 1937) and that which is to meet at Mexico City for the American continent (November 1938). It also fixed July 1939 as the date of the European Conference on Rural Life which is dealt with in another part of this report.³

These three Conferences all have a common origin — namely, the European Conference on Rural Hygiene of 1931. They relate to different continents and therefore have to take into account the conditions peculiar to the areas considered, but they are similar in scope. While that of the third has been enlarged in accordance with a recommendation of the Health Committee, its purpose, like that of its predecessors, is to ascertain the principles applicable to the improvement of health conditions in rural areas. Thus steady progress is being made with this

¹ See *Report on the Work of the League, 1936/37, Part I*, page 131.

² The questions of biological standardisation and housing will be dealt with in Part II of this report (document A.6(a).1938).

³ See page 116.

task, which will no doubt be a long one. It is a subject to which the Health Organisation has devoted the greatest attention and which occupies a leading place in its present programme.

*Intergovernmental Conference of Eastern Countries
on Rural Hygiene (Bandoeng, August 3rd to 13th, 1937).*

In its report,¹ the Conference asked the Health Organisation to facilitate collaboration between the Eastern administrations and to give them its technical assistance. It will be responsible for collecting and distributing the documentary material prepared with regard to the surveys of public health conditions recommended by the Conference, for maintaining contact with the investigating countries throughout, for collecting and making available information on the experiments made in rural reconstruction, for co-ordinating research on nutrition and, in general, for co-operating in the work proposed by the Conference, and particularly in the studies on the methods of combating tuberculosis, pneumonia and plague.

The execution of this programme will be mainly in the hands of the Singapore Bureau and its Advisory Council. Arrangements have already been made for this purpose, but it would be premature to describe them here. Several health administrations are taking steps to apply the Conference's recommendations. British India, Indo-China and Siam are drawing up plans of study and programmes of action in liaison with the Singapore Bureau, which is holding itself at their entire disposal. The Nutrition Commission is preparing, with the help of Far-Eastern experts, a plan of work which will be co-ordinated by the Nutrition Research Laboratory at Coonoor (India).

*Intergovernmental Conference of American Countries
on Rural Hygiene.*

This Conference will be held at Mexico City from November 10th to 20th next. The Committee to which the technical preparation of the Conference has been entrusted — which includes a representative of the International Labour Office — visited Mexico City and Washington in December 1937 to draw up the

¹ Document A.19.1937.

agenda in full agreement with the Mexican Government and the Director of the Pan-American Sanitary Bureau. The Mexican Government has also appointed a Committee of high officials to co-operate in the technical preparation of the Conference, and has kindly offered all the requisite material facilities.

Invitations to the Conference were sent out in February 1938. So far, the Argentine Republic, Canada, Colombia, Guatemala and Peru have signified their intention of sending representatives. The agenda consists of the following five chapters :

- (1) Organisation of rural medical and health services ;
- (2) Selected problems of disease in the rural environment;
- (3) Medical and health survey of a rural region ;
- (4) Nutrition in rural districts ;
- (5) Conditions of rural life (housing, rural sanitation, rural betterment).

On May 12th, 1938, the Council appointed Dr. Leonides Andreu Almazan, Director of the Mexican Department of Public Health, as President of the Conference.

European Conference on Rural Life (1939).

In accordance with the decisions of the Commission entrusted with the preparation of the European Conference of 1939, the Health Organisation will be responsible for the technical preparation of the Conference's work on the health conditions of the rural populations, medico-social policy, nutrition and rural planning.

The Health Organisation will submit to the Conference a general comparative study of the state of health in certain typical rural areas of Europe. This monograph will describe the demographic situation of these areas, the death rate and the incidence of the diseases which particularly affect the rural population and rural life.

As regards medico-social policy, the object will be to place at the Conference's disposal the results of the work done by the Health Organisation since the European Conference of 1931, to show the effects of this Conference, to utilise the experiments already carried out in the prevention and treatment of disease,

to define the conceptions underlying the health organisation, planning and equipment of the rural areas of Europe and to pay special attention to certain diseases which are still prevalent in rural areas, such as typhoid fever and tuberculosis, and those affecting man and live-stock, such as brucellosis.

As regards nutrition, the Health Organisation will submit to the Conference the results of the investigations made in certain rural communities to determine their state of nutrition and their food consumption — *i. e.*, to ascertain whether their diets are adequate and to discover the measures required to remedy any dietary defects noted. Certain special studies are in progress, one of which is designed to supplement the material already collected on the question of milk,¹ while the other relates to the composition and nutritional value of bread.

All these various questions will be dealt with in a monograph on nutrition in the rural areas of Europe.

The Health Organisation has already studied at length the hygiene of housing, sanitation, community planning and rural planning. Supplementary studies are to be undertaken in the countries of Europe to provide the Conference with a general view of the question.

II. MALARIA COMMISSION.

The fourth general report of the Malaria Commission was published at the end of 1937.² It is entitled "The Treatment of Malaria", and is based on the results of experiments made in 1935 and 1936 to compare the efficacy of certain new synthetic drugs with that of quinine in the treatment and prophylaxis of malaria.

The chief of these new synthetic drugs were atebirin and plasmoquine, employed in carefully determined conditions, either separately or together.

The experiments in question were essential to enable the Malaria Commission to provide the health administrations with

¹ See below, page 100.

² See *Bulletin of the Health Organisation*, December 1937.

both scientific and practical information on the combating of malaria by the curative and preventive treatment of malarial populations. The health services of the countries in which malaria is prevalent were anxious to know how far the therapeutic and prophylactic value of the new synthetic drugs justified their use. The question as a whole is fully dealt with in the Commission's fourth general report.

III. OPIUM.

Application of Articles 8 and 10 of the 1925 Geneva Convention and Article 11 of the Convention for the Limitation of Manufacture.

In October 1935, the Health Committee decided that preparations made from tincture or extract of Indian hemp should be brought within the scope of the international Conventions. However, some Governments only accepted this decision with certain reservations. The Committee accordingly considered that these reservations should be examined, in order, if possible, to restate its former decision in fuller and more detailed form and to secure the unanimous approval of the contracting parties (October 1937). The question is under consideration.

Codeinism.

As the Governments of Canada and the United States of America had drawn attention to certain cases of codeinism discovered in their territory in recent years, the Health Committee was requested, at the suggestion of those two countries, to include the problem of codeinism in its work. For this purpose, it consulted certain scientific institutions and psychiatric and pharmacological experts. It is also engaged on the preparation of a report based on a critical analysis of all that has been published on the question up to the present. The results of this work will be placed at the disposal of the Advisory Committee on Traffic in Opium.

Determination of the Morphine Content of Opium and the Cocaine Content of Coca Leaves.

In 1930, the Health Committee was invited to have a standard method worked out for the determination of the morphine

content of raw opium, with a view to this method being adopted for the practical control of the manufacture of morphine. After study extending over three years, an expert committee succeeded in establishing a procedure which is now known as the "international method". Since that time, the experts have carried on their work with a view to eliminating certain defects inherent in this method of assay, at the same time comparing it with other methods. They have also done similar work with regard to the cocaine content of coca leaves.

In October 1937, they placed on record the fact that methods of cocaine assay are now definitely fixed for both coca leaves and raw cocaine. So far as the morphine assay is concerned, they came to the conclusion that the international method, notwithstanding such defects as may still attach to it, presents certain advantages over others so far known.¹

IV. NUTRITION.

The Technical Commission on Nutrition held its third session in November 1937.² Its report will shortly be published in the *Bulletin of the Health Organisation*.

At its first two sessions, the Commission endeavoured to define, in the light of modern conceptions of physiology, what principles of nutrition would most suitably ensure the rational development and optimum maintenance of the organism. The result of its work was the "General Report on the Physiological Bases of Nutrition".³

At the end of the report, there appears a list of ten questions which the Commission recommended for further study. They are as follows :

- A. Assessment of the nutritional state of children.
- B. Nutritive food requirements during the first year of life.
- C. Minimum vitamin and mineral requirements.
- D. Minimum fat requirements.

¹ These methods were described in the *Bulletin of the Health Organisation* of April 1938.

² See *Report on the Work of the League, 1936/37, Part I, page 137.*

³ Published in the *Bulletin of the Health Organisation* of September 1936.

E. Proteins.

F. The relative nutritive value of different cereals according to the degree of milling.

G. The extent to which the increasing consumption of sugar is detrimental to health.

H. Influence of climate on food requirements.

I. The extent to which diets in common use fall below the standards recommended in the report.

J. The optimum amount of milk required at different ages.

The Commission's report was communicated to the learned societies and scientific institutions of several countries with a view to securing their observations and their co-operation in the aforesaid studies.

The Technical Commission could not hope to make a systematic attack on all these ten questions at once. It therefore concentrated its attention in 1936 and 1937 on the first five and the last.

At the end of 1936, a meeting was held of the rapporteurs appointed by the learned societies and scientific institutions mentioned above, for the study of the first two questions — namely, the *assessment of the nutritional state of children and nutritive food requirements during the first year of life*. These meetings drew up two reports,¹ the first recommending three kinds of enquiries to detect malnutrition, and the second containing recommendations on the diet suitable for infants.

At its session in November 1937, the Technical Commission examined these two reports, and formulated certain technical conclusions regarding them.

The next three questions — *minimum vitamin and mineral requirements, minimum fat requirements and proteins* — were scientific problems falling within the exact scope of the Commission's first report. When the Commission met last November, it made a careful review of present-day knowledge of these questions and embodied its findings in the first four chapters

¹ Published in the *Bulletin of the Health Organisation*, April 1937.

of its new report. It came to the conclusion that it was essential to carry on the study of the factors influencing the utilisation of calcium, phosphorus and iron.

Last November, the Commission also reviewed the question of milk.

In the second half of 1936, the Health Committee had organised a special enquiry into the hygienic problems involved in the production and distribution of milk.¹ In addition, the Technical Commission had asked one of its members to submit a report on the *optimum amounts of milk required at different ages* (Question J).

Thus, the Technical Committee had to examine the whole of the milk question. In its report on the physiological bases of nutrition, the Commission has already fully defined its attitude to the question of the place which milk, on account of its special qualities, should occupy in a rational diet. Last November, it endeavoured to show, in the light of recent research, why milk is a foodstuff of such paramount importance, especially during the period of growth. It also emphasised the necessity of eliminating the dangers of milk as a vehicle for bacterial infection. Lastly, it pointed out how skimmed milk might be turned to account.

The report, which will appear in the *Bulletin of the Health Organisation* in June 1938, will accordingly contain the conclusions of the Commission on the first five and the last of the questions on its programme of work ; the other four will be dealt with in subsequent studies.

Some remarks, however, should be made on questions H (influence of climate on food requirements) and I (extent to which diets in common use fall below the standards recommended in the report).

As regards the first, the programme of subsequent work must pay ever-increasing attention to countries in tropical and subtropical parts of the world. In November 1937, the Commission took note of the report of the Conference and drew up a preliminary programme of work to be carried out chiefly

¹ See report published in the *Bulletin of the Health Organisation*, June 1937.

in the Far East. It will give this programme further consideration at its next session. These studies will probably be co-ordinated by the Nutrition Research Laboratory at Coonoor (India).

The study of the second question (Question I) has already been begun. To answer it with any degree of accuracy, it is essential to carry out dietary surveys with the object of gaining a clearer insight into actual nutritional conditions in urban and rural districts. If, however, the results of such surveys are to be comparable, there must first be agreement as to the method to be followed.

That is why, last November, the Commission set forth its conclusions as to the technical methods of carrying out investigations for the purpose of estimating actual consumption of foodstuffs.

A study of the food intake of urban and rural populations will therefore play a prominent part in the programme of work for 1938.

So far, the National Nutrition Committees and the institutes and schools of hygiene in Belgium, Czechoslovakia, Finland, France, Hungary, Poland, Roumania, Sweden and Yugoslavia have intimated their intention to continue or to undertake enquiries of this kind. Czechoslovakia, Hungary and Yugoslavia have already made arrangements for the purpose. In January 1938, Miss H. K. Stiebeling, of the Department of Agriculture at Washington, visited these three countries on behalf of the Health Organisation in order to assist the competent authorities in the organisation and co-ordination of the contemplated enquiries.

It will be remembered that the Government of Chile¹ had asked for the help of the League of Nations in order to study the state of nutrition among the Chilian population, and that Professor Burnet (France) and Professor Dragoni (Italy) had visited Chile in 1935 on a study mission.

In June 1936, following the report prepared by these experts, the Technical Commission drew up for the Chilian authorities,

¹ These studies on nutrition in Chile are dealt with in the last chapter of the Technical Commission's report mentioned above.

at their request, a series of recommendations as to the measures to be contemplated in order to improve conditions of national nutrition and to provide for the continuation of the enquiries.

Since that time, the Minister of Public Health of Chile has communicated the text of several decrees promulgated by the authorities of his country with the object of remedying the deficiencies which had been noticed and, in addition, the steps taken towards the co-ordination of subsequent studies. The Commission observed that this plan was of the greatest interest.

V. PHYSICAL FITNESS.

In placing on its programme the question of physical fitness, the Health Committee had in view investigations similar to those it is conducting in the sphere of housing and nutrition — that is to say, the defining of the physiological bases of rational physical training adapted to different ages.

In May 1937, it consulted certain experts as to the lines on which the work should be conducted. Two months later, two technicians were requested to carry out a study tour which took them to Copenhagen, Lund, Amsterdam, The Hague, Paris, Warsaw, Rome, Vienna and Prague. The purpose of the tour was to supplement the recommendations of the experts and to study the possibility of carrying them into effect.

Lastly, in order to complete this exploratory stage, the Committee requested Dr. Wroczynski, Chief Medical Adviser to the Ministry of National Education, Warsaw, to draw up a report¹ on the various factors influencing the maintenance of physical well-being. The author first examines the harmful aspects of our civilisation and the physical condition of the present generation. He then goes on to explore the relationship between physical condition and medical science, heredity and constitution.

The following part is devoted to an exhaustive examination of the methods of assessing physique. Lastly, an attempt is made to determine the various physical exercises suitable for children, for girls during puberty and adolescence and for adults.

¹ Published in the *Bulletin of the Health Organisation*, Volume VI, No. 4.

In his conclusions, Dr. Wroczyński shows that, considering the progress of civilisation, the physical defects of the population are still too numerous and too serious. Up to the present, methods and systems of physical education have not produced any clearly demonstrable effect on the health of the masses, doubtless because the present state of our knowledge is not as yet sufficient to enable us to base them on accurate scientific data. Inordinate athletic competition is particularly harmful, and it is much to be deplored that the practice of sport should degenerate in this way.

The Health Committee then decided (February 1938) to go into the substance of this question and to apply the method which has proved so effective in the sphere of nutrition and housing — namely, to encourage the setting-up of national committees in different countries, whose representatives will form a commission on physical fitness.¹

VI. ENQUIRY INTO THE RESULTS OF THE RADIOLOGICAL TREATMENT OF CANCER OF THE CERVIX UTERI.

This enquiry dates from 1929. At that time, the Health Committee had observed that there was a very genuine increase in mortality from uterine cancer, despite the progress accomplished in the treatment of this form of cancer by radium and X-rays. It had therefore planned a detailed enquiry into the various methods used in the principal clinics where favourable results had been achieved. In this way, it was hoped that the misapprehensions existing with regard to the value of radiological treatment would be dispelled, and that the different administrations would be able to utilise the results achieved in planning their future action.

It had been decided that the patients treated in certain clinics would be carefully followed over a period of five years, so as to take into account the possibility of relapses. The first report appeared in July 1937.² It relates to the patients treated in

¹ The Health Committee appointed Professor H. Laugier (France) as Chairman of this Commission and the following as Rapporteurs: Professor J. Dill (United States of America), Professor E. Hansen (Denmark), Professor B. A. McSwiney (United Kingdom) and Dr. C. Wroczyński (Poland).

² Document C.H.1225.

1930 in six clinics in the United States of America, Belgium, the United Kingdom, France and Sweden. A second report is expected shortly on the patients treated in 1931 and followed during the subsequent five years.

VII. TEACHING OF HYGIENE.

In 1937, the Health Committee organised an enquiry into the present methods of instruction and the syllabus of the principal schools of hygiene of Europe. The principal object was to bring up to date the report which appeared in 1930 (document C.H.888) under the signature of Professor Carl Prausnitz.

The new report ¹ had to record the changes which had taken place during the past five years, particularly under the influence of the economic depression. These changes have affected the activities of the institutions themselves and their relations with the health administrations. For this reason, the factors influencing the development and work of the institutes and schools of hygiene have been mainly dealt with. These factors are connected chiefly with the social and economic background of the country, local tradition, and to some extent the influence exercised by the Health Organisation and the International Health Division of the Rockefeller Foundation.

The report then gives a full description of the way in which schools of hygiene are organised, and makes general observations about the work of these schools (full-time health service, training of health staff, training in hygiene of medical students and graduates ; relations between national health insurance institutions and the institutes and schools of hygiene).²

The same issue contains the recommendations made by the directors of these institutes and schools with regard to the organisation and resources of the institutions, the various types and their fundamental task — to promote the teaching of hygiene and to interest students in this subject.

¹ Published in the *Bulletin of the Health Organisation*, April 1938.

² The Institutes considered are those of the United Kingdom, Bulgaria, Czechoslovakia, France, Greece, Hungary, Italy, Poland, Roumania, Spain, Turkey and Yugoslavia.

Here it is necessary, not only to provide special teaching for future health officers, but also to give appropriate instruction to medical students who, as the practitioners of the future, will be responsible for the collaboration of the medical profession in health work and social insurance. While this collaboration is essential everywhere, it is of particular importance in rural areas, and special measures should be taken to attract and retain there a sufficient number of medical men.

The institutions in question should not only devote attention to teaching and research, but should also endeavour to help in public health work and support educative propaganda.

VIII. MATERNAL AND INFANT WELFARE.

The question of maternal mortality and morbidity was one of the items on the Health Committee's programme of work. It accordingly organised last year a collective study tour, which took place in August and September 1937. Its object was to prepare a report dealing, on the one hand, with the organisation of maternal welfare services, and, on the other hand, with the causes of maternal mortality and morbidity.

The experts who took part in this study tour¹ shared between them the task of visiting the following countries: Austria, Czechoslovakia, Denmark, England and Scotland, Finland, France, Italy, Poland, Sweden, the Union of Soviet Socialist Republics and Yugoslavia. In each country, they carried out their investigations according to a programme laid down by the national administration.

The report is now being prepared.

IX. EPIDEMIOLOGICAL INTELLIGENCE SERVICE.

No important change has occurred in the working of this Service, although modifications of detail have been made in the form of its publications.

¹ These experts were :

Dr. Barbara MacEwen, who was responsible for the local enquiries into maternal mortality undertaken on behalf of the Ministry of Health of the United Kingdom, which are dealt with in the "Report on an Investigation into Maternal Mortality", published in 1937 ;

Dr. Gabrielle Henry, of the Interdepartmental Social Insurance Fund of Seine and Seine-et-Oise ;

Dr. Tibor Blelek, Inspector of Child Welfare in Hungary ;

Dr. A. Stampar, expert attached to the Health Section.

The *Epidemiological Report* is again appearing monthly. It provides a sort of statistical supplement to the *Weekly Epidemiological Record*. For this reason, the publication in the latter of certain data on pestilential diseases which are not transmitted telegraphically has been abandoned.

The *Epidemiological Record* now contains notes on current epidemics, or on recent developments in connection with certain contagious diseases. In this way, the reader is spared the difficulty he might otherwise have experienced in judging whether the facts reported are normal or exceptional.

Moreover, a section has recently been introduced into the *Epidemiological Record* providing regular information on the work of the Health Organisation.

The following studies are at present in course of preparation : Brucellosis in France, by Dr. Taylor, Dr. Hazemann and Dr. Lisbonne ; Spirochetosis ictero-haemorrhagica, by Professor Schüffner. In addition, a number of statistical and epidemiological articles on tuberculosis, typhoid fever, brucellosis and general mortality in rural districts, will shortly be published.

X. SINGAPORE BUREAU.

In addition to its normal work, which has been intensified by reason of events in the Far East and their epidemiological consequences, the Eastern Bureau has, in accordance with the decisions of its Advisory Council, carried out investigations into current health problems such as the prevention of epidemics of smallpox on board ship and the prevention of the transmission of cholera by aircraft. It has also collaborated with health administrations in the East in work undertaken by the latter as a result of the decisions of the Bandoeng Rural Hygiene Conference, especially in connection with health surveys, whether general or confined to certain diseases such as tuberculosis.

New or increased financial subsidies from Australia, Burma, the Federated Malay States, the Netherlands Indies, French Indo-China, New Zealand and the Philippine Islands have brought evidence of the interest taken by numerous countries in the Bureau's work.

The annual report of the Bureau for 1937¹ contains a detailed study, accompanied by a series of maps and graphs, of the incidence of infectious diseases during 1937 in the area served by the Singapore Bureau. It is of interest that, last year, twenty-four vessels were notified as being infected with cholera, twenty-three with smallpox, fifty-four with chicken-pox, and thirty-one with measles. As far as smallpox is concerned, there is a definite seasonal incidence in the first six months of the year. No vessel recognised as plague-infected has arrived at an Eastern port for more than three years.

The nine wireless stations which regularly broadcast the *Epidemiological Bulletin* free of charge have for the most part given up long-wave broadcasting in favour of short waves. The consequence was that certain areas, particularly in Australia and in South Africa, had some difficulty last year in picking up the message. This difficulty had to be met by various provisional measures, and there is under consideration the possibility of transmission by the Radio-Nations service.

The report contains, in addition, an account of research work being carried out by laboratories situated in the Eastern area. In this respect, the Bureau acts as a centre of information between those who take an interest in this activity.

¹ Document C.H.1326.

10.

TECHNICAL COLLABORATION
BETWEEN THE LEAGUE OF NATIONS AND CHINA.

I. ANTI-EPIDEMIC WORK.

Since the last report was presented,¹ a fundamental change has been made in the technical collaboration between the League and China.

In September 1937, the Chinese Government requested that technical assistance should be given to central and provincial Government departments in the prevention and control of epidemics and the general relief of the civilian population and refugees. Accordingly, the League Assembly, considering the possibilities of the spread of epidemic disease within Chinese territory, as well as across frontiers and overseas, voted in October last a maximum, non-recurrent appropriation of two million Swiss francs for the execution of an anti-epidemic campaign, adapted, as regards geographical area and methods of action, to the needs of the situation.

Acting on instructions received from the Council, a special Sub-Committee of the Health Committee drew up a technical scheme, based on the following general principles : The Chinese authorities themselves would assume responsibility for the execution of the plan, with the aid of medical officers and organisers of wide experience, grouped in three units, and provided with adequate sanitary material. In addition to the despatch of these units, a reserve stock of supplies should be established on which all units would be able to draw. On the termination

¹ See *Report on the Work of the League, 1936/37, Part I, pages 146 et seq.*

of the scheme, the material and equipment placed at the disposal of the experts would become the property of the Chinese Government.

The Sub-Committee suggested that an Epidemic Commission should be set up, consisting of the head of the Chinese Health Administration, the Medical Adviser of the League of Nations to that Administration, and the three Epidemic Commissioners leading the units. This Commission would ensure the necessary co-ordination between the units, the Chinese Administration and the League in Geneva.

Three medical units, under the leadership of Professor Mooser, Dr. Robertson and Surgeon-General Lasnet respectively, were accordingly organised and left Europe for China in the early days of December 1937, together with sufficient medical supplies to start work in the field. Furthermore, a reserve stock of drugs was despatched, and was concentrated at Hong-Kong, where the base has been established.

The three units began their operations at the beginning of February in the following areas :

- No. 1 unit (Dr. Mooser), Sian (Shensi) ;
- No. 2 unit (Dr. Robertson), Changsha (Hunan) ;
- No. 3 unit (Surgeon-General Lasnet), Nanning (Kwangsi).

All the reports so far received emphasise the close liaison which has been established between the League units and the central and provincial Governments. In each case, the League unit, with the necessary Chinese medical and auxiliary staff, is incorporated in the local health administrations, and, at the same time, is in close touch with the Central Government through a special Chinese Medical Liaison Officer. In this collaboration, every effort is being made, not only to meet present emergencies, but also to strengthen and, where necessary, facilitate the organisation of the permanent health work, particularly in rural districts. It is thus hoped that the present League assistance to China will have more than temporary results, and will serve to develop on a sound technical basis the collaboration in health matters given prior to the outbreak of hostilities, ultimately constituting a permanent contribution to the welfare of China. Moreover, the reports received from the units stress the great increase, both among local and central authorities, of interest

in anti-epidemic work which has followed the arrival of the League's units.

The Government has placed a lump sum of 160,000 Chinese dollars at the Epidemic Commission's disposal, as a special epidemic grant, for the operating expenses of the Chinese units.

It is of interest to summarise the plan of campaign which each of these units is endeavouring to initiate in its respective area.

No. 1 Unit (Dr. Mooser).

The first medical unit is working in the far north-west. Its headquarters are at Sianfu, the capital of Shensi Province. Facilities for the care of the sick exist in the small town of Yennan. The regional central hospital is situated in thirty-eight caves on the loess slope of the Pagoda Mountain. Fifteen additional caves are being dug. There is a small laboratory.

In general, the first unit has set to work on the following lines :

It was found particularly necessary to establish a laboratory for vaccine production, in view of the difficulty of communications between the north-west and the east of China. The centre of production is at Sian. A second centre has been established at Lanchow, capital of Kansu.

Sanitary and health services in the towns and cities of the north-west have been started with the ultimate object of setting up a modern health service in that province. Branches in Yennan and Chengchow have started similar work, and delousing stations are under construction there as well as at Sian and Kaifeng.

As it is not possible to undertake large-scale sanitation work, the activities of the unit are limited to the improvement of sanitary conditions in refugee camps, and the provision of advice and experts to the local authorities.

At the present time, large-scale vaccination is being carried out against smallpox, and later, immunisation against typhoid and cholera will be carried out as widely as possible.

In the meantime, half a million doses of smallpox vaccine have been purchased at Hong-Kong and 200,000 doses of dried vaccine from Bandoeng. The unit thus has at its disposal about 1,000,000 doses which, in addition to the supply in the hands of the provincial governments, the Red Cross Society and the Army Medical Service, will be sufficient to cover the needs of

the region for this spring. Dr. Laigret has prepared at Hanoi 1,600 doses of typhus vaccine, which have been sent by air to No. 1 unit for the vaccination of the personnel of the unit.

An isolation hospital with 200 beds has been organised at Sian, and similar hospitals will be established elsewhere as necessity requires.

In view of the importance of private medical care for refugees, the collaboration of Red Cross units has been secured.

A survey of the plague situation in Yuling is to be made as soon as the Yennan branch can spare staff to undertake it.

In all the areas, public health propaganda is to be carried out as far as possible. Talks and health lectures are being organised, and use is being made of posters, handbills and leaflets.

Collaboration has been established with the North China branch of the International Red Cross at Kaifeng and in Chengchow. This has taken the form, as far as the unit is concerned, of the construction of delousing stations, the provision of vaccines and the training of personnel in sanitary work. As far as may be practicable, the unit will attend to epidemic and public health problems in the various areas in which the International Red Cross is operating.

Laboratory facilities are given free of charge to all local hospitals and physicians, and medical as well as specialist advice and assistance is rendered to local hospitals, if found necessary.

No. 2 Unit (Dr. Robertson).

The second unit is responsible for anti-epidemic work in the central provinces of Hupeh, Hunan, Kiangsi, and also to some extent in South Anhwei, Chekiang and Fukien. Its headquarters are at Changsha, in Hunan.

The unit was able to co-operate closely with the provincial and national health authorities.

The presence of the League anti-epidemic units for one year should be utilised to strengthen existing public health organisations so as to have lasting useful results. Moreover, for the sake of the maximum of efficiency in utilising available resources, the whole anti-epidemic scheme has been incorporated into the provincial health administrations and their services, and everything is as a rule done in their name and with their approval.

The second unit has joined with the National Health Administration of China to form a Central China Epidemic Prevention Unit on which the health services of the provincial governments are represented.

The first step was to undertake an epidemic survey in these provinces and to establish a system for reporting cases of cholera, typhoid and paratyphoid, smallpox, epidemic meningitis, diphtheria, plague and typhus. This reporting system is functioning well in Kiangsi and is being improved in Hunan and Hupeh. There have been small outbreaks of smallpox and sporadic cases of cholera, with an increasing number of cases of meningitis and diphtheria. More serious conditions are expected as summer approaches and the condition of the numerous refugees becomes worse.

A big campaign of inoculation against cholera and of anti-smallpox vaccination has been undertaken by the unit, in conjunction with the local health authorities and the Chinese Red Cross. The latter also has a number of organisations in the field, which are maintaining close touch with the Epidemic Commissioners of the League. The Commission has also opened a campaign against malaria, of which there is a severe outbreak in the north-west of the province of Hunan.

Refugee populations seem to accept preventive work such as inoculation and vaccination much more readily if it is combined with the general work of a clinic which at the same time looks after minor ailments. A supply of ointments for skin diseases, the treatment of eye complaints, the distribution of a few comforts and of foodstuffs to supplement an inferior diet make all the difference between success and failure in measures for anti-epidemic prevention.

The provincial health authorities are seconding the efforts of the League Epidemic Commission by helping to establish isolation hospitals at various centres.

The Epidemic Commissioner's report emphasises that these enterprises cannot be financed from the Epidemic Commission's funds, and must be sponsored by the provincial health authorities and helped out by the Red Cross and other relief distributing organisations.

He urges that efforts should be made to send supplies of cod-liver oil and vitamin B1 containing substances to combat beri-beri among the refugees.

The anti-epidemic campaign in Central China, which is being conducted through the Central China Epidemic Prevention Unit, also includes the setting-up of delousing stations for refugees.

The provincial governments of Hupeh, Hunan and Kiangsi are taking an active part in the anti-epidemic work and are allocating additional funds to strengthen their health services.

It seems that the Health Service will be able to meet the emergency in the spring and summer, since larger appropriations than had been expected are available. This is partly due, in the Epidemic Commissioner's opinion, to the influence exerted by the presence of the League of Nations units.

No. 3 Unit (Dr. Lasnet).

The third unit is operating in the south-west of China. Its head quarters and base laboratory are at Nanning, with annexes at Wu Chow and Canton. As in the case of unit No. 2, this section of the League Epidemic Commission is working in close co-operation with the national and provincial health authorities.

The area covered by the work of the unit — Kwangsi to Kwangtung — is very large, with a population of 46 millions. The Epidemic Commission has divided the area into a number of health districts, in each of which there is a Chinese public health officer in liaison with the local doctors and the administrative authorities.

The need for a larger number of Chinese units, including a doctor, a secretary and an assistant, and of a high degree of mobility with adequate motor transport, lorries, etc., is stressed in the Epidemic Commissioner's report.

The first work undertaken (as in the case of No. 2 unit) was the preparation of an inventory of the local sanitary resources, a study of the epidemic situation, and the establishment of liaison with the local authorities. The latter included the development of close co-operation with the various existing organisations through which epidemiological information could be obtained — *e.g.*, hospitals, local practitioners, missionary hospitals and local officials. At the same time, an intensive propaganda campaign was carried on through these agencies amongst the general public.

Anti-smallpox vaccine is being produced on a large scale in the base laboratory, and a vaccine for typhus is being prepared.

A campaign of anti-cholera and anti-smallpox vaccinations has been begun.

Measures are being taken to combat malaria, and preparations are being made against the danger of big epidemics of cholera, plague and other diseases breaking out in spring and summer.

* * *

In conclusion, it may be said that the work so far accomplished has been satisfactory, and that the organisation of the anti-epidemic campaign is being firmly established. It must be remembered that the funds put at the disposal of the Commission for its work, though representing a high percentage of the League budget, were limited in relation to the vast problems to be solved.

The work entailed involves a certain amount of danger to the members of the units. The isolation hospital at Hanyang, where part of Dr. Robertson's unit was installed, was destroyed in the course of an aerial bombardment on April 29th last. Two Chinese members of the unit's staff were killed, and three wounded. While it is to be hoped that such casualties may not occur again, the risk still remains.

Much of the success of the work is due to the harmony which exists between the League Commissioners and their Chinese colleagues, a factor which is always of paramount importance for the success of activities involving international collaboration and assistance.¹

¹ The following material gifts and facilities have been received :

The Netherlands and Netherlands Indies Governments, desiring to participate on their own account in the work of medical assistance to China undertaken by the League, have made a gift in kind to the value of 50,000 florins.

The Danish Government has given 5,000 doses of tetanus anti-toxin and one million units of diphtheria anti-toxin, while the Danish Red Cross has contributed a further 10,000 doses of tetanus anti-toxin and two million units of diphtheria anti-toxin.

The firm of Bayer, at Leverkusen in Germany, has supplied the mission with 2 kilogrammes of atebirin.

The Peninsular and Oriental Steamship Company has agreed to convey to China, free of charge, the goods entrusted to it.

The Compagnie française des Messageries Maritimes granted a 50 % reduction in fares to those members of the mission who travelled on its ships.

The firm of Jardine, Matheson and Company, of Hong-Kong, has undertaken to receive, store and re-despatch into China all stores intended for the mission. It has also placed the whole of its administrative organisation, which is extensive, at the disposal of the Secretariat without charge, the League merely refunding expenditure actually incurred by the firm.

II. OTHER FORMS OF TECHNICAL COLLABORATION.

Although the Epidemic Commission has, to a great extent, superseded the normal technical collaboration with China, there still remain two engineering experts¹ who were placed at the Chinese Government's disposal before the outbreak of hostilities.

It will be remembered that reference was made last year² to the creation of a planning office at Nanking, accredited to the National Economic Council, in the organisation of which these two experts were directly employed. This planning office was mainly concerned with hydraulic and road problems. Owing to the present situation in China, its work has been temporarily suspended. However, the two experts continue to render valuable services to the Chinese Government within the scope of the technical activities for which they were originally appointed.

¹ M. Bourdrez and M. Maux.

² See *Report on the Work of the League, 1936/37, Part. I, page 151.*

11.

EUROPEAN CONFERENCE ON RURAL LIFE.

The last Assembly, having fixed July 1939 as the date of the European Conference on Rural Life, requested the Council to determine its scope and agenda and to arrange for all the requisite preparatory work.

In pursuance of this request, the Council asked the Secretary-General to form a Preparatory Committee. This Committee sat from April 4th to 7th, 1938.¹ It submitted to the Council a report,² in which it described the origins of the Conference and defined its objects. On this basis, it then decided upon the Conference's agenda and the programme to be carried out to provide adequate preparation.

On May 13th, 1938, the Council approved this report, which was communicated to all the European Governments. The latter were also asked to state whether they intended to send representatives to the Conference.

¹ The Committee was presided over by M. A. WAUTERS, Belgian Minister of Public Health, and, in his absence, by Professor J. PARISOT, President of the Health Committee. The members of the Committee were :

Mr. F. L. McDougall, C.M.G., Economic Adviser to the Australian Government in London ;

M. A. WAUTERS, Belgian Minister of Public Health ;

Mr. R. R. ENFIELD, of the British Ministry of Agriculture and Fisheries ;

M. SÖRENSEN, Agricultural Adviser at the Danish Legation in London (was not present at the session of April 4th to 7th, 1938) ;

Professor Jacques PARISOT, Member of the Health Council of France, Professor of Health and Social Medicine at the University of Nancy ;

M. Rudolf DZERVE, President of the Latvian Chamber of Agriculture ;

Professor Witold STANIEWICZ, former Polish Minister of Agriculture, Professor at the Scientific Institute of Agriculture at Wilno ;

Dr. Milosav STOYADINOVITCH, of Yugoslavia.

Were also present :

The representatives of the International Labour Office ;

The Secretary-General of the International Institute of Agriculture ;

M. Louis TARDY, Honorary Director-General of the Caisse nationale de Crédit agricole, of France.

² Document C.161.M.101.1938.II.B.

I. OBJECTS AND AGENDA OF THE CONFERENCE.

Since the European Conference on Rural Hygiene (1931), the Health Committee has been dealing with the technical problems raised by the improvement of health in rural areas. This work inevitably went beyond the purely health point of view.¹ There can, indeed, be no improvement in health in rural areas unless there is a parallel improvement in conditions of living. Without nutrition adequate in quality and quantity, without healthy housing accommodation, without rational planning of farm buildings, and without suitable general education — to take only a few examples — no great results can be expected from the creation of dispensaries or laboratories.

The object must, in fact, be to develop logically the notion of prevention — *i.e.*, to place the peasant himself in a position to offer normal resistance to disease. Hygiene can then build on a solid foundation.

It may be objected that this conception is also valid for town populations, and this is no doubt true; but, according to the experience of the twentieth century, the problems of health and sanitation definitely give cause for more concern in the rural districts than in the towns, contrary to what might be imagined. This is why the attention of the public authorities is particularly directed towards the rural areas.

At the same time, the studies made by the technical organisations of the League, the International Labour Office and the International Institute of Agriculture with regard to nutrition and housing have shown that the rural population of many parts of Europe is badly housed and inadequately fed. Lastly, everything seems to prove that general economic progress depends, to a great extent, on the purchasing-power of agricultural workers, and consequently on their conditions of life. For this reason, at the suggestion of the Australian delegation, the Economic and Financial Organisation has been entrusted with work based on the fundamental notion of the standard of living. Similar studies have been carried out by the International Labour Office.

¹ As regards the health aspect in particular, see page 95. As regards the economic and financial aspects, see pages 78 and 80.

It is thus the predominant importance of the standard of life of the peasant populations as a factor of economic and social progress which constitutes the *raison d'être* of the Conference. The agenda prepared by the Committee extends to the various spheres in which the public authorities are capable of exercising a favourable influence on the improvement of conditions of life — demographic conditions, land tenure systems and agrarian reform, land settlement, co-operatives, agricultural credit, education, medico-social policy, nutrition and rural planning.

This is a vast programme, and may give the impression that it is desired to organise an international conference on agricultural economy. This is not the case. The essential task of the future Conference is not a technical one ; but, on the contrary, to take, as it were, a human interest in the peasant's life. Those who are responsible for the conduct of affairs at every step in the social scale can greatly help to accelerate the rise of a generation of peasants towards a standard of living higher than that of the previous generation. Hence, the definite purpose assigned to the Conference should be to study the part that the public authorities play, or should play, in endeavouring to bring about an improvement in any aspect of the life of rural populations. It will be able to do useful work by collecting the best documentation on the various forms of rural life in Europe, by organising an exchange of information and ideas, by making known the technical methods adopted in certain countries, the progress accomplished and the difficulties encountered, by laying down certain guiding principles, and, lastly, by ascertaining how the individual efforts of different countries might be supported by appropriate international action.

II. PREPARATION OF THE CONFERENCE.

Since the Conference is to work, as it were, on the living matter, it is essential that the various European Governments should supply it with this matter, each as far as it is concerned. They have accordingly been requested to consider the preparation of a general monograph on national lines, briefly describing the conditions of life of their rural population and the improvements which might be made. It will be an advantage if these monographs avoid all theoretical considerations and concentrate

on showing the special conditions of given areas. An endeavour should be made to deal with subjects which are of special and direct interest to the peasants, and especially to the class of labourers who, in every country, constitute a sort of agricultural proletariat. In this connection, each country has its own special experience determined by its historical and social evolution, by the movements of the population, by the ethnical and geographical environment, or by some special factor of economic and social life. It will therefore be for each Government to adapt the drafting of its monograph to its own peculiar circumstances.

The Governments will no doubt select for this purpose a number of high officials in the branches of agriculture, public health and national education and persons prominent in the agricultural world. It would therefore be an advantage if each Government could forthwith form a small nucleus of persons responsible for assisting in the preparation of the Conference who would later constitute the national delegation. The Preparatory Committee and the Secretariat should maintain contact with these national committees, so as to ensure the necessary cohesion and continuity in the preparation of the Conference.

Lastly, various technical monographs are in preparation. They will relate to the general problems on the Conference's agenda. They have been distributed by the Preparatory Committee among the various international organisations, and, in some cases, entrusted to experts with special qualifications. The Conference will thus be able to profit by the considerable work already carried out by the Health Organisation, the Economic and Financial Organisation and the Organisation for Communications and Transit of the League of Nations, the International Labour Office, the International Institute of Agriculture and the International Institute of Intellectual Co-operation. In this way, each Government will be able to see how the best qualified experts view the solution of the difficulties with which it has to grapple in its own country.

The Preparatory Committee will meet again towards the end of 1938 to examine the national monographs and the technical monographs. It will use this material to prepare a "Principal Preparatory Document", which will provide the main basis for the Conference's work.

12.

SOCIAL QUESTIONS.¹

I. INTRODUCTION.

Administration and Organisation.

The Advisory Committee on Social Questions, which was reorganised in 1936/37, held its second session from April 21st to May 5th, 1938.

In adopting the report on the Committee's reorganisation, the Council of the League of Nations raised the limit for the number of Governments which might be represented on the new Committee to twenty-five. Four vacancies were left open, two of which were filled in 1938 by invitations to Ireland and Yugoslavia, bringing the number of Governments now represented on the Committee up to twenty-three.

As a result of the reorganisation of the Advisory Committee, a number of international organisations which had previously been represented by assessors became correspondent members in 1937. In May 1938, on the proposal of the Advisory Committee, the Council invited six more international organisations to become correspondent members. The Committee thought that a large number of correspondent members would have the advantage of keeping the Committee in touch with voluntary activities and of disseminating a knowledge of its work.

¹ Readers desiring fuller details than can be given in this brief summary should consult the Report of the Advisory Committee on Social Questions on the Work of its Second Session, document C.147.M.88.1938.IV (*Official Journal*, May-June, 1938, page 574).

Review of Social Questions.

In 1937, the Assembly pronounced itself in favour of the publication by the Secretariat of a review of social questions. The necessary studies were therefore undertaken during the year to enable the 1938 Assembly to consider the budgetary implications of such a publication. The Advisory Committee on Social Questions was informed of the results of these technical studies undertaken by the Secretary-General and re-affirmed its opinion that if a publication of this kind were competently edited and attractively produced, it would greatly increase knowledge of the work of the League of Nations in the social field.

Work of the Child Welfare Information Centre.

The Information Centre has continued to collect and distribute current material relating to child welfare. The great activity it has shown in this matter clearly reflects the systematic development of child welfare work in many countries.

The Centre has replied to the requests for information which it has received both from Governments and from individuals and private organisations.

For the benefit of the Advisory Committee on Social Questions and of the authorities appointed by Governments to act as correspondents of the Centre, the latter has published, on their entry into force, the new laws and administrative measures of the various countries relating to child welfare ; these documents constitute the *Legislative and Administrative Series* of the Information Centre's publications. With a view to facilitating reference and indicating what would appear to be outstanding tendencies, the Centre has issued a summary¹ of all the texts published in the *Legislative and Administrative Series* from the establishment of the Centre (1935) down to the end of 1937.

The Centre has summarised and published the annual reports on child welfare submitted to it by forty-one Governments.²

¹ Summary of the *Legislative and Administrative Series* of documents of the Child Welfare Information Centre to December 31st, 1937, document C.73.M.28.1938.IV ; *Legislative and Administrative Series* No. 37 (52 pages).

² Summary of Annual Reports received from Governments between April 15th, 1937, and February 1st, 1938, document C.81.M.36.1938.IV (C.Q.S./P.E./C.I.39) (160 pages).

It has transmitted to the members of the Advisory Committee on Social Questions and to its official correspondents notes on various questions appearing in the programme of the Committee or likely to prove of special interest to the latter.

II. PROTECTION OF CHILDREN AND YOUNG PEOPLE.

During the last few years, welfare work among the young has developed markedly in certain directions. Governments are constantly assuming fresh responsibilities and taking over social services formerly organised by voluntary associations. There is also a definite trend towards correlating health, social, economic and educational services, and towards determining the relative importance of each in the life of the individual and at different stages of the development of organised welfare work. As a result of this broader approach, child welfare services are now beginning in many countries to devote their attention not only to minors but to family welfare in general. This is especially marked in rural areas.

The work of the Advisory Committee on Social Questions, and incidentally that of the Social Questions Section, reflects these new tendencies. Thus, both in the new subjects chosen for study, and where the subject is one which has been examined for several years, a broader and more general treatment than was customary in the past is making itself apparent.

Placing of Children in Families.

This year the Advisory Committee concluded its study on the placing of children in families, which represented an advanced stage of the enquiry into the treatment of neglected and delinquent minors. The Committee, however, realised that this study on child placing ought not to be limited to these categories of minors but should extend to the problem of placing in general, and last year the plan of the whole report was rearranged to meet present demands.

The report will be printed this year.

The Recreational Aspects of the Cinema for the Young.

Another subject which the Advisory Committee has been studying for several years is the recreational aspects of the cinematograph for the young. It was realised that, although the cinema had grown up in one generation, it was a phenomenon of great social importance. As a result of several years of study, the Committee came to the conclusion that, as an influence on young people, the advantages of the cinema far outweighed any disadvantages. Though in many countries there are no statistics of the number of children and young people attending the cinema, the Advisory Committee approached the subject from the standpoint that the habit of cinema-going is well established amongst the young. The problem is how to turn the power of the cinema into the proper channels. The Committee considered two courses of action: (1) how to protect children from harmful films; (2) how to provide special performances with films suitable to the young. Different aspects of censorship were discussed, and also the many economic difficulties which seem to make the production of films specially devised for children impracticable.

While no definite conclusions were reached, it was agreed that the holding of special performances and the production of special films, although they may be admirable objectives so far as the needs of young children are concerned, will not solve the problem for older children and adolescents. The practical question which therefore arises is what can be done in these circumstances to safeguard the position of the young in ordinary cinemas. The answer to this question might be found in encouraging young people to discriminate between good and bad — that is to say, in the teaching of film appreciation. An interesting report¹ was presented to the Committee on this subject; it will be edited in the light of the discussion which took place and published shortly.

The Position of the Illegitimate Child.

For several years, the Committee has been examining the position of the illegitimate child from various standpoints, and,

¹ Document C.Q.S. /B.24.

in 1937, it decided to combine these separate studies into one report, completing the information where necessary. This year, the Committee discussed the report,¹ which shows, within the limits of a short comparative study, the legal position of the illegitimate child in various countries. The different aspects of the question are treated separately, and the various national laws and practice on the subject are also covered by the report. The latter's purpose is to enable Governments wishing to amend their legislation, or private organisations dealing with the subject, to discover how one particular problem is dealt with in different countries without having to search for this information among individual reports from each country. This document, which will soon be printed, will constitute the first volume of the study on the position of the illegitimate child. The social aspect, which is of equal importance, will be dealt with later.

Future Work of the Committee.

The Advisory Committee discussed its future work and decided to place the following new subjects on the agenda :

- (a) The principles adopted in the organisation and administration of welfare work among the young, including social assistance ;
- (b) The training of persons engaged in social work ;
- (c) Family desertion.

It was decided that the first study — the principles adopted in the organisation and administration of welfare work among the young, including social assistance — should be limited at first to a selected number of representative countries. The study is to show broadly what are the respective functions of Federal authorities, State and provincial authorities, central departments or local authorities, and also what are the functions of non-official bodies. It will also show how welfare work and social assistance are carried out, financed and co-ordinated. It was decided to give special attention to the rural aspect of these questions.

As regards the second subject — the training of persons engaged in social work — the Committee's object was to discover how far

¹ Documents C.Q.S. /B.29, 29(a), 29(b), 29(c), 29(d).

the training given in social service schools in various countries is really producing the type of worker most needed in each country. The Committee is mainly interested in the manner in which different groups of social workers, including voluntary workers, are trained, and the nature of the training given.

With regard to the third question — family desertion — the Committee decided to place this on its agenda for 1939, and to request the Rapporteur to bring before the Committee, in the form of a report, the information available on the subject, in order that the Committee may be in a position to decide in what direction it wishes to pursue this study.

The principle which determined the choice of these subjects was that of making the Committee's work useful to Governments by taking new tendencies in social welfare into account.

III. TRAFFIC IN WOMEN AND CHILDREN AND IN OBSCENE PUBLICATIONS.

Ratification of Conventions.

The international Conventions for the repression of traffic in women and children and in obscene publications drawn up since the foundation of the League continue to receive ratifications. Thus, the 1921 International Convention for the Suppression of Traffic in Women and Children was ratified by Turkey during the year, and is now in force in fifty States. The 1923 International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications has been acceded to by Afghanistan and Salvador, bringing the number of parties to this Convention up to forty-seven. The 1933 International Convention for the Suppression of the Traffic in Women of Full Age has been acceded to by Greece, Ireland, Mexico and Poland, and is now in force in twenty-four countries.

These figures, which show that the first two instruments mentioned are now nearly universally applied, do not give a full picture of the actual geographical area in which these Conventions are in force, as they do not include a very large number of colonies, overseas possessions, protectorates and mandated territories which are also bound by the provisions of these Conventions.

The preparations for a further international instrument which will in many ways complete the international legislation in this domain are well advanced. A revised draft of the proposed Convention for the suppression of the exploitation of the prostitution of others, drawn up by a Sub-Committee of the Advisory Committee on Social Questions, was submitted to the Council in September 1937. The Council instructed the Secretary-General to place on the Assembly's agenda for 1938 the question of calling an inter-Governmental Conference to conclude the Convention. In accordance with the Council's instructions, the revised draft of the Convention and the Sub-Committee's comments were sent by the Secretary-General to the Governments both of Members of the League and of States non-members, with the request that the Governments should send him their observations by May 1st, 1938. At the time when the present report was drawn up, twenty-two Governments had replied.¹

Summary of Annual Reports on Traffic in Women and Children and Rearrangement of the Questionnaire.

The decrease in the number of Governments reporting on traffic in women and children and on obscene publications, which has been observed for the last three years, did not continue in 1937. Nineteen Governments sent in reports for 1936/37, as compared with fourteen for 1935/36.

In examining the reports in 1938,² the Advisory Committee paid special attention to shortcomings which might be due to the questionnaire on which the reports were based. It again noted the lack of comparability in the information supplied, and came to the conclusion that many Governments abstained from sending in reports partly at least because of the deficiencies of the questionnaire.

After considering two documents containing suggestions and observations made by Governments in 1936 and 1937, and after hearing the remarks of its members, the Committee drew up a new questionnaire.³ This new questionnaire takes into

¹ Document A.13.1938.IV.

² Summary of the Annual Reports for 1936/37, document C.70.M.26.1938.IV, 1, 2 and 3.

³ Document C.147.M.88.1938.IV (Extract) (see *Official Journal*, May-June, 1938, page 599).

account the many changes in the general situation which have taken place since annual reports were first sent in, and also distinguishes more clearly between national and international cases of traffic. It has discarded certain questions which produced replies of little value, and contains new questions which aim at obtaining useful information on legislative and administrative progress in dealing with the repression of traffic in its widest aspects.

The Council expressed the hope that the new questionnaire would result in a greater number of reports being sent to the Secretariat in future. It also requested Members of the League and non-member States which were signatories of Conventions for the suppression of traffic in women and children to make use of the new questionnaire when sending in their future reports.

No change was made in the questionnaire on obscene publications, as there was general agreement that the summary of the answers on obscene publications gave a much better picture than the answers on traffic in women and children. In future, however, as the result of a recommendation of the Advisory Committee, the summary of annual reports on obscene publications will appear as a separate document.

Rehabilitation of Prostitutes and Prevention of Prostitution.

The rehabilitation of prostitutes was further discussed. The results of the Committee's study of this question will appear in a report in three parts, of which Part I, on "Prostitutes: Their early Lives", will be ready shortly, and Part II, on "Social Services and Venereal Disease", appeared at the beginning of 1938.¹ The Advisory Committee stressed the importance of ensuring that this document should be widely circulated among public authorities, voluntary organisations and doctors concerned with the problem.

The third and concluding part, which will deal directly with methods of rehabilitation, will be issued before the end of the year. In 1939, the Committee will therefore have before it the complete study, and will be in a position to discuss conclusions and possible recommendations.

¹ Document C.6.M.5.1938.IV.

The Committee also discussed plans for a further study, based mainly on material obtained during the enquiry on rehabilitation — *i.e.*, a study on the prevention of prostitution. This study will be issued separately, and only after having been fully discussed by the Advisory Committee. In 1938, discussion was confined to the draft plan of work presented by the Rapporteur. The Committee recognised that complex social and economic issues were involved; nevertheless, it was in favour of restricting the study to direct preventive measures and practical recommendations. The plan of work provides for the collaboration of two experts, who will be responsible for drawing up the sections dealing respectively with the factors of a physical and psychological nature which lead women into prostitution and with reduction in the demand for prostitutes.

Conference of Central Authorities in Eastern Countries.

At its eighteenth session, the Assembly considered the proposals made by the Conference of Central Authorities in Eastern Countries, including the proposal that a Bureau should be created in the East to serve as a centre of information on traffic in women and children and to co-ordinate measures taken by the authorities. Considering that the details of this scheme could best be worked out by direct consultation with the competent authorities of the Governments concerned, the Assembly suggested that an expert adviser should be appointed to discuss the matter, as soon as possible, with the authorities on the spot. In January 1938, however, the Council came to the conclusion that the situation in the Far East made it unlikely that an expert adviser could fulfil his task under normal conditions. It therefore adopted a proposal suggesting the postponement of the appointment for the time being. The Rapporteur was authorised by the Council to submit further proposals at a later date.

The Minutes of the Bandoeng Conference (1937) have been published by the Secretariat.¹ In accordance with a special wish expressed by the Conference, a booklet has been published by the Secretariat with the aim of informing a wider public

¹ Document C.476.M.380.1937.IV.

of the problems raised by the traffic in women and children in the Far East and of the suggestions made by the Conference to combat it.¹ This brochure, which was originally published in the two official languages of the League, will also be issued in Dutch and Chinese.

IV. ASSISTANCE TO INDIGENT FOREIGNERS.

The Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations abroad, set up in virtue of a decision of the Council dated May 20th, 1931 (sixty-third session), held its third session from February 14th to 19th, 1938.²

It considered the observations of the Governments on the second draft multilateral Convention on Assistance to Indigent Foreigners, and the replies from Governments to a questionnaire on the practice actually followed in this matter.

The Council, referring these observations to the Committee of Experts, invited that body to propose practical measures for the purpose of improving by international action the precarious situation of indigent foreigners.

After a thorough consideration of the replies and observations before it, the Committee of Experts drew up a third draft Convention, representing a compromise solution. But the experts came to the conclusion that, for the moment, a multilateral Convention was unlikely to prove an effective international instrument. They submitted to the Council a text of a model Convention which might be used as a basis for concluding multilateral or bilateral conventions. This model Convention is accompanied by a number of recommendations. The Committee of Experts also asked the Council to fix a time-limit at the end of which Governments would be requested to report the action taken on those recommendations.

The Committee of Experts felt that the complexity of the problem and the insufficient information at its disposal had

¹ The Work of the Bandoeng Conference (document C.516.M.357.1937.IV).

² See document C.105.M.57.1938.IV (*Official Journal*, May-June 1938, page 524).

increased the difficulty of its task, and asked the Council to carry out a more complete study of the problems connected with assistance to indigent foreigners.

The second question referred to the Committee of Experts was the execution of maintenance obligations abroad. As the International Institute for the Unification of Private Law was preparing a draft international Convention on the subject, the Committee decided to postpone consideration of this problem until it received the documentary material in question from the Institute.

V. PENAL AND PENITENTIARY QUESTIONS.

The Assembly instructed the Secretary-General to obtain information and opinions during the current year with a view to a discussion of the following questions by the Assembly in 1938 :

Number of Prisoners in the Various Countries and Measures taken to reduce it.

Having been asked to undertake an enquiry on this subject,¹ the International Penal and Penitentiary Commission informed the Secretary-General that it would submit to him in June 1938 the results of its enquiry into the number of prisoners over 18 years of age in the different countries and into the measures taken during recent years with the object of reducing the number of prisoners.

As soon as the Secretary-General has received the results of this enquiry, he will forward them to the Governments.

Position of Aliens released from Prison.

In accordance with a decision of the eighteenth ordinary Assembly,² the Secretary-General requested the International Conference for the Unification of Penal Law, which held its seventh session at Cairo in January 1938, to place on its agenda

¹ See document A.70.1936.V, page 2 (see *Official Journal*, Special Supplement No. 160, page 64).

² See document A.62.1937.IV, pages 2 and 3 (see *Official Journal*, Special Supplement No. 174, page 89).

the question of the position of aliens and stateless persons released from prison.

This Conference devoted a large part of its time to a discussion of this problem. Several reports were submitted on the subject.¹ The Conference adopted a resolution which proposes guiding principles for the municipal legislations of States, suggests the drawing-up of an international convention on the admission of expelled persons to the territory of another State, and recommends that the text of the special Protocol signed at The Hague in 1930 concerning stateless persons should be made more precise, and that, in view of the new situation in which refugees are now placed, supplementary provisions should be added.² The

¹ See reports submitted by M. Th. Givanovitch (Yugoslavia), M. Ugo Aloisi (Italy), M. H. G. J. Maas Geesteranus (Netherlands), M. J. Youpis (Greece), M. Aly Mohamed Badaoui (Egypt) and the Egyptian delegation (see Records of the Seventh International Conference for the Unification of Penal Law).

² The text of this resolution is as follows :

“ I.

“ Whereas, in practice, the expulsion of released alien or stateless persons raises problems in the solution of which the security of States must be reconciled with individual interests considered from the point of view of justice and humanity ;

“ The Conference proposes that the following principles should be observed in the municipal legislation of States :

“ 1. (a) The exercise of the right of expulsion in consequence of a conviction should be confined to cases of a certain gravity. This gravity shall be determined either by an enumeration of the offences according to their nature or by an indication of the penalty inflicted.

“ (b) This right shall only be exercised if the convicted person's continued residence in the national territory is deemed to constitute a social danger.

“ 2. A system for the judicial or administrative examination of such measures shall be established.

“ 3. Expulsion shall not be ordered if its consequence would be to hand over the expelled person to a State in whose territory he has been sentenced or is being prosecuted, when such sentence or prosecution is not such as to render him liable to extradition.

“ 4. Minors under 18 years of age may not be expelled unless such expulsion has the effect of sending them back to the country of residence of the person or institution exercising the authority of parent or guardian over them.

“ 5. A measure of expulsion may be suspended or cancelled at any time.

“ 6. When expulsion cannot be executed, it may be replaced by measures of security or supervision.

“ II.

“ Whereas expulsion has an international character, owing to the fact that the expelled person must seek residence in a State other than that which expelled him ;

“ Whereas the efficacy of the measure depends to a large extent on the admission of the expelled person to the territory of another State ;

“ The Conference considers that an international Convention should be concluded embodying the following principles :

“ 1. No State may refuse to admit its own nationals to its territory.

“ 2. If the country of which the expelled person is a national, or which

Conference also recommended that the position of refugees should be re-examined on the basis of the principle that refugees should not be expelled to their country of origin, expulsion being replaced, if necessary, by measures of supervision and security.

As the problem of the repatriation of released alien prisoners is closely connected with the study of the position of aliens released from prison, the Secretary-General wishes to recall that, in 1936, the International Penal and Penitentiary Commission made concrete proposals regarding the organisation of such repatriation.¹

agrees to admit him, is not adjacent to the country of residence, the States of transit shall facilitate passage through their territory.

“ 3. The expelling State must notify the country of origin or destination of the expulsion and communicate to it the punitive judgments pronounced against the expelled person.

“ 4. Organisation of a system of international after-care involving the creation in the different countries of central bodies dealing with the repatriation of expelled prisoners and their rehabilitation in their countries of origin or destination.

“ 5. Equality of treatment between non-expelled or repatriated aliens and nationals as regards measures of rehabilitation.

“ III.

“ Whereas, as regards stateless convicted persons, a Protocol signed at The Hague in April 1930 establishes the obligation of countries of origin to admit to their territory persons who, having lost their nationality, have been sentenced to a penalty of imprisonment of one month or over and have served the said penalty or have obtained total or partial remission thereof ;

“ But whereas present circumstances, and particularly the new situation in which refugees in general are placed, justify certain readjustments as regards the application of the said Protocol ;

“ The Conference considers that the text of the Protocol should be made more precise and that supplementary provisions on the foregoing basis should be envisaged. ”

¹ The conclusions reached by the International Penal and Penitentiary Commission on this subject were as follows :

“ The Governments should receive from the Commission a list of the after-care associations dealing with this subject in the different countries, and the Commission should at the same time urge that steps should be taken for the creation of a central body of an official or private character in the countries not yet possessing one ;

“ The Commission should also urge Governments to take steps to see that regular relations are established between the central bodies of the different countries for the purpose of regulating repatriation — *i.e.*, for the examination of individual cases and the carrying-out of the requisite measures in each case ;

“ Once these two points have been settled, the next step is to determine the conditions to which the repatriation of convicted persons who have been released will be subject ;

“ It is considered that repatriation should only be contemplated in deserving cases where there would appear to be a reasonable likelihood of rehabilitation ;

“ It is also thought that it would be worth considering the desirability of sending the released prisoner to a country other than that of which he is a national, as he may have better chances of making good in a country which is not his country of origin ;

“ These principles having been accepted, the following simple and practical procedure might be adopted for putting them into practice ;

“ The convicted person who is to be repatriated would be brought to the notice of the central body of the country where he has served his sentence by the

Treatment of Witnesses and Persons awaiting Trial.

At its last session, the Assembly instructed the Secretary-General to collect the advice and suggestions of seven technical organisations on the measures which might be proposed to protect witnesses and persons awaiting trial against the use of violence and any other forms of physical or mental constraint. The Secretary-General accordingly applied to 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.

By June 1st, 1938, the replies of these organisations had not all reached the Secretary-General. A summary of this consultation will be forwarded to Governments later.

governor of the prison. Such notice would be given in time for the central body of the country to which the convicted person is going to take all necessary steps for his rehabilitation ;

“ Any money earned during detention would be used in the first place for travelling expenses. Any deficiency would be paid either by the Government or by the after-care service of the country in which the sentence was served. ” See *Bulletin of the International Penal and Penitentiary Commission*, Volume V, No. 4, November 1936, page 481.

The Commission also drew up a list of about thirty post-penitentiary and after-care institutions in the different countries which might be invited to assist in the repatriation of released alien prisoners. This list was published in the “ *Recueil de documents en matière pénale et pénitentiaire* ” — *Bulletin of the International Penal and Penitentiary Commission*, Volume VII, No. 1, January 1938.

13.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

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

The Advisory Committee met for its twenty-third session on June 7th, 1938. The session was preceded by meetings of its Sub-Committee on Seizures and of the Preparatory Committee for the Limitation of the Cultivation of the Opium Poppy and the Production of Raw Opium.¹

B. WORK OF THE SUPERVISORY BODY.

The Supervisory Body, constituted under paragraph 6 of Article 5 of the Limitation Convention of 1931, communicated to Governments on November 6th, 1937, its statement of the estimated world requirements of dangerous drugs in 1938.²

There has been a steady increase during the last five years in the number of countries supplying annual estimates of their requirements in narcotic drugs. At the end of the second session of the Supervisory Body in 1933, only forty-five countries had furnished estimates; in 1934, the figure had increased to fifty-four; in 1935, to fifty-nine; in 1936, to sixty-one; and in 1937, to sixty-three. The same progress is observed in the case of colonies, protectorates, overseas territories and territories under suzerainty or mandate. The number of territories furnishing estimates has risen from eighty-three territories in 1933 to 104 territories in 1937. Inversely, the number of countries and territories for which the Supervisory Body, in the absence of estimates furnished by Governments, has been obliged itself to

¹ A summary of the proceedings of the Advisory Committee will be given in Part II of this report.

² Document O.S.B./Statement, 1938: "Estimated World Requirements of Dangerous Drugs in 1938".

prepare the estimates has decreased from fifty-four in 1933 to only twelve in 1937.

The major part of the estimates supplied by Governments, moreover, and of the explanations which accompany them, are prepared with increasing care, and the competent authorities of the Governments now appear fully to understand the provisions of the Limitation Convention and how they should, in practice, be applied. There is also to be observed an ever closer relationship between the estimates furnished by Governments and their actual requirements.

The Supervisory Body, in 1937, considered it necessary to ask for additional information or explanations from eleven countries in respect of their estimates for 1938. Here again, a marked improvement is to be noted on previous years. In 1934, information of this kind was requested from twenty-eight countries, whereas, in 1937, the Supervisory Body called for further information in respect of eleven countries only.

The grand totals of estimates of quantities necessary for home consumption, conversion and replenishing reserve and Government stocks for 1938 in respect of the five principal drugs, as compared with the previous two years, are shown in the following table :

	1936	1937 Kilogrammes	1938
Morphine	46,274	49,002	45,638
Diacetylmorphine	917	1,112	1,133
Cocaine	5,054	5,965	5,032
Methylmorphine (codeine)	31,002	32,246	29,921
Ethylmorphine (dionine) .	3,688	3,586	3,089

C. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

The Board has held three sessions during the period under review : September 7th to 10th, 1937; November 2nd to 8th, 1937; and April 5th to 14th, 1938.

At its thirty-third session in November 1937, the Board adopted its report to the Council on the statistics for 1936.¹ This report gives a comprehensive survey of the world situation as regards legitimate manufacture, consumption, international movement, seizures and stocks of narcotic drugs based on the statistics furnished by Governments.

¹ Document C.353.M.240.1937.XI.

For the year 1936, the Board received 251 quarterly statistical returns and 303 annual returns sent by Governments in respect of sovereign States. In addition, 405 quarterly returns and 576 annual returns were received in respect of dependencies, colonies, protectorates and mandated territories.

World Manufacture of Drugs in 1936.

The world manufacture of drugs in 1936 showed a general increase as compared with 1935.

World manufacture of morphine (36,884 kilogrammes) reached the highest quantity reported to the Board since 1930 and exceeded the amount manufactured in 1935 by 6,079 kilogrammes. The manufacture of diacetylmorphine increased by 204 kilogrammes, and that of cocaine by 239 kilogrammes, while the manufacture of codeine and ethylmorphine increased by 4,418 kilogrammes and 748 kilogrammes respectively.

The large increase in morphine manufacture is mainly due to an increase in the use of morphine for conversion into diacetylmorphine, codeine and ethylmorphine, for the manufacture of unconverted morphine only exceeded that of 1935 by 186 kilogrammes.

World Consumption and World Stocks of Drugs.

The world stocks of manufactured drugs held at the beginning and at the end of 1936 showed only slight variations. It would therefore seem that the increase in manufacture mentioned above was absorbed by consumption, which for every drug was higher in 1936 than in 1935. The increases were :

	Kilogrammes	Percentage
Morphine	990	11.53
Diacetylmorphine.	73	9.49
Codeine	4,968	25.00
Ethylmorphine	875	48.34
Cocaine	222	5.74

Working of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.

Imports.

In 1936, the attention of Governments was drawn, in twenty-three minor cases, to the fact that the estimates had been exceeded.

In seven other cases, action implying an embargo on exports was taken. Supplementary estimates, regularising the situation, were furnished in nine cases. These figures do not include the excess imports which only come to the notice of the Board on receipt of the statistics for the fourth quarter—*i.e.*, after the end of the year to which the estimate applies.

In order to avoid the great inconvenience which action under Article 14 of the 1931 Convention inevitably causes to all concerned, the Board has asked the national departments not to issue import certificates without first making sure that the estimates will not be exceeded if the quantities covered by these certificates are actually imported during the year, and, if necessary, to furnish a supplementary estimate together with explanations stating the reason for the additional requirements.

Manufacture.

The quantities of drugs which various countries have, according to the calculations of the Board, manufactured over and above the quantities authorised to be manufactured in 1936 were 1,022 kilogrammes of morphine, 105 kilogrammes of diacetylmorphine and 402 kilogrammes of cocaine, as compared with 1,998 kilogrammes, 39 kilogrammes and 140 kilogrammes in 1935. Some of the surplus quantities manufactured were explained by the fact that certain indispensable items had been omitted from the estimates and supplementary estimates; for example, estimates of the amount necessary to bring the reserve or Government stocks up to the desired level.¹

A careful study of the statistics received has led the Board to the conclusion that, in 1936, as in 1935, the main objects of the Convention were attained.

¹ For this reason, the Board, in sending out the form for returns of annual statistics of stocks, attached to it the following note:

“The Governments of countries and territories that maintain reserve or Government stocks are asked, when filling in this form, to compare the amounts of these stocks existing at the end of 1937 with the estimates they have sent in for 1938 (Form B(L)), and then to send in, if necessary, a supplementary estimate showing the amounts needed to bring these stocks to the level it is desired to maintain in 1938.”

It is hoped that one of the causes of apparent surplus manufacture will thus be eliminated.

14.

INTERNATIONAL ASSISTANCE TO REFUGEES.

I. FUTURE OF REFUGEE WORK.

In view of the fact that the Nansen International Office for Refugees and the Office of the High Commissioner of the League of Nations for Refugees coming from Germany are to be liquidated, under previous resolutions of the Assembly, by December 31st, 1938, the Norwegian Government made a proposal to the Assembly (eighteenth ordinary session) that a decision should be taken in the course of the session as to the future of international assistance to refugees within the framework of the League of Nations. The necessary agreement on the subject not being forthcoming, the Assembly requested the Council to prepare, or cause to be prepared, before the next Assembly, a plan for international assistance to refugees.

At its one-hundredth session, the Council entrusted the preparation of the plan to a Committee consisting of the representatives of Bolivia, the United Kingdom and France. The report of this Committee was adopted by the Council at its one-hundred-and-first session, and the Secretary-General was instructed to transmit it for observations to the Governments of the States Members of the League, and for information to the Governments of the United States of America and the United States of Brazil.

The Secretary-General was further instructed to prepare a detailed plan on the basis of the report, after consultation with the President of the Governing Body of the Nansen International Office for Refugees and the High Commissioner for Refugees coming from Germany, and to transmit it to the Assembly.

The report adopted by the Council estimates the number of refugees recognised as such by the League of Nations at approximately 600,000. In the case of the so-called Nansen refugees, emigration could only afford a partial solution on account of the insufficiency of the capital available and the limited number of outlets. The real solution of the problem is rather (the report states) to be found in the absorption of such refugees by their countries of refuge. Such absorption is already in progress, and would appear in the nature of things to be likely to proceed in future even more rapidly.

As regards the refugees coming from Germany, emigration and settlement in oversea countries are proceeding. Of approximately 150,000 refugees who have so far left Germany, close upon 120,000 have already reached the countries in which they are to settle permanently ; and the problems raised by the existence of the two categories of refugees would appear, in the opinion of the authors of the report, to admit of solution within a limited time.

The report also notes the invitation addressed by the United States Government to a number of Governments in regard to the setting-up of a special committee, composed of representatives of these Governments, to deal with certain aspects of the refugee problem. In this connection, the Committee of the Council notes that its own proposals are not intended to prejudice or to conflict with the work proposed in the American invitation.

Many States Members of the League which have refugees in their territory consider, the report says, that co-operation within the framework of the League is still indispensable. The Committee accordingly advocates the establishment of a single organisation for assistance to refugees, to be directed by a person designated by the League of Nations as High Commissioner for Refugees under the protection of the League of Nations; the High Commissioner to be assisted by a small staff comprising neither refugees nor former refugees.

The duties proposed for the High Commissioner are to superintend the entry into force and the application of the legal status of refugees, to facilitate the co-ordination of humanitarian assistance, and to assist the Governments and private organisations in their efforts to promote emigration and permanent settlement.

The High Commissioner is to be in continuous contact with the Governments concerned. He might also establish contact with Liaison Committees representing the private organisations dealing with assistance to refugees.

The High Commissioner would further be assisted, with the consent of the Governments concerned, by representatives in the principal countries of refuge.

The League's financial contribution, it is proposed, should be allocated to the High Commissioner's administrative expenses, and should not in any case be used for the relief or settlement of refugees. The creation of a single organisation is expected to lead to economies in administrative expenditure.

It will be for the Assembly at its nineteenth ordinary session to take a final decision on the above plan. If the Assembly approves the conclusions of the report, it will also have to nominate a High Commissioner in order to facilitate the transfer of powers, and to prevent any break in the continuity of the League work in favour of refugees.

II. NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

Settlement of Armenian Refugees in Syria.

The work of settlement of Armenian refugees continued in 1937 at a more rapid rate. In spite of the efforts made, there are still a certain number of families for whom it has not been possible to provide dwellings.

Since January 1st, 1938, the provision of dwellings for indigent refugees has been handed over to the Union générale arménienne de bienfaisance, whose resources consist of contributions from the Office and the funds which it collects itself by means of appeals to the public.

When it began work, the Office had to provide housing for the occupants of 3,800 huts at Beirut and 4,000 huts at Aleppo. Not more than 700 huts are now occupied in both places. The reinvestment of repayments will enable the whole scheme of settlement to be brought to a successful conclusion. The results already achieved are satisfactory — some 40,000 refugees have been enabled to find permanent shelter and means of earning their living; schools have been built and maintained for some

time past; and a sanatorium has been established. In 1937 alone, 613 families, consisting of 3,236 persons, were settled. It may be thus anticipated that the work will be completed in the course of 1938. The Office has not felt justified, in view of its approaching liquidation, in engaging in any further direct activities.

The transfer of titles to property continues regularly with the repayments of advances.

Settlement of Armenian Refugees in Greece.

The position of the Armenian refugees in Greece was highly critical during the past year. The provisional huts in which they were sheltered had to be demolished on grounds of hygiene, and with a view to urban construction. Moved by the situation of the refugees, the Greek Government generously made a gift to the Office of 40,000 square metres of land in the neighbourhood of New Smyrna. The Office issued public appeals; and with the aid of the various contributions collected by the Union générale arménienne de bienfaisance, and its own grants, sufficient capital was collected to begin building on this land. Whereas, however, in Syria, the dwellings of the refugees are not subject to any special building regulations, the regulations governing urban development in Greece make it necessary to build on more solid lines. Hence, instead of building 400 to 500 small houses, as the Office had intended to do, it will now only be able to build 180 houses of a larger size, to contain two families each, with the use of a kitchen garden by both. It will shortly be possible to place thirty-nine houses consisting of two rooms and a kitchen at the disposal of the poorest refugees, and forty-five other houses are in course of construction.

The funds at the disposal of the Office are not, however, sufficient to complete the settlement of the indigent Armenian refugees in Greece. Considerable sums are required for the purpose, which cannot be raised by private charity.

Russian Refugees in Turkey.

The naturalisation of Russian refugees proceeded normally in 1937. Most of the refugees have now received their naturalisation papers.

The Office is at present endeavouring to recover the advances made to the refugees to enable them to pay the naturalisation fees.

The number of refugees evacuated from Istanbul has diminished. Some of them are still on the Greek island of Syra, while nine have been evacuated to South America (Paraguay) at the expense of the Office. Steps are being taken to obtain residence permits in other countries for the sixteen refugees who have still to be transferred. The Greek Government had only agreed to house these refugees on the island of Syra provisionally and for a period of six months, and as this period has long since elapsed, it is now insisting on their being evacuated. This question is causing the Office grave anxiety.

Refugees from the Saar.

Thanks to the credit of 200,000 Swiss francs placed at the Office's disposal by the Assembly of the League of Nations, 142 refugees have been evacuated and settled in South America, and a fresh group of sixteen persons is about to leave.

Most of the Saar refugees are workmen and miners who have lived in industrial districts, and it has been found that they are not suited to the heavy work of agricultural colonisation or the privations entailed by the life of a colonist. Hence, the recruiting of fresh candidates for South America has had to be tightened up, which has also led to a reduction in the number of refugees leaving for that continent.

In view of this position, the President of the Office has devoted the balance of the credit available to assisting Saar refugees in France either by fitting them for new occupations or in any other suitable manner.

The Office is closely following the activities of the Saar Office in France, which is entrusted with the sale of Nansen stamps and assistance to indigent persons from the Saar.

Russian Refugees in China.

The position of the various Russian refugees in China has been seriously affected by the present hostilities. The Office is helping, by means of grants, to alleviate as far as possible the hardest cases.

General Assistance to Refugees.

The representatives and correspondents of the Office¹ in Belgium, Bulgaria, China, Czechoslovakia, Danzig, Estonia, France, Greece, Latvia, Lithuania, Roumania, Syria, Turkey and Yugoslavia have continued to afford help to refugees. In the countries which have ratified the 1933 Convention, the favourable results of the application of that Convention may be observed.

The number of cases of intervention in connection with labour permits, the issue and renewal of passports, the placing and evacuation of refugees, the examination of applications for advances and grants, the recovery of funds, supervision of the use made of the funds granted, etc., all of which are supervised by the Central Office, amounted in 1937 to 119,000.

Convention on the International Status of Refugees.

Apart from the seven countries which had already acceded to the Convention on the International Status of Refugees, of October 28th, 1933 (United Kingdom, Bulgaria, Czechoslovakia, Denmark, France, Italy and Norway), Belgium also ratified the Convention in 1937.

Finances.

The funds collected by the Office in 1937 amounted to 780,279.70 Swiss francs. Of that sum, 443,815.45 Swiss francs were obtained from the sale of Nansen stamps, 126,580.05 Swiss francs from repayments by refugees of advances made to them, 80,874 Swiss francs from the surcharge on postage stamps issued in France and Norway, and the balance from various other sources.

During the same period, 520,702.75 Swiss francs were distributed: 184,965.50 Swiss francs as grants to humanitarian organisations and indigent refugees, 141,493.90 Swiss francs as advances to facilitate the employment and settlement of necessitous refugees and 194,243.35 Swiss francs (being half the amount

¹ The branches of the Office in Germany and Austria have been abolished.

obtained from the sale of Nansen stamps in France) as direct payments to the three distribution Committees (Armenian, Russian and Saar) to be utilised by them as grants in accordance with the Decree of July 16th, 1934.

Of the grant of 200,000 Swiss francs made by the Assembly of the League of Nations for the transfer and settlement of Saar refugees in South America, 103,108.15 Swiss francs had already been used up by the end of 1937.

* * *

Although the efforts made by the Office in 1937 produced appreciable results, it was not found possible to develop the work in a manner corresponding to the needs of the situation. Sad cases are reported daily which the Office is unable to relieve owing to lack of financial resources.

The number of refugees for whom the Office was responsible was estimated in 1935 as being about 1,000,000. A fresh examination of the figures showed that their number did not exceed 700,000 in 1936 and 600,000 in 1937. It may be assumed that the number will not be more than approximately half a million in 1938. Deaths and naturalisation have helped to reduce the number.

III. REFUGEES (JEWISH AND OTHER) COMING FROM GERMANY.

On the basis of the suggestions contained in the report of Sir Neill Malcolm, High Commissioner for Refugees coming from Germany, the Assembly, at its eighteenth ordinary session, instructed the High Commissioner, in agreement with the Secretary-General, to summon, for the beginning of 1938, an Inter-Governmental Conference for the adoption of an International Convention for the benefit of refugees coming from Germany. On that occasion, it expressed the hope that the Inter-Governmental Conference would adopt a definition of refugees which would permit of the extension to stateless persons coming from Germany of the provisions of Article 1 of the Provisional Agreement of July 4th, 1936.

A Conference was held at Geneva from February 7th to 10th, 1938, to give effect to this resolution. The Conference adopted as a basis of discussion the proposal previously submitted to the Governments for their examination, and drew up on February 10th, 1938, the terms of a Convention which was signed by the representatives of seven Governments — viz., Belgium, the United Kingdom, Denmark, France, the Netherlands, Norway and Spain. This Convention combines the provisions of the Provisional Agreement of July 4th, 1936, relating to the Status of Refugees coming from Germany with those of the Convention of October 28th, 1933, relating to the International Status of Refugees. It differed, however, from the latter Convention inasmuch as it adopted the system of partial acceptance. Under Article 25, the States may limit their obligations to a part only of the Convention, while, at the same time, they may make reservations concerning articles contained in chapters to which their obligations extend.

The Convention must be registered in accordance with Article 18 of the Covenant, and will come into force thirty days after the Secretary-General has received the second ratification or accession.

In the resolution adopted by the Assembly, the High Commissioner is asked to submit to the next session of the Assembly a report on his work for the benefit of refugees coming from Germany.

As regards refugees coming from Austria, the Council, at its hundred-and-first session, was called upon, at the request of France and the United Kingdom, to give a ruling on the question of the desirability of extending the powers of the High Commissioner to cover this new category of refugees.

The Council entrusted the examination of this question to the Committee which it had instructed, during its one-hundredth session, to draw up a plan for assistance to refugees, and, endorsing the conclusions of the Committee, it authorised the High Commissioner to interpret his mandate as applying to refugees coming from Austria until a final decision on the subject had been taken by the Assembly at its nineteenth ordinary session. This decision was communicated for information to the Governments of the United States of America and Brazil.

With a view to extending to the refugees coming from Austria the provisions of the International Agreements relating to the Status of Refugees coming from Germany, the High Commissioner, in agreement with the Secretary-General, submitted to the Governments for their examination an additional draft protocol¹ which might be appended either to the Provisional Agreement of July 4th, 1936, or to the Convention of February 10th, 1938.

¹ See *Official Journal*, July 1938, page 647.

15.

INTELLECTUAL CO-OPERATION.

The present chapter on the work of the Intellectual Co-operation Organisation since the Assembly's last session only describes work actually in progress. It does not take account of the decisions which will be taken by the International Committee on Intellectual Co-operation at its twentieth session in July 1938.

I. THE SCIENTIFIC STUDY OF INTERNATIONAL RELATIONS.

The International Studies Conference held its tenth annual session in Paris from June 28th to July 3rd, 1937.

This meeting marked the conclusion of the two-year study period devoted to "peaceful change". The number of national reports submitted to the Conference and the importance of the debates made it necessary to set up an Editorial Board to advise the International Institute of Intellectual Co-operation on the publication of the documentation submitted to the Conference.¹

It has decided to publish four volumes on "peaceful change". Volume I will be of a general character; Volume II will deal with the question of raw materials; Volume III will deal with the colonial problem; and Volume IV, with population questions. A volume is in preparation on the question of the procedure for "peaceful change".

There remains the work of the Danubian Group of Economic Experts, which is not yet complete. This work will require

¹ This Board consists of Mr. Malcolm Davis (United States of America), M. Bourquin (Belgium) and M. E. Dennery (France).

two more years. Several publications have appeared, or are in course of preparation, on important factors in the economic life of the Danubian States (foreign trade, prices, statistics and commentaries).

The 1938 Conference.

The eleventh session of the International Studies Conference was held at Prague from May 23rd to 28th, 1938. Two items appeared on its agenda :

The university teaching of international relations ;
Progress of the work done with a view to the 1939 Conference.

With regard to the university teaching of international relations, which was the principal subject discussed at the 1938 Conference, studies had already been in progress for the last two years (since the meeting at Madrid in 1936).¹

This question was considered from the following two angles :

Utilisation of the Conference documents for the purpose of teaching ;

Teaching of international relations themselves :

(a) What does this teaching mean and what is its particular method ?

(b) Academic organisation of this teaching ;

(c) Principal obstacles that hinder its development in the universities ;

(d) Connection between international law and the scientific study of international relations.

Like the previous Conferences, the 1938 Conference was prepared by the circulation to the national study groups of a plan of work drawn up by the General Rapporteur and by the collection of national contributions in accordance with this plan.

Preparation of the 1939 Conference.

At its tenth session (Paris, 1937), the International Studies Conference chose the following subject for a further two years'

¹ The General Rapporteur on this subject was Sir Alfred Zimmern (United Kingdom).

study period : “ Economic policies and peace — reciprocity, regionalism and self-sufficiency in trade policies to-day ; their relation to the problem of national security and their effect on economic, financial and political relations between States ”.

The Conference appointed a Programme Committee and entrusted it with all matters concerning the technical arrangements.

Meeting at the Institute of Intellectual Co-operation on November 5th and 6th, 1937,¹ this Committee drew up a minimum programme of work to be carried out during the years 1938 and 1939. This programme was communicated to the twenty-five national groups and to the five international groups members of the Conference.

II. SOCIAL SCIENCES.

Enquiry into the Use of Machinery in the Modern World.

Initiated in 1937, with the approval of the International Committee on Intellectual Co-operation, the international enquiry into the use of machinery in the modern world is now entering on its decisive phase.

The number of participants, which was fifty-seven in 1937, is now about eighty, divided between thirty-one different countries. The technical management is in the hands of three rapporteur-editors,² each of whom is responsible for the co-ordination of work in his section. Their first meeting took place at the International Institute of Intellectual Co-operation on February 4th, 1938 ; others will follow according to requirements. More than half the participants have already sent a plan of their projected studies.

Two important factors of success are the participation of the International Labour Office, both from the administrative

¹ Under the chairmanship of Mr. Malcolm Davis (United States of America). The groups of the following countries were represented : United Kingdom, Czechoslovakia, France, Germany, Hungary, Italy, the Netherlands, Switzerland and the United States of America.

² M. Robert Lelong, Chairman of the Managing Committee of the Ecole d'Organisation scientifique du Travail, Paris ; Professor J. H. Richardson, of Leeds University ; and M. Vaclav V. Verunac, Director of the Free School of Political Sciences, Prague.

and technical points of view, and the support of the Advisory Committee of the Institute of Scientific Management. The International Institute of Intellectual Co-operation hopes to be able to collect all the manuscripts in the course of the present year and publish them in volume form at the beginning of 1939. These volumes will also contain the analytical reports of the rapporteur-editors.

*National Directories of Organisations concerned with
the Social Sciences.*

Wishing to assist in the development of the social sciences, the International Committee on Intellectual Co-operation has asked the International Institute of Intellectual Co-operation to arrange for the collection in the largest possible number of countries of the material necessary for the compilation of national directories of organisations concerned with research and with the teaching of the social sciences.

These publications should be of the same type as two works which have recently appeared in the United States and France,¹ and which will serve as a model for the other national directories, more particularly in Czechoslovakia, Belgium and the Scandinavian States. The Social Sciences Department of Cape Town University has prepared very detailed material on the teaching of social sciences in the Union of South Africa. In addition, the International Institute of Intellectual Co-operation is in touch with several organisations of overseas countries which will eventually produce similar publications.

III. EDUCATION.

Higher Education.

In the university sphere, three principal tasks engaged the Institute of Intellectual Co-operation, apart from its usual work.

¹ *The Study of International Relations in the United States*, by Dr. Edith WARE, the second edition of which appeared in 1937 under the direction of Professor Shotwell, and *Les sciences sociales en France : Enseignement et Recherche*, specially prepared for the International Congress of Social Sciences, Paris, 1937, under the direction of Professor Bouglé.

(a) It published, under the title "University Problems", the proceedings of the International Conference on Higher Education, which met at Paris in July 1937 and was attended by two hundred professors from forty countries. The studies undertaken by this Conference will be carried on by the Standing Committee on Higher Education, which will meet in future at regular intervals.

(b) The International Bureau of University Statistics, set up two years ago at the Institute, has arranged for a Committee of Experts to meet in 1938 to examine the possibility of developing university statistics and studies concerning the intellectual labour market.¹

(c) Among the most important manifestations in the sphere of intellectual co-operation during the past year, mention should be made of the international "Conversation" for students, which was held at Luxemburg from May 22nd to 25th, 1938.

On the initiative of the Committee of International Student Organisations, which for the past ten years has been formed by the seven principal international associations of university students² within the framework of the Intellectual Co-operation Organisation, the Luxemburg National Committee on Intellectual Co-operation, with the generous assistance of the Government of the Grand-Duchy, had invited some thirty students and young intellectuals belonging to sixteen countries to attend a debate on "University Education: its Aims and Methods", and on the part which the university can play in the education of intellectual *élites*.

The participants had submitted preliminary memoranda on the various themes of the "Conversation".³

Various conceptions as to the part to be played by the university were expressed during the "Conversation". At the end of the debate, the students' organisations paid a tribute to the Intellectual Co-operation Organisation, which had thus given

¹ The *Bulletin Mensuel* of the International Institute of Intellectual Co-operation regularly publishes information concerning unemployment among university graduates.

² International Confederation of Students, International Student Service, International Federation of University Women, World Student Christian Federation, International Universities League of Nations Federation, "Pax Romana", World Union of Jewish Students.

³ This was presided over by Professor N. Braunshausen (Luxemburg), former Minister, assisted by Dr. W. A. Visser t'Hooft (Netherlands), General Rapporteur.

them an opportunity of freely exchanging their views on a subject of great importance to university students taking a serious interest in the future of higher education. The students' committee expressed the hope that further international students' "Conversations" would be organised in future years.

The Luxemburg discussions, which took place in a particularly pleasant atmosphere, will be the subject of a volume which will be published by the International Institute of Intellectual Co-operation.

Revision of School Text-books and the Teaching of History.

During the year, the abundance of material regarding the teaching of history was so great that the Institute devoted to this question a special number of the bulletin *Coopération intellectuelle*.¹

This number contains supplementary particulars on the agreement concluded between German and French history teachers.² In it will also be found a summary of the work done by the sections of the Norden Association, the full text of the opinion of the Board which awarded the prize for the best Russian history text-book, and extracts from seven reports sent by the National Committees which had selected, in the text-books of their respective countries, the passages which could be cited as being satisfactory. These passages were to deal essentially with controversial subjects.

The Institute is preparing a new work on the revision of school text-books and the teaching of history, as the French edition of the first enquiry (1932/33) is out of print.

The *Declaration on the Teaching of History*, which came into force on November 24th, 1937, has so far been signed by thirteen Governments.³

¹ *Coopération intellectuelle*, No. 84.

² Published in No. 78/79 of the bulletin.

³ Afghanistan, Belgium, Chile, Colombia, Dominican Republic, Egypt, Estonia, Greece, Iran, the Netherlands, Norway, the Union of South Africa and Sweden.

The Netherlands Government also sent to the Secretariat the text of the Royal Decree of March 2nd, 1938, on the promulgation of this declaration.

The Federal Political Department informed the Secretariat that, the Swiss cantons being sovereign in matters of education, the Federal authorities regretted their inability to sign the Declaration. It emphasised, however, that the principles contained in the Declaration were consistently applied in the cantons.

Publications of the Secretariat and of the Institute concerning Education.

The fourth number of the *Bulletin on the Teaching of the Principles and Facts of International Co-operation* was published by the Secretariat in December 1937. It contains articles on the rôle of intellectual co-operation in the contemporary world,¹ on the rôle of the cinematograph and of wireless in international relations, and on the teaching of history and geography in a spirit of international co-operation. It describes the work of the League of Nations in different spheres² and the work done by the International Labour Organisation in the sphere of the protection of young workers, particularly as regards the minimum age of admission to employment. It contains a number of official documents on the work of the Intellectual Co-operation Organisation in the matter of education.

The International Institute of Intellectual Co-operation published in 1938 a new edition of the *Handbook of National Centres of Educational Information*. This contains notes on the constitution and principal activities of the institutions to which the national centres are attached in the different countries. The number of national centres has risen from thirty-three in 1934 to forty in 1938.

The last number of the *Bibliographie pédagogique internationale*, which, for the last four years, has been published annually, relates to the important books and articles which appeared in 1937. It was prepared in collaboration with thirty-three national centres.

The Institute has published the results of an international enquiry on the co-ordination of secondary education (*La coordination des enseignements du second degré*). This work deals with the principles of school and vocational selection and guidance and the relative value of the different methods, and then goes on to discuss the factors which determine the co-ordination of secondary education.

¹ By Professor Gonzague de Reynold.

² The problem of raw materials and the League of Nations; the League of Nations and international hygiene; changing aspects of child welfare.

IV. MODERN MEANS OF SPREADING INFORMATION AND INTELLECTUAL CO-OPERATION.

In accordance with the task entrusted to it by the seventeenth Assembly, the Committee on Intellectual Co-operation asked the Advisory Committee on League of Nations Teaching, assisted by the representatives of the broadcasting companies and by experts, to submit suggestions on the use of modern means of spreading information to further mutual understanding among nations.

This Committee met on July 2nd and 3rd, 1937, and expressed opinions which the Committee on Intellectual Co-operation transmitted to the eighteenth Assembly. The latter considered that some of those suggestions deserved to be acted upon.

Broadcasting.

The Assembly decided that the Committee on Intellectual Co-operation should arrange this year for a committee of experts to meet to study last year's suggestions. The Institute of Intellectual Co-operation and the Secretariat had previously approached and consulted broadcasting organisations and experts on the subject. The enquiry referred, among other matters, to the possibility of organising a service of international documentation by wireless in the sphere of international literary and artistic relations ; the creation of libraries of gramophone records and the organisation of a service for the lending and exchange of records of a documentary and educational character (folk-music) ; the possibility of supplying national companies with material on the work of the League of Nations and the main institutions connected with the League, and, lastly, the possibility of granting special facilities to broadcasting reporters proceeding abroad.

The Committee will endeavour to draw up this year a programme of collaboration with the national broadcasting companies. This very far-reaching enquiry will be pursued in 1939.

Cinematography.

The Assembly entrusted very definite tasks in the sphere of cinematography to the International Educational Cinematographic Institute and to the International Institute of Intellectual Co-operation. These tasks related in particular to the utilisation of the cinema to facilitate mutual understanding between peoples and to develop the public taste. The Rome Institute having closed down at the end of 1937,¹ the Paris Institute considered the possibility of carrying through, with its own resources, some of the tasks set by the Assembly. It thought that it was by means of an enquiry concerning the development of public taste in regard to the cinema that it could most directly resume touch with the institutions and organisations in various countries which deal particularly with the cinema from the educational, cultural and artistic points of view. This study is of a nature to facilitate the action recommended by the Assembly with a view to arranging meetings between film producers, educators and intellectuals. The enquiry is in progress.

Moreover, the Institute has asked the national centres of educational documentation to supply it with catalogues and lists of educational and instructive films produced in their respective countries. Several of these centres have already responded to this request. The Institute is now in a position to prepare, as regards part of the educational cinematographic production of the world, an international card-index which will provisionally remedy the absence of an international catalogue of documentary and scientific educational films.

V. SCIENTIFIC QUESTIONS.

On July 9th, 1937, an agreement was signed at the Paris Institute which had been under negotiation for several years between the International Council of Scientific Unions and the Intellectual Co-operation Organisation.*

¹ See below, page 165.

* Document C.327.M.220.1937.XII, page 34 (see *Official Journal*, December 1937, page 1013).

In virtue of this agreement, the International Council of Scientific Unions will henceforward act as an advisory body for the Intellectual Co-operation Organisation. In this capacity, the latter will consult it on all problems of a scientific character which have been referred to it. Furthermore, the International Council of Scientific Unions will consult the Intellectual Co-operation Organisation on all international matters concerning the organisation of scientific work.

The programme of the Intellectual Co-operation Organisation in the sphere of the exact sciences was defined in the resolutions adopted at a joint meeting of the Executive Committee of the International Council of Scientific Unions and the Committee of Scientific Advisers of the Intellectual Co-operation Organisation,¹ held at Paris on July 9th and 10th, 1937. This programme relates to the better co-ordination of the activities of research workers in the same scientific field, to the co-ordination of the publication of old scientific manuscripts, to the organisation of scientific "Conversations", to such subjects as plant hormones, vitamins, the dual electric layer, etc.

First Scientific "Conversation"

The first scientific "Conversation" was held at Warsaw from May 30th to June 4th, 1938. It had been organised with the generous support of the Polish National Committee on Intellectual Co-operation and of the Polish Government.²

¹ Document C.327.M.220.1937.XII, page 34 (see *Official Journal*, December 1937, page 1013).

² The discussion referred to the following reports :

(1) The need for an indeterminist interpretation of the formal structure of quantum mechanics; the value of the indeterminist proof given by J. von Neumann. Objections to the complete character of the quantum theory. The process of commensuration as a phenomenon *sui generis* having an indeterminist character (Professor Niels Bohr) ;

(2) Questions concerning the relationship between quantum mechanics and the theory of relativity (Professor Louis de Broglie) ;

(3) Limits of the applicability of the present system of theoretical physics (nature of elementary particles, action of high-power particles). Difficulties bound up with the quantum theory of the electro-magnetic field (Professor Kramers) ;

(4) Problem of the individuality of elementary particles and its relation to quantum statistics and the Pauli postulate (Professor L. Brillouin) ;

(5) Cosmological applications of the quantum theory (Sir Arthur Eddington) ;

(6) Positivist and realist trends in the philosophy of physics (Professor Paul Langevin).

In addition, Professors O. Klein and Milne respectively prepared supplementary

Co-ordination of Research Activities in the Same Field of Science.

Study Meeting on Phytohormones. — In collaboration with the International Union for Biological Sciences, the Institute was able to organise at Paris on October 1st and 2nd, 1937, a first meeting for the study of phytohormones. The Committee of Specialists¹ discussed the chemistry of phytohormones and other growth substances; phytohormones in the various groups of plants; the problem of phytohormones and metabolism; the relations of phytohormones to stimulating substances and irritability of plants; the action of phytohormones on growth, cell division and the genesis of organs.

Publication of Old Scientific Works. — A second study meeting was organised at Prague on December 3rd and 4th, 1937, in co-operation with the International Council of Scientific Unions and the Czechoslovak Research Council. This meeting was devoted to the study of the possibilities of publishing old scientific manuscripts.²

Physico-chemical Methods of determining Molecular and Atomic Weights of Gases. — A third study meeting took place on December 17th and 18th, 1937, at Neuchâtel, in collaboration with the International Union of Physics. It was held in the laboratory of Professor Jacqueroed, who took the chair. The purpose was to arrive at an agreement on the best methods of studying this problem, which is under discussion between the universities of Leeds (represented by Professor Whytlaw-Gray) and Madrid (represented by Professor Moles).

Two reports served as a basis for discussion, the first on the

reports on: "Some remarks on the theory of the nuclear field" and "Possible approach to the problem of nuclear dynamics".

The following took part in the "Conversation", under the chairmanship of Professor Bialobrzewski: Professors E. Bauer, Niels Bohr, L. Brillouin, L. de Broglie, C. Darwin, Sir Arthur Eddington, R.H. Fowler, G. Gamow, S. Goudsmit, E. Hylleraas, O. Klein, H. A. Kramers, L. de Kronig, P. Langevin, Møller, J. von Neumann, F. Perrin, L. Rosenfeld, W. Rubinowicz, S. Szczeniowski, L. Wertenstein, E. P. Wigner and F. J. Wisniewski.

¹ The following took part: M. F. Kögl, M. Niels Nielsen, M. V. J. Königsberger, M. Bouillenne, M. Boysen Jensen, M. Zollikofer, M. R. Dostal, Mr. G. S. Avery and M. M. J. Sirks.

² The following took part: M. Bialobrzewski, Professor of Theoretical Physics at Warsaw University; M. Hunger, Director of the Institute of Scientific History at Leyden; and M. Nemeč, Professor of Plant Physiology and Anatomy at the Faculty of Science of Prague University.

method of marginal pressures and the second on the method of marginal densities. The discussions also referred to the interpretation of the results obtained and to the improvement of the methods studied.¹

Co-ordination of Science Museums.

The Institute continued in 1937/38 to concern itself with the co-ordination of science museums and with the monthly publication of the bulletin dealing with these museums.²

VI. ARTS, ARCHÆOLOGY AND ETHNOLOGY.

Work of the International Museums Office.

Protection of Monuments and Works of Art in Time of War.

— This question was officially referred to the International Museums Office as a result of a recommendation by the Sixth Committee of the 1936 Assembly. A report³ was submitted to the International Committee on Intellectual Co-operation, which approved the holding of a conference of experts at which the various aspects of the problem should be studied by jurists and soldiers. A draft Convention was prepared; it will be submitted to the International Committee on Intellectual Co-operation and the Council and Assembly of the League of Nations with a view to a possible consultation of Governments.

International Convention on the Protection of National Artistic and Historical Possessions. — This problem has been under consideration since 1933. A draft Convention has been framed and there have been two consultations of Governments regarding it. The 1937 Assembly and the Council at its session of January 1938 approved, in principle, the holding of a diplomatic conference to conclude this Convention. The conference has, however, been postponed with a view to supplementary studies.

¹ This meeting was attended by Professor Jacqueros (Neuchâtel), Professor Whytlaw-Gray (Leeds), Professor Cawood (Leeds), Professor Lepape (Paris), Professor Klemenc (Vienna), Professor Moles (Madrid), Professor Keesom (Leyden) and Professor Timmermans (Brussels).

² *Les Musées scientifiques*, a bilingual bulletin (in French and English) which contains information on the different activities of the scientific museums and their staff, acquisitions and transformations of these museums, and the various scientific missions which concern them.

³ By Professor Charles De Visscher, legal expert.

International Charter concerning Antiquities and Excavations.
— The Final Act of the International Excavations Conference, organised by the International Museums Office at Cairo in March 1937, was approved by the Assembly on September 30th, 1937, and recommended to Governments for their guidance in legislating on the subject of antiquities and excavations.¹

The International Museums Office has also provided the secretariat for the other services of the International Institute of Intellectual Co-operation dealing with art and archæology — namely, the International Commission on Historical Monuments, the International Office for Institutes of Archæology and History of Art, the International Committee for Folk Arts and the International Studies Centre for Architecture and Town Planning.

Lastly, it should be mentioned that, in 1938, a new periodical appeared under the title *Research*, which will study in the international sphere the fundamental problems of research in art, archæology and ethnology.²

VII. RULES FOR INTERNATIONAL COMPETITIONS IN ARCHITECTURE AND ASSOCIATED ARTS.

This question, which the International Committee on Intellectual Co-operation has been called upon to consider on several occasions, arose out of a request made by the United Kingdom Government to the Council of the League of Nations (February 1933) concerning the preparation of rules for international competitions in architecture.

In 1936, the International Committee on Intellectual Co-operation adopted a resolution for summoning a Committee to be entrusted with the preparation of a model set of rules for such competitions. On that occasion, it intimated that, in its opinion, it was not desirable to provide in the said rules for the

¹ See document C.327.M.220.1937, pages 84-88, for the text of the Final Act. (See *Official Journal*, December 1937, page 1063.)

² Other publications of the International Museums Office: the review *Museion*, a series of forty-four volumes and over eighty special supplements; a handbook on the preservation of paintings, for the use of museum curators; a treatise on the technique of archæological excavations, for the use of administrations of antiquities and archæological institutes, and a compendium of comparative legislation on ancient monuments. These publications may be obtained from the International Institute of Intellectual Co-operation, 2, rue de Montpensier, Paris.

creation of a permanent organisation to supervise international competitions.

A Drafting Committee, set up by the International Committee on Intellectual Co-operation, met in Paris on April 6th and 7th, 1938. Its report will be submitted to the International Committee at its plenary session in July, and will be transmitted by the latter to the Council of the League of Nations.

The draft contains provisions on the aim and scope of the regulations, the organisation and publicity of competitions, the giving of prizes, rewards and compensation, the organisation and working of the juries, and the settlement of disputes. This draft has not the character of rules strictly so called ; it is sufficiently elastic to be adaptable to particular circumstances and to meet the various requirements inherent both in the geographical situation and in the respective traditions, customs and needs of the various countries.

VIII. LITERARY COLLECTIONS.

The literary collections of the International Institute of Intellectual Co-operation aim at extending the international diffusion of the principal classics of the different countries by publishing French or English translations. They are due to the generosity either of Governments or of intellectuals in the countries concerned.

Ibero-American Collection.

The Publication Committee of this Collection met at the Institute on December 19th, 1937. Negotiations are in progress with the Department of State for National Education of Cuba with a view to the publication of a work dealing with " Cuban Musical Folklore ".

Two new volumes appeared in the first half of 1938 : " Traditions péruviennes ",¹ by Ricardo Palma, with a preface by Clemente Palma, and " Folklore chilien ",² with a preface by Mlle. Gabriela Mistral.

¹ A picturesque, dramatic or humorous chronicle of old Peru.

² The texts were selected and translated by Georgette and Jacques Soustelle. The volume contains Araucan tales and poems and Chilean narratives of Spanish origin.

As a result of conversations with the Argentine National Committee on Intellectual Co-operation, an agreement was reached regarding the third volume of the Argentine Collection, which will be "Martin Fierro", by Hernandez, translated both in blank verse and literally by M. Marcel Carayon.

The dramatic works of Florencio Sanchez, an Uruguayan author, will shortly appear ("M'Hijo el Doctor", "Los Muertos", "Barranco Abaja", "Moneda Falsa", "En Familia").

Japanese Collection.

A second volume of the Japanese Collection, "L'Art, la Vie, et la Nature au Japon", by Professor Anesaki, is at present in the press. The translation of "Kokoro", the third volume in the collection, has been entrusted to M. Daigaku Horiguchi and M. Georges Bonneau.

Index Translationum.

This international bibliography of translations, initiated in 1932, continues to be published by the Institute. The Spanish bibliographical lists have ceased to appear owing to political events. On the other hand, a new country is contributing — namely, the Netherlands, whose lists are published with the assistance of the Netherlands National Committee on Intellectual Co-operation.¹

IX. INTELLECTUAL AGREEMENTS.

In January 1938, the Institute published the "Recueil des Accords intellectuels" ("Compendium of Intellectual Agreements") which reproduces the texts of thirty-six bilateral agreements and of a number of general Conventions, resolutions adopted by international conferences, etc. The compendium contains an annex giving particulars concerning the application of the agreements and a synoptic table. The *Bulletin* of the Institute will in future publish all texts of agreements of this kind which it receives.

¹ The bibliography now refers to publications of the following countries: the United Kingdom, Czechoslovakia, Denmark, France, Germany, Hungary, Italy, the Netherlands, Norway, Poland, Roumania, Sweden, the Union of Soviet Socialist Republics and the United States of America.

X. INTELLECTUAL RIGHTS.

As regards intellectual rights, the Institute's activities have been divided between the protection of scientific thought and the protection of authors' rights.

As regards the first point, support has been given to national efforts to ensure the legislative protection of the authors of scientific discoveries or inventions of a theoretical character. Circumstances have not yet permitted of the submission to a diplomatic conference of the draft international Convention prepared under the Institute's auspices.

An International Congress of Inventors and Industrial Artists, held at Paris in July 1937, provided an opportunity for a fresh discussion of various aspects of the problem. It adopted a recommendation calling upon the public authorities of the various countries to take steps associating industrial undertakings in the sacrifices rendered necessary by the development of scientific research. The International Confederation of Intellectual Workers, at whose proposal the action of the Intellectual Co-operation Organisation of the League of Nations in this sphere was originally undertaken, has itself received new suggestions from several of its national groups showing their growing interest in the problem.

As regards authors' rights, the Institute has maintained its close co-operation with the Berne Union and with the professional groups concerned with a view to an early revision of the Union Convention. Its principal proposals (extension of moral rights, protection of the authors' rights of journalists, recognition of the *droit de suite*, institution of an international jurisdiction) have received fresh support. Moreover, the preparation of the universal charter of authors' rights, conducted in concert with the Belgian administration, is progressing favourably. The preliminary work is dealt with in a first memorandum communicated by the Belgian Government, for observations and opinions, to all the Governments of the two continents.

In addition, in response to an appeal addressed to it by the second International Congress of Comparative Law, the Institute, in agreement with the Rome International Institute for the Unification of Private Law, has undertaken a study of the

possibilities of regulating publishers' contracts on the international plane. This work is to be carried out in collaboration with the International Confederation of Societies of Authors and Composers.

As in other years, the Institute convened the statutory meeting of the representatives of institutions dealing with intellectual rights. This meeting, which was held on June 29th, 1938, ensured the co-ordination of the work carried out respectively by the International Institute of Intellectual Co-operation, the International Labour Office, the Rome International Institute for the Unification of Private Law, the International Bureaux at Berne and the Secretariat of the League of Nations.

XI. NATIONAL COMMITTEES ON INTELLECTUAL CO-OPERATION.

The liaison between the national committees on intellectual co-operation, the Secretariat and the Institute of Intellectual Co-operation received a fresh impetus from the second general Conference of those committees, held at Paris from July 5th to 9th, 1937. The records of this Conference have been published.¹ They contain full particulars of the activities of the different committees, particularly as regards inter-American and regional intellectual co-operation.

In conformity with the Conference's recommendation to encourage closer relations between national committees having special affinities with each other, the Chilian Committee on Intellectual Co-operation has taken the initiative of convening a conference of the national committees of the American continent at Santiago de Chile in June 1939. The promoters of this conference have asked for the assistance of the League of Nations. The agenda will relate to the activities of the national committees on intellectual co-operation of the American countries; the creation of committees in countries which do not yet possess them, and different questions of special concern to the cultural relations of American countries (organisation of "Conversations"; use of broadcasting, the cinematograph and the Press for purposes

¹ Document C.530.M.369.1937.XII.

of education and *rapprochement*; exchange of teachers and students between American countries; American archæology, etc.). Lastly, a discussion will take place on America's mission in the intellectual sphere as a factor in the organisation of peace.

XII. INTERNATIONAL ACT CONCERNING INTELLECTUAL CO-OPERATION.

At its thirteenth session, in July 1936, the Governing Body of the International Institute of Intellectual Co-operation drew the attention of the Assembly of the League of Nations to the importance of the financial contributions paid by certain States to the Institute and to the advantage of guaranteeing their continuity and extension in the form of a convention. During the "Intellectual Co-operation Month" organised at Paris in 1937, this question was discussed at the second General Conference of National Committees on Intellectual Co-operation, and a draft International Act was prepared for the purpose of strengthening the legal and financial situation of the Institute and promoting the constitution and development of national committees.

At its meeting on May 13th, 1938, the Council endorsed the proposals and suggestions of the Executive Committee of the Intellectual Co-operation Organisation and entrusted the French Government with the convocation of a conference to give final form to this International Act.¹

¹ Twenty-six Governments have communicated their observations up to the present on this draft International Act. These replies may be summarised as follows :

(1) The following welcome the draft Act, while reserving the right to submit various observations at the Conference: Argentine Republic, Belgium, Brazil, China, Czechoslovakia, Spain, Switzerland, Yugoslavia ;

(2) The following had no constructive observations to make : Norway, Siam, United States of America ;

(3) The following had no objection to make : Denmark, Hungary, Latvia ;

(4) The Union of South Africa has no observations to offer, the draft Act being wholly acceptable.

(5) Canada considers that present circumstances, including the altered status of the International Educational Cinematographic Institute and of the Institute for the Unification of Private Law, and the effect of this upon the question of finances and co-ordination, make it desirable that further

XIII. CLOSING OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE AT ROME.

In a letter, dated December 27th, 1937,¹ the Italian Minister for Foreign Affairs informed the Secretary-General that, in view of the withdrawal of Italy from the League, the Italian Government had no alternative but to conclude that the undertaking assumed in the note of January 7th, 1928, which stated the terms on which the International Educational Cinematographic Institute was founded, had ceased to apply.

The Secretary-General communicated this letter to the Council and to the Members of the League.²

consideration should be given to the whole question of international intellectual co-operation before such a conference is summoned ;

(6) Estonia agrees to the Act in principle and considers it with the keenest interest.

(7) France considers that the adoption of the Act would conduce to the development of the work of the Intellectual Co-operation Organisation, and the French Government will therefore be represented at the Conference ;

(8) The Netherlands declares itself in general agreement with the draft Act, but proposes various amendments ;

(9) The following acknowledged receipt or informed the Secretary-General that the draft was under consideration : Egypt, Mexico, New Zealand, Peru, Venezuela.

Iraq, Poland and Roumania referred in their replies to financial considerations. The Polish Government nevertheless welcomes the draft Act and expresses the opinion that closer consideration should be given to the principles and activities of the national committees.

The Government of India feels unable to become a party to an International Act containing a provision stipulating a financial contribution to an international institute established by the generosity of a single Government, as such a course would tend to prejudice the acceptance of future offers made by individual Governments.

¹ See *Official Journal*, January 1938, page 14.

² On May 13th, 1938, the Council considered the effect of the closing of the International Educational Cinematographic Institute on the Convention for facilitating the International Circulation of Films of an Educational Character, signed at Geneva on October 11th, 1933, as the Institute played a part in the selection of such films. The Council proposed that the States which had ratified the Convention, or which had signed it but not yet ratified it, should meet in conference at Geneva during the nineteenth session of the Assembly of the League (September 1938). The Secretary-General could, on the basis of these replies and after consultation with the President of the Council and the United Kingdom Government, which made the proposal, convene the conference and fix the date.

16.

INTERNATIONAL BUREAUX.

I. RELATIONS WITH INTERNATIONAL BUREAUX.

The number of international bureaux placed under the direction of the League of Nations in virtue of Article 24 of the Covenant has not changed since the last Assembly. As in the past, the bureaux have sent to the Secretariat publications, reports and circular letters addressed to their respective members.¹

II. RELATIONS WITH INTERNATIONAL ORGANISATIONS.

Increased activity has been shown by international organisations and associations in so far as this takes the form of the organisation of international congresses. The number of international meetings held during the past year was much larger than in previous years.

These congresses dealt with the most varied aspects of international life in their discussions and resolutions. The present relations between Governments, the study of the problem of peace and religious questions have occupied a large place in these discussions. Moreover, the associations of members of the teaching profession or students, as well as other organisations

¹ International Hydrographic Bureau ; International Commission for Air Navigation ; International Central Office for the Control of the Liquor Traffic in Africa ; International Bureau for Information and Enquiries regarding Relief to Foreigners ; Nansen International Office for Refugees ; International Exhibition Bureau.

with an educational purpose, have examined the questions which arise in connection with the instruction already given, or to be given in future, on the interdependence of peoples and the co-existence of the main cultural groups.

The women's associations, the workers' organisations and the Press have also felt the need of developing and intensifying all forms of international collaboration in their respective spheres of activity. The meetings held by the scientific and technical associations have brought out the advanced stage of organisation of the different branches and have shown a keen desire to co-ordinate both the progress already made and current research.

The international organisations of an industrial, commercial and financial character have examined a series of reports and communications aimed at emphasising the necessity of international co-operation and of facilitating the latter.

The activity which has been observed in this immense international sphere seems to have been somewhat influenced by the scheme of the International Exhibition of 1937 — 'Art and Technique in Modern Life' — which was held at Paris. Some hundreds of national and international congresses were convened in connection with this international manifestation. A number of predominantly national organisations organised special international congresses dealing with certain aspects of modern art and technique; some of these congresses were organised for the first time.

The activities of the numerous international organisations established at Geneva and forming part of the Federation of semi-official and private international institutions gave encouraging results. Thanks to the accommodating spirit shown by the Swiss Confederation and the Canton of Geneva, as owners of the former building of the League Secretariat, the idea put forward by the Federation to create an international centre by placing the old headquarters of the League of Nations at the disposal of these organisations was realised in the best possible conditions. On September 29th, 1937, the premises of this new international centre, which at present houses thirty international institutions, were inaugurated.

III. PUBLICATIONS.

The Secretariat published two numbers of the *Bulletin of Information on the Work of International Organisations*, the first in December 1937 and the second in June 1938.

Brief particulars were given of the work of some two hundred international conferences and congresses.

The English edition of the *Handbook of International Organisations*, enlarged and thoroughly revised, was published at the beginning of the year. It contains brief notices on the aims, structure and methods of work of over 650 international organisations, official unions or bureaux, private associations or federations, etc.

* * *

The International Bureaux Section has continued its work of documentation regarding the constitution and activities of international organisations of a public or private character, as it has done in the past. The information collected has enabled the Section to respond to various requests for information.

17.

BUDGETARY AND ADMINISTRATIVE QUESTIONS.

I. ACCOUNTS FOR THE YEAR 1937.

The accounts for the year 1937 were examined by M. U. A. J. Brunskog, recently appointed Auditor, and were considered by the Supervisory Commission, whose report is submitted to the 1938 Assembly.¹

II. GENERAL FINANCIAL RESULTS OF THE YEAR 1937.

The budget amounted to 29,184,128 Swiss francs ; the expenditure was 27,592,474.89 Swiss francs. The receipts in respect of contributions for that year amounted to 31,232,023.72 Swiss francs, and the total income, including contributions for previous years and miscellaneous receipts, was 34,125,819.31 Swiss francs. The cash surplus for the year 1937 is therefore 6,533,344.42 Swiss francs, but is reduced to a net sum of 6,445,048.95 Swiss francs, or 4,558,625.20 gold francs, after deduction of the proportion accruing to States which are Members of the International Labour Organisation but not of the League.

This favourable result is due to :

(1) (a) Profits on the contributions for 1936 paid after the devaluation of the Swiss franc on September 26th, 1936.

(b) Profits on the contributions for 1937 which, in accordance with the decision of the 1936 Assembly, were reduced by 20% as against an actual depreciation of the Swiss franc of 29.269%.

¹ Document A.3.1938.X.

(2) Greater regularity — attributable in part to the efforts of the Special Committee on Contributions — in the payment of current contributions, which increased from 91¾% of the budget of 1936 in 1936 to 94.61% of the budget for 1937 in 1937. Further, the total receipts for the year 1937, including arrears and the amount of surplus refunded to States in the form of reductions in contributions due, amounted to 102.37% as compared with 101.03% for the year 1936.

(3) Economies by the Administrations.

III. FINANCIAL POSITION OF THE LEAGUE ON JUNE 1ST, 1938.

Results of the First Five Months.

During the first five months of the year 1938, the amount of contributions received totalled 10,260,173.74 gold francs, or 45.23% of the budget, as against 10,873,183.97 gold francs, or 46.57% of the budget, for the corresponding period last year.

Of the sums paid, 9,862,668.42 gold francs represented payments in respect of the current year and 397,505.32 gold francs in respect of arrears.

General Situation and Disposal of Surplus for 1937.

At its session held in May 1938, the Supervisory Commission¹ decided to take from that part of the surplus, amounting to 2,110,209.78 gold francs, which represented the difference between the gold and Swiss franc values of contributions for the financial year 1937, the amount necessary to keep the contributions of States Members at their present level after allowing for the decrease in the number of units which will take place next year. It further proposed that the balance of 1,060,209.78 gold francs, which remains after deducting the sum of 1,050,000 gold francs required for this purpose, should be used for the reduction of future contributions; for it may be apprehended that, in 1940, the withdrawal of certain States will result in additional burdens which will have to be limited by every possible means.

¹ See document A.5.1938.X.

With regard to the balance of the total surplus, amounting to 2,448,415.42 gold francs, the Supervisory Commission proposed that a sum of 240,586.22 gold francs should be transferred to the Guarantee Fund; it adjourned to its September session a decision as to the disposal of the remainder, amounting to 2,207,829.20 gold francs.

The various financial documents and reports submitted to the Assembly show that the financial situation of the League continues to be thoroughly sound.

IV. BUDGET FOR THE YEAR 1939.¹

The total budget for 1939, including the budgets of the Secretariat, the International Labour Organisation and the Permanent Court of International Justice, amounts to 30,678,250 Swiss francs.

The reduction of 1,595,001 Swiss francs over 1938 is mainly attributable to the elimination of credits provided for the assistance of refugees and expenditure resulting from currency depreciation, and a diminution in the budget of the Secretariat.

The budget of the Secretariat amounts to 15,017,782 Swiss francs, 911,549 Swiss francs less than for 1938. The principal cause is the reduction of 752,557 Swiss francs in the credit provided for technical collaboration with China and the transfer to another part of the budget of the credit in respect of the New York World's Fair, for which a net sum of 50,000 francs was included in the 1938 estimate.

The 1939 budget includes, under a new Part XII, a credit of 700,000 francs for the participation of the League in the New York World's Fair. This credit corresponds to the difference between the gross amount for which provision was made in the 1939 budget of the Secretariat (300,000 francs, including 250,000 francs from the Guarantee Fund) and the figure of one million, which the Supervisory Commission, in its report to the Council and the Assembly,² set as the maximum aggregate sum which the participation of the League in the Fair should involve.

¹ See documents A.4, A.4(a), A.4(b).1938.X.

² Document A.5(c).1938.X.

V. CONTRIBUTIONS IN ARREAR.

At its last session, the Assembly approved the recommendations of the Special Committee on Contributions in the case of the contributions of four States. The Assembly renewed the Special Committee's term of office for a further year, on the understanding that it would not be empowered to make new arrangements with States in arrear except in regard to those at present pending.

The amount of arrears as at December 31st, 1937 (excluding consolidated arrears, arrangements for the payment of which have been concluded), amounted to 1,753,446.57 gold francs due by seventeen States.

The Special Committee on Contributions, which has already met this year, will hold a session in the summer with a view to the adoption of its report to the Assembly.

18.

LEGAL AND CONSTITUTIONAL QUESTIONS.

I. MEMBERSHIP OF THE LEAGUE OF NATIONS AND
OF THE COUNCIL : CHANGES DURING THE YEAR 1937/38.

On September 20th, 1937 (eighteenth session of the Assembly), Iran and Peru were elected Members of the Council. On the same date, Spain, Turkey and Chile ceased to be Members.

On September 29th, 1937, Belgium was elected a Member of the Council.

* * *

By a telegram dated December 11th, 1937, the Italian Minister for Foreign Affairs informed the Secretary-General that Italy was withdrawing on that date from the League of Nations. The Secretary-General acknowledged this telegram, from which it resulted that Italy had given notice on December 11th of her intention to withdraw from the League of Nations in accordance with Article 1, paragraph 3, of the Covenant.

The telegram from the Italian Government and the Secretary-General's reply were communicated to the Members of the League.¹

* * *

In a letter dated March 18th, 1938, the Secretary of State for Foreign Affairs of the German Reich communicated to the Secretary-General the text of the Reich Law concerning Austria, which had been adopted and promulgated by

¹ See *Official Journal*, January 1938, page 10.

the German Government on March 13th. He added that the former Federal State of Austria had, on the date of the promulgation of the Law, ceased to be a Member of the League of Nations.

The letter from the Secretary of State for Foreign Affairs of the German Reich, and the Secretary-General's reply acknowledging this communication regarding Austria's situation in relation to the League of Nations, were forwarded to the Members of the League.¹

* * *

By a letter dated May 31st, 1938 and received on June 2nd, the Permanent Delegate of Chile accredited to the League of Nations communicated to the Secretary-General a letter from the Chilean Minister for Foreign Affairs dated May 14th, 1938, giving two years notice of Chile's withdrawal from the League of Nations under Article 1, paragraph 3, of the Covenant.²

The letter from the Permanent Delegate of Chile and that from the Minister for Foreign Affairs, together with the Secretary-General's reply, were communicated to the Members of the League.³

II. CONSTITUTION, PROCEDURE AND PRACTICE OF LEAGUE COMMITTEES.

Proceeding with the measures for the reform and co-ordination of the constitution, procedure and practice of Committees of the League of Nations, the Council finally adopted, on January

¹ See documents C.102.M.54.1938.VII and C.102(a).M.54(a).1938.VII (*Official Journal*, March-April 1938, pages 237 and 238). In a letter to the Secretary-General, dated March 19th, 1938, the Mexican Government requested that its declarations regarding Austria should be communicated to the Members of the League (document C.101.M.53.1938.VII, see *Official Journal*, March-April 1938, page 239).

² In his letter, the Minister for Foreign Affairs of Chile stated that, notwithstanding the effects of the present notification on its position with regard to the League of Nations, it was his Government's intention to continue its participation in the International Labour Organisation, the Permanent Court of International Justice and the other technical bodies connected with the League in which such participation on the part of States not members of the League was permissible under the relevant provisions.

³ See document C.202.M.110.1938.VII (*Official Journal*, July 1938, page 616).

29th, 1938 (one-hundredth session),¹ the new Statute of the Organisation for Communications and Transit.² It thus laid down the method of electing the States called upon to appoint, in agreement with the Council, the members of the Committee for Communications and Transit, a question not previously settled. Rules of Procedure for General and Limited Conferences are annexed to the Statute.

On September 29th, 1937 (ninety-ninth session), the Council approved the draft Rules of Procedure of the International Committee on Intellectual Co-operation drawn up within the limits of the General Regulations on Committees of the League of Nations. The Committee on Intellectual Co-operation will endeavour to submit, in the course of 1938, a complete draft statute for the Council's approval.

III. WORK OF THE INTERNATIONAL CONFERENCE ON THE REPRESSION OF TERRORISM.

This Conference, which was convened in virtue of the Assembly's resolution of October 6th, 1937, was in session at Geneva from November 1st to 16th, 1937. It was the last stage in the investigation of international remedies for terrorist activities of international significance which was set on foot by the Council on December 10th, 1934, in consequence of the assassination of King Alexander and M. Barthou (October 9th, 1934).

The Conference was composed of plenipotentiaries of thirty-five States.³

The President of the Conference was His Excellency Count Carton de Wiart (Belgium), appointed by the Council of the League of Nations.⁴

¹ See *Official Journal*, February 1938, page 111.

² For the text, see *Official Journal*, February 1938, pages 218 *et seq.*

³ Afghanistan, Albania, Argentine Republic, Belgium, United Kingdom, Bulgaria, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Greece, Haiti, Hungary, India, Latvia, Lithuania, Mexico, Monaco, Netherlands, Norway, Peru, Poland, Roumania, San Marino, Spain, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay, Venezuela and Yugoslavia. Brazil was represented by an observer.

⁴ M. Jules Basdevant (France) and His Excellency Dr. Enrique Ruíz Guiñazú (Argentine Republic) were elected Vice-Presidents by the Conference; the former was Chairman of the Drafting Committee and, owing to the unavoidable absence of the President, also presided over the later meetings of the Conference. His Excellency M. Vespasian Pella (Roumania) was elected Rapporteur.

Two draft Conventions, which had been drawn up by the Committee of Experts appointed by the Council in 1934 and which had been revised in the light of the criticisms made by the Assembly of 1936, were submitted to the Conference and were adopted by it with amendments.¹ The drafts deal respectively with the repression of terrorism and with the creation of an International Criminal Court having jurisdiction in certain circumstances over offences dealt with in the other Convention.

*Convention for the Prevention and Punishment of Terrorism.*²

The Convention dealing with terrorism opens with an affirmation of “the principle of international law in virtue of which it is the duty of every State to refrain from any act designed to encourage terrorist activities directed against another State, and to prevent the acts in which such activities take shape”.

Each contracting country undertakes to punish, with the same severity as if they had been committed against that country itself, acts committed on its territory which are directed against another contracting country, fall within the list of offences set out in Article 2, and have the characteristic of being “intended or calculated to create a state of terror in the minds of particular persons, or a group of persons, or the general public” (Article 1, paragraph 2). Conspiracy, certain forms of incitement, wilful participation and assistance knowingly given in the commission of such terrorist acts are also to be punished (Article 3), whatever be the country in which the terrorist acts are to be performed.

If the author of an offence mentioned in Articles 2 or 3 escapes to another contracting country, the Convention provides for his extradition, or alternatively for his prosecution and punishment, but these obligations are limited by provisions safeguarding the right to grant asylum to political offenders and by the existing rules of the criminal law of the country of refuge.

Under Article 12, contracting countries must take, within the limits of their law and administrative organisation, the measures which they consider appropriate for the effective prevention of all activities contrary to the purpose of the Convention.

¹ See records of the Conference, document C.94.M.47.1938.V (Ser. L.o.N. P. 1938.V.3).

² Document C.546.M.383.1937.V (see *Official Journal*, January 1938, page 23).

There follow articles dealing with the control of the trade in and possession of fire-arms and ammunition, with offences connected with passports, with co-operation by means of exchange of information and with the execution of " letters of request " — *i.e.*, requests to have evidence taken in connection with prosecutions for acts covered by the Convention.

*Convention for the Creation of an International
Criminal Court.*¹

The idea on which this Convention is based is that there are cases in which a State, having in its hands a person accused of having committed in another country a terrorist offence for which it ought normally to extradite him, or to prosecute him in its own courts, would be glad to substitute for extradition or prosecution a trial before an international court of undoubted impartiality, and that the international repression of terrorism would be furthered by creating this possibility.

The International Criminal Court is to be established for this purpose. The countries which are parties to the Convention by which it is created must at the same time be parties to the Convention dealing with terrorism, and they will be entitled as between themselves to fulfil any obligation to extradite or prosecute which arises under the latter Convention by committing the accused to the International Court for trial. The Court will not have any jurisdiction over offences against countries which are not parties to the Convention establishing the Court.

The Court will be a permanent body composed of five regular judges and five deputy judges, chosen by the Permanent Court of International Justice, if that Court consents, from among candidates nominated by the parties to the Convention. The Court will sit only when there are cases to be tried, and when sitting to try a case will consist of five members, but if it has to apply the law of a State of which no sitting judge is a national, it may invite a jurist who is an authority on such law to sit as an assessor in a consultative capacity.

The Court will not be an institution forming part of or depending on the League of Nations. Its administration and finances

¹ Document C.547.M.384.1937.V (see *Official Journal*, January 1938, page 37).

will be managed by meetings of representatives of the parties to the Convention. The seat of the Court will be The Hague. The work of its registry will be performed by the Registry of the Permanent Court of International Justice, if that Court consents.

At the time of writing, the Convention dealing with terrorism had received twenty-three signatures and the other Convention twelve signatures, but no ratifications of either Convention had been deposited.

IV. STUDY OF THE LEGAL STATUS OF WOMEN.

The question of the legal status of women in all its aspects¹ was considered by the Assembly in 1935 and 1937. In both years, the Assembly had before it statements drawn up by the women's international organisations which have concerned themselves with the matter. In addition to a large amount of information regarding the existing position, these documents set out the desiderata of the various organisations. In 1937, the Assembly also had under consideration memoranda from some thirty Governments.

These memoranda and the discussions to which they gave rise revealed the strength and extent of the movement for the removal of differences in the legal position of the sexes and the sympathy felt for the ideals underlying this movement, but they also brought to light the difficulties in the way of action by the League of Nations in connection with a matter which certain of its Members regard as lying entirely outside its proper field and which in any case raises a multiplicity of highly complex legal and social problems having very different aspects according to the social and legal habits and structure of different countries.

In these circumstances, the Assembly decided, on September 30th, 1937, that, without prejudice to the question of other action by the League in the future, steps should be taken for the publication of a comprehensive survey of "the legal status enjoyed by women in the various countries of the world as the result of the provisions of national law and the application of

¹ The question of the legal status of women as regards nationality was considered by the Assembly in 1931, 1932 and 1933, and was discussed as a separate question in 1935.

those provisions". Two subjects were excluded — viz., questions of nationality as such, since the Assembly had dealt with this matter in its resolution of September 27th, 1935, and "the question of conditions of employment", which the Assembly in 1935 had recognised to be one falling within the sphere of the International Labour Organisation.

The Assembly's resolution contemplates that the investigation of the laws of the various countries will be carried out by the competent scientific institutions under the direction of a Committee of experts appointed by the Council — the "Committee for the Study of the Legal Status of Women". This Committee's task is to determine the exact scope of the investigation, to apportion the work among the different institutes and maintain the necessary contact with them during its progress, and to take full and entire responsibility for the form and contents of the volume or volumes to be published by the League.

The Committee was appointed by the Council on January 28th, 1938.¹ The institutes mentioned at the Assembly were the International Institute of Rome for the Unification of Private Law, the International Institute of Public Law and the International Bureau for the Unification of Penal Law. All three have consented to take part in the work. Other appropriate bodies may of course be applied to if desired.

At its first session (April 4th to 12th, 1938), the Committee for the Study of the Legal Status of Women was able to arrange for the three scientific institutes to begin the enquiry at once. Representatives of the institutes² met the Committee and discussed with it the tasks which the institutes would respec-

¹ The Committee consists of the following members: Professor H. C. Gutteridge, K.C. (United Kingdom), Professor of Comparative Law in the University of Cambridge (*Chairman*); Mme. Paul Bastid (France), Professor in the Faculty of Law of the University of Lyons; M. de Ruelle (Belgium), Legal Adviser of the Belgian Ministry for Foreign Affairs, member of the Permanent Court of Arbitration; Mme. Anka Godjevac (Yugoslavia), Doctor of Law, Technical Adviser of the Yugoslav Delegation at the Codification Conference (1930); Mlle. Kerstin Hesselgren (Sweden), Member of the Second Chamber of the Riksdag, Rapporteur on the Status of Women to the First Committee of the Assembly (1937); Miss Dorothy Kenyon (United States of America), Doctor of Law; M. Paul Sebestyén (Hungary), Counsellor of Section, Chief of the International Treaties Section at the Ministry for Foreign Affairs.

² Professor Sauser-Hall, of the University of Geneva, for the International Institute for the Unification of Private Law; M. Mirkine-Guetzévitch for the International Institute of Public Law; and M. Donnedieu de Vabres, Professor of Criminal Law in the Faculty of Law at Paris, for the International Bureau for the Unification of Penal Law.

tively undertake. On points relating to the demarcation between the Committee's sphere and that of the International Labour Office, the Committee consulted a representative of the Office. A "scheme of work" was drawn up which enumerates the subjects to be covered under the three heads of public law, private law and criminal law, each of which has been entrusted to the competent institute, and various essential and important questions of method were settled.

The Committee also established contact with the women's international organisations, whose co-operation it has been expressly empowered to obtain. At a public meeting on April 9th, 1938, it discussed the nature of the enquiry and the topics which it should cover with the representatives of thirteen organisations, and noted certain points on which its "scheme of work" could be completed. Arrangements have been made for the transmission to the scientific institutes, through the Secretariat and under the control of the Committee, of information supplied by the organisations.

The survey contemplated by the Assembly's resolution is not expressly subject to any geographical or cultural limits, but embraces the whole world. The arrangements so far made by the Committee cover all countries, whether situated in Europe, the Americas, Asia, Africa or Australasia, in so far as their law belongs to what may be called the Western type. It was not possible to go further at present, even if it would have been technically desirable to try to cover a wider field at the outset, for the scientific institutes do not consider themselves to have adequate means at their disposal for studying other systems of law¹ or for exploring the subject of native customs.

The work which has been begun is, however, itself one of great magnitude. At the public meeting of April 9th, the Chairman described it in the following terms :

" Even as it stood, the programme of work was a vast one. For a country such as France, it covered no less than a third of the Code Napoléon, and if that example were followed for every other country, it would cover a third of the civil legislation of the world. Nothing of the kind had ever before been attempted on such a scale."

¹ With the possible exception of such rules of Mohammedan law as may be in force in Europe.

It is estimated that at least two years will be needed by the scientific institutes for the completion of the work which they have undertaken. The Committee is already exploring the possibility of organising the study, at a future date, of the systems of law which at present have been reserved.

The Committee has also been obliged to reserve its decision as to the matters which may properly be considered to fall within the expression "application" of the law as used in the Assembly's resolution. This is a question which can only be dealt with satisfactorily when more experience has been acquired in the course of the work.

At the meeting with the representatives of the women's organisations, the Committee was asked whether it could not publish particular sections of the projected survey — in particular, that dealing with electoral law — in advance of the other sections. The Committee felt unable to take this course.

The Committee intends to hold its second session at the beginning of January 1939.

V. WORK OF THE ROME INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW ¹ (JULY 1ST, 1937, TO JUNE 15TH, 1938).

During the year, the Institute continued its work in the different spheres of its activity. It was able to complete the final text of the preliminary draft uniform law on sales, as well as the text (for a first consultation of Governments) of the preliminary draft on arbitration in private law.

Preliminary Draft Uniform Law on Sales.

The Committee of Experts met at Paris from April 5th to 12th, 1937, and carefully examined the observations and suggestions submitted by the Governments with regard to the first text of the preliminary draft. After this examination, the Committee revised the preliminary draft, which will now be

¹ By a resolution dated October 2nd, 1937, the eighteenth Assembly decided that the work of the Institute should be placed on the Assembly's agenda every year.

submitted to the Governing Body of the Institute. This text will provide a basis of discussion for a Diplomatic Conference which will be convened for the purpose.

Arbitration.

At a session held at Stockholm from September 28th to 30th, 1937, the Committee of Experts drew up the text of the preliminary draft uniform law on arbitration in private law and of the explanatory report accompanying it. The preliminary draft, after approval by the Governing Body of the Institute, will be forwarded to the Council of the League of Nations with a view to submission to Governments for a first examination.

Contracts concluded by Agents.

Continuing its work, the Committee of Experts held its second session at Stockholm from September 27th to 29th, 1937. During this session, it drew up the text of a preliminary draft uniform law on contracts concluded by agents. The Institute is preparing a report commenting on this preliminary draft.

Motorists.

As stated in the last report, the Institute has submitted to the Communications and Transit Organisation a preliminary draft uniform law on civil liability of motorists and preliminary draft uniform regulations on compulsory insurance of motorists, these texts having been drawn up by the Committee of Experts. The Advisory and Technical Committee for Communications and Transit decided at its twentieth session (August 31st to September 4th, 1937) to entrust the examination of the preliminary drafts, as they now stand, to a Special Committee consisting of experts on legal matters, road traffic and insurance. This Committee will also include two members of the Committee of Experts of the Institute.

On its side, the International Association of Recognised Automobile Clubs, after carrying out an enquiry among the different national automobile clubs, submitted the preliminary drafts to an examination by its Legal Commission (Paris, February 24th, 1938). Moreover, the Motorists' Insurance Committee

of the International Chamber of Commerce expressed its views on the preliminary drafts at its meeting on June 8th, 1938.

Maintenance Obligations.

At its first session (August 1st to 4th, 1937) — this was the first Committee session to be attended by American experts — the Committee of Experts on this subject laid down a number of principles which might serve as a basis for an international convention on the enforcement of maintenance obligations abroad. On the basis of these decisions, the Institute will draw up a preliminary draft, which will be submitted to the Committee of Experts at its next meeting.

International Loan Contracts.

In pursuance of a recommendation adopted by the Assembly on September 28th, 1935, the League of Nations Committee for the Study of International Loan Contracts asked the Institute, in the first place, to consider the possibility of compiling an international code of uniform rules for international loans and, secondly, to examine the question of the representation of holders under the various legislations in relation to loan clauses. The Institute has begun the first of these tasks. After a Committee of Experts¹ had prepared a plan of work, the Institute drew up a preliminary study and preliminary draft uniform rules, which were forwarded to the League Committee in time for its session on June 20th, 1938. As regards the second task, the Institute, at its third session (December 6th to 9th, 1937), submitted an advisory opinion to the above-mentioned Committee.

Intellectual Rights.

The Institute has continued its work in the sphere of intellectual rights.

Universal Charter of Authors' Rights. — With a view to a Conference for the preparation of a universal convention on authors' rights, which the Belgian Government has decided to convene on the occasion of the Conference for the Revision of the Berne Convention, that Government, in collaboration with

¹ This Committee held its first meeting at Paris on July 30th, 1937.

the International Institute of Intellectual Co-operation, has published a first collection of preliminary documents. Among the documents in this publication, special mention should be made of the Brazilian Government's proposals and of the two different drafts for a general convention drawn up at Montevideo by the Inter-American Commission on Authors' Rights and by the Committee of Experts convened at Paris by the Paris and Rome International Institutes. This official memorandum was communicated by the Belgian Government in May 1938 to all countries, whether they were parties or not to any of the Conventions in force, with a view to obtaining their opinions.

Performers' Rights. — As stated in last year's report,¹ the Committee of international institutions dealing with intellectual rights adopted a recommendation supporting the decision of the Committee of Experts of the Institute to urge the International Labour Office to consider whether it would not be possible for the work to be completed within the framework of the International Labour Organisation before the Brussels Conference, or, if necessary, for the Labour Office to take an active part in the work of the Diplomatic Conference for the Revision of the Berne Convention.

In pursuance of this recommendation, the Governing Body of the International Labour Office decided, at its eighty-second session (February 1938) to summon, in 1938, a Committee of Experts consisting of representatives of the international institutions interested in the question.

Publishers' Contracts. — The Institution, in collaboration with the International Institute of Intellectual Co-operation, resumed the study undertaken in 1929 regarding publishers' contracts, with a view to preparing a standard international contract, not only for publishers' contracts, but for all forms of reproduction and diffusion of intellectual works.

Legal Status of Women.

The Committee entrusted with the study of the legal status of women has asked the Institute to study questions of private law connected with the legal status of women.²

¹ See *Report on the Work of the League, 1936/37, Part I, page 226.*

² See above, page 178.

In order that the question of the method to be employed in the studies entrusted to the different international scientific institutions may be finally settled at the Committee's next session, the Institute is at present confining its studies to the question of the legal capacity of women.

* * *

By a letter dated December 27th, 1937, the Italian Minister for Foreign Affairs informed the Secretary-General that, following upon the withdrawal of Italy from the League of Nations, the Italian Government had decided to denounce, with effect as from April 20th, 1940, the undertaking given in its note of March 31st, 1926, regarding the foundation and maintenance of the International Institute for the Unification of Private Law at Rome.

The Secretary-General communicated this letter to the Council and to the Members of the League.¹

¹ See *Official Journal*, January 1938, page 15.

19.

REGISTRATION AND PUBLICATION OF TREATIES AND
INTERNATIONAL ENGAGEMENTS.

(ARTICLE 18 OF THE COVENANT.)

PRESENT SITUATION WITH REGARD TO INTERNATIONAL
ENGAGEMENTS REGISTERED WITH THE SECRETARIAT OF THE
LEAGUE OF NATIONS.

As in previous years, the registration of treaties by the Secretariat has been carried out according to the method laid down by the Council of the League of Nations (on May 19th, 1920).

Between May 19th, 1920, and May 19th, 1938, 4,358 treaties and international engagements have been submitted for registration, 245 of which were submitted during the period between May 19th, 1937, and May 19th, 1938.

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 idea of the character of the agreements registered during the period in question.

Some of the treaties mentioned in the list, dealing at once with several subjects, may be classified under several heads.

Treaties of Peace, Friendship, Alliance, Neutrality, etc.

Registration

No.

4139	Turkey and Union of Soviet Socialist Republics.
4157	Finland and Mexico.
4206	France and Yugoslavia.
4272	Estonia and Mexico
4322	Afghanistan and Brazil.
4331	Bulgaria and Mexico.

Arbitration, Conciliation and Judicial Settlement.

Registration
No.

- 4169 Chile and Norway.
- 4211 Bulgaria and Denmark.
- 4245 Denmark and Yugoslavia.

Treaties of Non-Aggression.

Registration
No.

- 4180 China and Union of Soviet Socialist Republics.
- 4315 Lithuania and Union of Soviet Socialist Republics.

Political Questions.

Registration
No.

- 4350 Convention (General).
- 4351 Protocol (General).
- 4352 Treaty (General).
- 4353 Treaty (General).

*Consular Conventions, Conventions concerning Conditions
of Residence and Similar Questions.*

Registration
No.

- 4130 Luxemburg and the Netherlands.
- 4233 United States of America and Greece.
- 4296 Hungary and Poland.

Judicial and Extradition Conventions.

Registration
No.

- 4149 Turkey and Yugoslavia.
- 4168 Belgium and Siam.
- 4171 United States of America and Mexico.
- 4183 Hungary and Poland.
- 4188 United States of America and Roumania.
- 4193 Great Britain and Northern Ireland and Yugoslavia.
- 4197 Brazil and China
- 4200 Great Britain and Northern Ireland and Hungary.

Judicial and Extradition Conventions (continued).

Registration
No.

- 4202 General Convention.
4209 Belgium and Colombia.
4235 United States of America and Liechtenstein.
4257 Great Britain and Northern Ireland and France
(Morocco and Zanzibar).
4258 Belgium and Yugoslavia.
4264 Great Britain and Northern Ireland, Australia, New
Zealand, Union of South Africa and Ecuador.
4278 Great Britain and Northern Ireland and Greece.
4288 Greece and Switzerland.
4294 Belgium and Cuba.
4295 Estonia and Italy.
4302 Belgium and Liechtenstein.
4328 Belgium and the Netherlands.
4330 United States of America and Canada.
4339 Belgium and Monaco.

Military Questions and Similar Questions.

Registration
No.

- 4252 Great Britain and Northern Ireland and Egypt.
4265 Great Britain and Northern Ireland, Canada, Aus-
tralia, New Zealand, Union of South Africa and
India and Egypt.

Naval Questions.

Registration
No.

- 4184 General Arrangement.
4185 General Agreement.
4246 United States of America, France, Great Britain
and Northern Ireland, Canada, Australia, New
Zealand and India.
4332 Germany and Great Britain and Northern Ireland.
4333 Great Britain and Northern Ireland and Union of
Soviet Socialist Republics.

Aerial Navigation.

Registration
No.

- 4174 Greece and Poland.
- 4201 Germany and Greece.
- 4210 Great Britain and Northern Ireland, Australia, New Zealand and India and Norway.
- 4250 Great Britain and Northern Ireland, Australia, New Zealand and India and Denmark.
- 4276 United States of America and Irish Free State.
- 4277 Greece and Italy.
- 4283 Great Britain and Northern Ireland and Italy.
- 4318 Great Britain and Northern Ireland and India and Siam.
- 4357 Bulgaria and Roumania.

Commerce, Navigation and Customs.

Registration
No.

- 4114 France and Norway.
- 4115 France and Norway.
- 4116 France and Norway.
- 4118 United States of America and the Netherlands.
- 4132 Belgium and the Netherlands.
- 4134 Brazil and Portugal.
- 4135 Hungary and Czechoslovakia.
- 4136 Austria and the Netherlands.
- 4141 Sweden and Yugoslavia.
- 4142 Estonia and Turkey.
- 4146 Argentine Republic and Brazil.
- 4147 France and Turkey.
- 4150 United States of America and Salvador.
- 4152 Lithuania and Sweden.
- 4155 Great Britain and Northern Ireland and Finland.
- 4158 Bulgaria and Finland.
- 4159 Finland and Czechoslovakia.
- 4166 Brazil and the Netherlands.
- 4170 Belgium, Denmark, Finland, Luxemburg, Norway, the Netherlands and Sweden.
- 4173 Austria and Czechoslovakia.

Commerce, Navigation and Customs (continued).

Registration
No.

- | | |
|------|-----------------------------------------------------------------------|
| 4176 | Brazil and Uruguay. |
| 4186 | Belgium and the Netherlands. |
| 4189 | United States of America and Costa Rica. |
| 4204 | United States of America and Union of Soviet
Socialist Republics. |
| 4212 | Germany and Estonia. |
| 4214 | Union of South Africa and Economic Union of
Belgium and Luxemburg. |
| 4215 | Siam and Sweden. |
| 4223 | Chile and the Netherlands. |
| 4227 | Estonia and France. |
| 4229 | Estonia and Finland. |
| 4232 | Sweden and Uruguay. |
| 4234 | Germany and Denmark. |
| 4236 | Hungary and Lithuania. |
| 4237 | Hungary and Latvia. |
| 4238 | Poland and Czechoslovakia. |
| 4242 | Belgium and France. |
| 4251 | Great Britain and Northern Ireland and France. |
| 4253 | Great Britain and Northern Ireland and Poland. |
| 4254 | Hungary and Italy. |
| 4259 | Estonia and Hungary. |
| 4260 | Sweden and Turkey. |
| 4266 | Great Britain and Northern Ireland and France
(Tunis). |
| 4269 | United States of America and France (Syria and
Lebanon). |
| 4275 | Economic Union of Belgium and Luxemburg and
Estonia. |
| 4282 | Great Britain and Northern Ireland and Japan. |
| 4285 | Greece and Sweden. |
| 4286 | France and Sweden. |
| 4287 | Estonia and Sweden. |
| 4293 | Guatemala and Czechoslovakia. |
| 4297 | New Zealand and the Netherlands. |
| 4298 | Siam and Sweden. |

Commerce, Navigation and Customs (continued).

Registration
No.

4301	Norway and Siam.
4308	Greece and Norway.
4311	Czechoslovakia and Yugoslavia.
4317	Great Britain and Northern Ireland and Chile.
4324	Brazil and Lithuania.
4329	United States of America and Italy.
4334	Great Britain and Northern Ireland and Italy.
4341	Norway and Venezuela.
4349	Latvia and Roumania.
4358	Denmark and Siam.

*Economic and Financial Conventions
and Conventions regarding Taxes.*

Registration
No.

4119	United States of America and Mexico.
4124	Italy and the Netherlands.
4125	Germany and Norway.
4143	Estonia and Turkey.
4151	Norway and Sweden.
4163	Germany and the Netherlands.
4165	Argentine Republic and the Netherlands.
4167	Brazil and the Netherlands.
4195	Great Britain and Northern Ireland and Yugoslavia.
4198	France and Sweden.
4199	Hungary and Italy.
4203	Economic Union of Belgium and Luxemburg and Italy.
4207	Belgium and Egypt.
4213	The Netherlands and Turkey.
4222	The Netherlands and Roumania.
4226	Estonia and France.
4239	Hungary and Sweden.
4240	Hungary and Sweden.
4241	France and Sweden.

*Economic and Financial Conventions
and Conventions regarding Taxes (continued).*

Registration
No.

- | | |
|------|-----------------------------------------------------------------------------|
| 4244 | Germany and Estonia. |
| 4247 | Great Britain and Northern Ireland and Roumania. |
| 4261 | Sweden and Turkey. |
| 4262 | Sweden and Turkey. |
| 4263 | Estonia and Greece. |
| 4268 | United States of America and Canada. |
| 4273 | Great Britain and Northern Ireland, France, Hungary, Italy and Switzerland. |
| 4309 | Greece and Norway. |
| 4313 | Poland and Union of Soviet Socialist Republics. |
| 4316 | Germany and Great Britain and Northern Ireland. |
| 4335 | Great Britain and Northern Ireland and Italy. |
| 4338 | Czechoslovakia and Yugoslavia. |
| 4340 | United States of America and Haiti. |
| 4342 | Germany and the Netherlands. |
| 4345 | Denmark and Finland. |
| 4346 | Iceland and Sweden. |

Hunting and Fisheries.

Registration
No.

- | | |
|------|--------------------------------------|
| 4190 | United States of America and Canada. |
| 4255 | United States of America and Canada. |
| 4326 | Denmark, Norway and Sweden. |

General Relations.

Registration
No.

- | | |
|------|-----------------------------------------------|
| 4131 | Belgium and the Netherlands. |
| 4177 | Brazil and Uruguay. |
| 4191 | United States of America and Japan. |
| 4196 | Great Britain and Northern Ireland and Japan. |
| 4243 | Belgium and Czechoslovakia. |
| 4321 | Hungary and Roumania. |

Property, Rights and Interests.

Registration
No.

4192 Hungary and Kingdom of the Serbs, Croats and Slovenes.

*Delimitation of Frontiers, Frontier Traffic
and Similar Questions.*

Registration
No.

4178 Brazil and Uruguay.

4217 Germany and Czechoslovakia.

4220 Germany and Belgium.

4221 Germany and Belgium.

4284 Great Britain and Northern Ireland and Portugal.

4336 Dominican Republic and Haiti.

4337 Albania and Yugoslavia.

Transit.

Registration
No.

4162 Austria and Switzerland.

4164 Finland and Roumania.

4224 Germany and Sweden.

4228 Hungary and Norway.

4267 Great Britain and Northern Ireland and Roumania.

4274 Estonia and Finland.

4299 Hungary and Norway.

4300 Estonia and Hungary.

4325 United States of America and Brazil.

4344 Germany and Czechoslovakia.

4354 Convention (General).

Tonnage Measurement.

Registration
No.

4120 Great Britain and Northern Ireland and Denmark.

4208 United States of America and Panama.

4312 Poland and Union of Soviet Socialist Republics.

Administrative Questions.

Registration No.	
4148	France and Sweden.
4154	Great Britain and Northern Ireland and France.
4181	France and Luxemburg.
4182	Belgium and France.
4187	United States of America and Peru.
4219	Great Britain and Northern Ireland and Egypt.
4270	United States of America and Mexico.
4289	France and Sweden.
4290	France and Hungary.
4291	Chile and France.
4292	France and Switzerland.
4314	United States of America and Chile.

Social and Labour Questions.

Registration No.	
4160	Finland and France.
4194	France and Switzerland.
4205	Denmark, Finland, Iceland, Norway and Sweden.
4327	The Netherlands and Switzerland.
4348	Poland and Sweden.

Sanitary Questions.

Registration No.	
4230	General Arrangement.
4231	General Arrangement.
4310	General Convention.

Intellectual and Artistic Relations.

Registration No.	
4127	Germany and Hungary.
4144	Argentine Republic and Brazil.
4145	Argentine Republic and Brazil.
4172	The Netherlands and Czechoslovakia.

Intellectual and Artistic Relations (continued).

Registration
No.

- 4175 Brazil and Uruguay.
- 4179 Brazil and Uruguay.
- 4216 Declaration (General).
- 4323 Brazil and Mexico.
- 4347 Estonia and Finland.
- 4355 Convention (General).
- 4356 Convention (General).

Scientific Questions.

Registration
No.

- 4126 Protocol (General).

Concordat.

Registration
No.

- 4320 Latvia and the Holy See.

Nationality.

Registration
No.

- 4117 Protocol (General).
- 4133 Roumania and Yugoslavia.
- 4137 General Convention.
- 4138 Protocol (General).
- 4153 Great Britain and Northern Ireland, India and Siam.

Narcotic Drugs.

Registration
No.

- 4122 France and India.
- 4128 Turkey and Yugoslavia.

Liquor Traffic.

Registration
No.

- 4156 Finland and Czechoslovakia.

*Postal, Telephonic, Telegraphic
and Radiotelegraphic Conventions.*

Registration
No.

4121	Germany and Great Britain and Northern Ireland.
4123	India and Nepal.
4129	Germany and Malaya.
4140	France and Union of Soviet Socialist Republics.
4161	Finland and Latvia.
4218	Great Britain and Northern Ireland and Egypt.
4225	United States of America and Roumania.
4248	Malaya and the Netherlands.
4249	Great Britain and Northern Ireland and Yugoslavia.
4256	United States of America and the Netherlands.
4271	United States of America and Canada.
4279	British India and Portuguese India.
4280	British India and Portuguese India.
4281	British India and Portuguese India.
4303	Denmark, Finland, Iceland, Norway and Sweden.
4304	Denmark, Finland and Sweden.
4305	Denmark, Norway and Sweden.
4306	Denmark and Sweden.
4307	Denmark, Finland, Iceland, Norway and Sweden.
4319	General Convention.
4343	Great Britain and Northern Ireland and Estonia.

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, 1937, to May 19th, 1938 :

United States of America	32
Austria	1
Belgium	13
Brazil	14
Great Britain and Northern Ireland.	42
Bulgaria	2
Canada	2
China	1
Cuba	1
Czechoslovakia	7

Denmark	13
Dominican Republic	1
Egypt	2
Estonia	15
Finland	9
France	13
Greece	5
Hungary	18
Latvia	2
The Netherlands	23
New Zealand	1
Norway	15
Roumania	3
Siam	1
Sweden	19
Switzerland	1
Union of Soviet Socialist Republics	5
Yugoslavia	9
International engagements concluded under the auspices of the League of Nations de- posited with the Secretariat and registered in consequence of their entry into force	6
Agreements concluded by the Mediterranean Conference at Nyon	2

The Secretariat has also registered many accessions, ratifications, denunciations etc., concerning Conventions previously registered at the request of various States.

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, when they have not been drawn up in one of these two languages.

Up to the present, 181 volumes of about 450 pages each, containing 4,200 treaties, have been published by the Secretariat. Other volumes will appear in the near future.

20.

LIBRARY OF THE LEAGUE OF NATIONS.

The Library has continued to supply the League with books and other printed matter on current affairs and, subsidiarily, to afford facilities for the work of outside readers attracted by its valuable documentation on international relations.

It now occupies the spacious building at Ariana which it owes to the munificence of Mr. John D. Rockefeller, Junior, and is working with increased efficiency.

As regards its main function, it naturally serves, first and foremost, the needs of the members of the Secretariat. As the League's technical activities take shape or develop, the Secretariat depends more and more on the abundant documentation which is sorted out and catalogued in the Library.

Apart from the Secretariat, the Governments or Ministries of the various States also make extensive use of the Library: not only do a growing number of them ask for documentation for legislative or other purposes which it is best or alone able to provide,¹ but some of them, either through their permanent delegates at Geneva or by sending officials from their capitals, have studied the organisation of the League Library with a view to possible improvements in their ministerial libraries or in their national centres of economic or financial documentation.

At the same time, the Library is tending to be increasingly resorted to by outside investigators — lawyers, historians, publicists, journalists, financiers, special delegates of large

¹ Thus, in 1937/38, the Library was called upon to provide various Governments with documentation on recent maritime codes put into force since the war; on the attitude of various States to the right of asylum; on the legal forms of State participation in the armaments industry in the different countries; on military procedure in comparative law, etc.

producing firms, advanced students preparing theses for their doctors' degrees, etc. There can be no doubt that international problems are affecting to an increasing extent, not only large undertakings, but even individuals in every country. Hence the growing volume of private studies on certain international questions which are *par excellence* in the province of the League of Nations.

In order to give a clear and comprehensive idea of the Library's activities during the past year (June 1st, 1937, to June 1st, 1938), we must distinguish between the different kinds of printed matter — books, periodicals, etc. — which it is called upon first to acquire and secondly to render available as speedily as possible.

Acquisitions of the Library in 1937/38.

In 1937/38, the Library, which at present contains 280,000 volumes, made the following new acquisitions :

- 4,000 books ;
- 5,500 volumes of periodicals ;¹
- 5,000 Government documents.

These acquisitions are obtained by purchase, exchange or gift.

Purchases represent hardly more than a quarter of the total acquisitions.

The most important part is obtained by exchange. It is naturally profitable for the League of Nations to print some tens or hundreds of additional copies of its own publications at a trifling expense in order to procure periodicals which it would otherwise be obliged to purchase.

The donors of gifts are Governments, big associations, banks, etc., or authors who have worked in the Library. The latter, of course, only accepts gifts which are of genuine utility to it.

Books.

In comparison with most libraries, books play a relatively small part in the League of Nations Library.

¹ On an average, two bound volumes per annum have to be reckoned for each periodical.

In the case of the Secretariat, the coefficient of utilisation of books is comparatively low. The reason for this is evident. All the questions which the League is called upon to study or deal with — political, legal, economic, financial, etc. — are essentially questions of current world interest ; and these are dealt with much more in reviews, in periodical Government publications, or even in some of the principal daily newspapers of various countries, than in books. They will only be embodied in books after some years have elapsed, and then only in a somewhat diluted form.

In order to obtain the best possible coefficient of utilisation of its books, the Library, with necessarily limited funds at its disposal, must give the preference, in purchasing books or accepting gifts, to those written in the most widely known languages : English, French, German, Spanish and Italian.

Periodicals.

The 2,700-odd ordinary periodicals received by the Secretariat in 1937/38 are either independent periodicals for which their own editors are responsible, or are the publications of national or international institutions, various organisations, universities, etc.

These periodicals contain a very large number of articles, the majority of which contain no data useful to the Secretariat ; a certain number, however, are not only useful, but are also essential to it. The Library therefore has to go through these periodicals and make a selection permitting of the speedy practical utilisation of this important minority of useful articles. This explains the regular publication by the Library of the *Monthly List of Selected Articles*.¹ This list makes it easy for readers to find important articles containing fresh data which have appeared in any review on subjects in the League's province. For the sake of convenience, this list is immediately cut up by headings, and each of these headings is stuck on an index card. These index cards are then put in a classified catalogue, and the catalogue is placed at the disposal of the Secretariat and of the public.

¹ Tenth year, 1938.

The importance of this list and of the corresponding catalogue is due to two facts. In the first place, the most recent information can be found therein. In the second place, being established on the basis of a very considerable number of periodicals, the list and the catalogues formed from it have a wide international foundation.

As the catalogue of selected articles has already been in existence for some ten years, it gives access to a very complete world documentation on questions such as coal, oil, minorities, road or railway traffic, etc.

Government Documents.

During the year, the Secretariat received some 5,000 volumes of Government documents. These publications appear either occasionally or at annual, quarterly, monthly, weekly or daily intervals.

The current files of the Library contain about 2,500 annual publications, 1,300 monthly or weekly publications and about 125 official journals of States or colonies, territories, etc., forming administrative units.

This category of publications tends to increase regularly from year to year, as Governments are led to intervene in fresh spheres of national life. The gradual hold which State control is gaining over the most liberal economies has now become a universal phenomenon quite independent of the form of government in each State.

In order to intervene, Governments must possess data, facts, statistical material, etc., which they are showing a growing tendency to collect for themselves.

One or two typical facts may be quoted to give an idea of the growing importance of this category of publications.

In 1921, the number of pages of United States Government publications issued at Washington¹ was 1,625,000. In 1937, it had increased to 2,385,000, or by nearly 50%.

The various State administrations now prepare and publish so many documents that certain Governments issue at the end of the year detailed annual catalogues of all their publications.

¹ Excluding the *Congressional Record* and the specifications of patents, trademarks, etc.

The annual catalogue prepared by the Netherlands Government has over one hundred pages of titles for 1936.

Every week, the Library compiles and classifies, by subjects, in a *List of Additions to the Government Document Collection* the titles of some eighty or more new acquisitions.

Some of these documents are sent direct, free of charge, by the Government services, who know how useful they are to the League of Nations. The Governments themselves need the publications on an international basis which the Secretariat compiles from these national documents. Sometimes the Secretariat has to ask for them by letter ; sometimes, too, an exchange is arranged. These documents include publications of national statistical offices, Customs services or Ministries of Commerce, in which the country's foreign trade is classified under imports, exports and re-exports, and under countries of origin or destination ; statistics relating to immigration and emigration, taxes, etc. ; annual reports on prisons, irrigation, national education, railways, etc. ; estimates of Government expenditure and receipts, audited State accounts, etc.

The Library sends its *Weekly List* to those of the members of the Secretariat who need it. The latter are thus enabled to ask that the Government publications which bear on their work should be sent to them immediately.

This is naturally the category of documents of which the Secretariat makes the largest use, as is shown by the following figures :

Loans to the Secretariat in 1937/38.

Books and periodicals

6,200

Government documents¹

13,138

The greatest user is the Economic Intelligence Service of the Financial Section of the Secretariat, whose international *Statistical Year-book* and *World Economic Survey*, for example, are based on data extracted from several thousands of these Government documents.

Having early been obliged to devote special care to this category of printed matter, which constitutes the very foundation

¹ Exclusive of the automatic circulation of official journals to officials who have to peruse them regularly.

of the League's technical work, the Library now possesses by far the largest collection of Government documents in Europe.¹

The Library has also made special efforts to provide easy access to the large collection of texts of recent laws and treaties from all continents which has been formed as and when they have appeared.

While it is comparatively easy to find in printed collections texts which are already fairly old, it is often much more difficult to find the most recent texts, which are often the most in demand, even outside Geneva. They have to be sought either in national official journals or in the documentary annexes to certain periodicals, or again in the bulletins of laws which appear during the year. This mass of documents has to be analysed with a view to extracting the Treaties and Conventions and the legislative acts (laws, decrees, ordinances, etc.) which are of international interest.

The treaties and legislative texts regarded by the Library staff as of sufficient interest and importance are dealt with in the publication *Chronology of International Treaties and Legislative Measures*.² This chronology has also been cut up by titles and placed in catalogues. The data covered by this catalogue are classified, first, by countries, and secondly, by subjects, so that it is easy to obtain the most recent treaties or essential legislation on the most varied subjects.

The *Chronology of International Treaties* is chiefly aimed at facilitating the work done at Geneva; but experience has shown that the *Chronology* and the *Monthly List of Selected Articles* are of interest, not only to Governments, but also to a large number of research institutions, universities, banks, libraries, etc. Some 800 copies of these publications are sent to addresses outside Geneva (including 200 to Governments).

Newspapers.

Apart from official gazettes, the League of Nations keeps for three, six, nine or twelve months, according to requirements,

¹ Its principal rivals are, in Europe, the London School of Economics and, overseas, the Congress Library at Washington, which early realised the growing importance of this type of publication.

² Monthly; ninth year, 1938.

a certain number of daily newspapers of over twenty-five countries, naturally selecting those which are most representative and give the largest place to national politics, economic and financial events, etc.

Permanent collections of a dozen particularly important daily papers¹ are kept in bound volumes, so that the Library is able to meet requests for information from the Secretariat and to supply the actual number of the newspaper which contains the desired information, together with comments or other supplementary particulars.

One difficulty which arises, however, is to find the exact date of the event, speech, official declaration or exchange of notes which may be asked for. While two leading dailies — *The Times* and the *New York Times* — publish indexes, other newspapers do not. There are, of course, publications which record the dates of recent important events of a political, economic or other nature, or which summarise them. But as the questions which the Library of the League of Nations has to answer are often of a special character, it has been necessary to create an instrument of work capable of facilitating research.

This instrument is the *Fortnightly Survey of Political Events*² which gives a survey of events of foreign or commercial politics and of certain events of home politics (elections, changes of Government, etc.). By recording the dates, this publication enables the reader to find in the newspapers details concerning those events. This list thus constitutes a sort of index referring to the sources which may be consulted in the Library. All the events recorded in this survey are classified by countries and by chronological order in a catalogue, which also indicates the newspaper from which the item was taken. This system has proved extremely useful in the past year.

Attendance at Reading-rooms.

Instead of having a large reading-room and an adjacent room for periodicals, like so many libraries, the League Library has been led by circumstances to specialise the facilities which

¹ Including the *Frankfurter Zeitung*, *The Times*, the *New York Times*, *Le Temps* and the *Corriere della Sera*.

² Fourth year, 1938.

it offers to readers. The lending room, which contains the general catalogue in alphabetical order of authors' names or subjects, enables a certain number of readers to make their own researches. But most of them find it more convenient to work either in the special room for political and legal questions, or in the room set aside for economic and financial questions and questions of communications and transit, or again in the reading-room for social questions.

These different rooms contain on their shelves the books most useful to the public, who can consult them direct, together with current periodicals on the special branch concerned.

The number of readers' cards issued to the outside public from June 1st, 1937, to June 1st, 1938, was 774. To those readers must be added a considerable number of delegates, etc., who are admitted on producing their cards.

The room which is most largely attended is that on political and legal questions, where, on an average, about twenty-five persons work daily.

Attendance is much the greatest during the summer. A considerable number of foreign teachers and professors come to Geneva during their holidays to collect material for books or articles on the same subjects as those which are dealt with by the League of Nations.

The members of the Secretariat are, however, much the largest users of the Library, but, owing to the distance and to the exigencies of their work, it is usually either by written message or by telephone that they borrow the very numerous materials which they require.

Requests for Information.

Most libraries are content with the easy and almost mechanical task of fetching from their shelves and lending books which the student himself looks up in the catalogue and of which he writes down the title, the author's name and the shelf number on an application form. The League Library has a heavier task: what its customers most often ask for is not a book or a particular number of a review, but the most recent information on a particular point. Very often these

requests are of such a technical character that they can only be answered by the librarians of the specialised rooms.

It has not yet been possible to open to the public the special rooms originally designed for health questions and geographical questions.

Photostatic Reproductions.

A certain number of foreign professors or Governments require recent but rare printed matter which the Library cannot part with as it must be kept for the Secretariat's use. It is able to meet the wishes of these outside customers thanks to the system of photostatic reproductions.

In 1937/38, the Library supplied over 1,000 pages of photostatic reproductions. Requests were received, for example, from the Congress Library at Washington, from the Institute of Comparative Law of Paris University, from the International Labour Office, etc.

Among the material of which photostatic reproductions have recently been made may be mentioned certain legislative texts regarding the Saar Territory, Liberia, etc.¹

* * *

In conclusion, it will be seen what an increasingly important part the Library is playing in collecting and placing at the disposal of the Secretariat and the public the more and more complex documentation required to conduct the technical studies jointly undertaken by the Members of the League (and also by several non-member States).

¹ As in the past, the Librarian has acted as Secretary of the very active International Federation of Library Associations. This has supplied the permanent link which has hitherto been missing between forty-three library associations representing the librarians of twenty-nine countries.

Among the achievements of this Federation in the past few years, mention may be made of the organisation of international loans between libraries, reductions in the price of periodicals, the unification of cataloguing rules, attempts to ensure greater comparability between library statistics, etc.

21.

WIRELESS STATION OF THE LEAGUE OF NATIONS.

The statistics of the station for 1937 show that private traffic has, as a whole, increased regularly. Only at the end of the year was there a material decline, which must be attributed to the fact that after November 26th, 1937, communications with Shanghai became impossible owing to the hostilities in China. It is to be feared that these communications will not be restored in the near future, and there is even doubt as to whether it will again be possible to send messages to China on the old basis.

To sum up, private traffic increased by 26.7%. The devaluation of the Swiss franc and the improvement in the general situation played an important part in this increase.

The official traffic in Government telegrams decreased in 1937 by about 17%. This decline is very probably due, not only to the more restricted political activity of the League of Nations in 1937, but also to the regular issue of the wireless bulletin of the Information Section.

Lastly, Press traffic remained trifling, although there was a slight increase, particularly during the Assembly.

In fact, the greater part of Switzerland's Press traffic still goes *via* certain neighbouring countries, as the system of telegraphic charges applied in these countries to the type of traffic in question offers considerable advantages to users.

The total receipts in 1937 were 464,893.07 Swiss francs (as compared with 410,007.32 Swiss francs in 1936), and the expenditure was 443,510.70 Swiss francs (in 1936, 403,362.04 Swiss francs). As a result of the increase in private traffic, there was a surplus of 21,382.37 Swiss francs in 1937 (as compared with a surplus of 6,645.28 Swiss francs in 1936). The net receipts

from the wireless telephone service were 61,722.20 Swiss francs in 1937 (as compared with 50,091.72 Swiss francs in 1936).

The improvement work mentioned last year¹ was completed, and the new installations were put into operation on June 15th, 1937, at the Prangins transmitting station; they have given full satisfaction from the technical point of view.

As in 1936, the Information Section continued the transmission of a weekly wireless bulletin on the current work of the League of Nations. It is given in French, English and Spanish for North America, South America, South Africa, Far Eastern countries, Australia and New Zealand. A serious effort has been made to improve the contents of these bulletins and their technical preparation. The latter was facilitated by the installation of the new studio in the League building. This studio was completed in August 1937 and inaugurated on September 13th of the same year. The new installations have given full satisfaction from the technical point of view. They have proved of great value, particularly during the sessions of the Assembly, the Council and the Conferences.²

During the sessions of the Assembly of the League of Nations and of the International Labour Conference and on other occasions, several special broadcasts were organised by the Secretariat and by the International Labour Office. These broadcasts were successfully received. Mention should also be made of the wireless telephone bulletin of the Information Section transmitted daily during the Assembly, in French, English and Spanish, and of messages such as those sent out on January 1st, 1938, in English by General Smuts, Deputy Prime Minister and Minister of Justice of the Union of South Africa, and in French by M. Joseph Avenol, Secretary-General of the League of Nations.

The Information Section also issued a weekly bulletin in French, English and Spanish giving information on the League's current work, for the use of all Governments and for communication to the Press at their option.

During the 1937 Assembly, the Information Section also issued daily a special radio-telegraphic bulletin in French,

¹ See *Report on the Work of the League, 1936/37, Part I, page 129.*

² See *Report on the Operation of the League of Nations Wireless Station from January 1st to December 31st, 1937, document A.14.1938.VIII.*

English and Spanish. An official *communiqué* by the Secretary-General on the Sino-Japanese conflict was issued on October 9th, 1937, in English and French.

In its report to the 1937 Assembly, the Second Committee drew attention to the fact that, as regards the necessary contact between the League organ responsible for the efficiency and working of the station and the various international technical bodies dealing with questions of wireless communications, the position still seemed to need adjustment.

The question of relations with the International Telecommunications Union had already been placed on the agenda of the administrative conferences of that body which were to meet at Cairo in February 1938. Drawing the Assembly's attention to the importance which it attached to the efficient operation of the Radio-Nations station, the Second Committee expressed the hope that this would be facilitated by the friendly collaboration of the Governments and organisations referred to, particularly at the above-mentioned Cairo conferences.

As a result of the opinion expressed by the Assembly, the Secretariat undertook an examination of the question of this collaboration. Having been requested by the Secretary-General to represent the League at the Cairo conferences, the competent expert of the Secretariat received the necessary instructions for the submission of the Secretariat's desiderata regarding this collaboration.

The Cairo conferences decided that the service of the League of Nations responsible for the supervision of the station might be represented in an advisory capacity at international telecommunication conferences and at meetings of the international advisory committees created by these conferences. Invitations to this service will be addressed to the Secretary-General of the League of Nations by the Bureau of the International Telecommunications Union. In the event of participation, the League of Nations would undertake to contribute to the common expenses of the meetings of the international advisory committees on the same terms as private undertakings and international bodies. Under this formula, which recognises the special legal position of the League of Nations, the Secretary-General will be authorised to send a delegation representing the service in

question to future international conferences and committees, on the understanding that this delegation will be able to participate in the proceedings in an advisory capacity.

Moreover, different questions directly concerning the operation of the Radio-Nations station were settled at the Cairo Conference in a manner favourable to the League of Nations. There is therefore reason to believe that in future the Radio-Nations station will operate with the desired regularity.

The eighteenth Assembly adopted a report by the Sixth Committee in which the question of the broadcasting of information concerning the League of Nations was raised. Recognising the increasingly important part played by broadcasting in the spreading of news, it recommended that the present broadcasting service should be developed and that a corresponding increase in the appropriations should be made for that purpose. The Supervisory Commission endorsed the Sixth Committee's proposals on this point.

In the Sixth Committee's report, special attention was drawn to the quality of the regular broadcasts made by the Information Section. It was considered that these broadcasts should be of the highest possible quality, particularly from the point of view of form and presentation. A specialist in broadcasting work was accordingly engaged for this purpose.

Considering that the question of the extension of official radio-telegraphic broadcasts needed to be gone into more closely, the 1937 Assembly postponed it to the next session. The Secretary-General was invited in the meantime to institute an enquiry among the circles concerned — viz., Governments, Press agencies represented at Geneva, the international associations of journalists, newspaper managers and publishers, and the Press of the various countries — which might appreciate the proposed transmissions. The 1938 Assembly will consider the report furnished as an outcome of this enquiry.

22.

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

Following an invitation in September 1937 from the New York World's Fair authorities, transmitted by the American Minister in Berne, asking the League to participate in the Fair, the Assembly, on October 5th, 1937, adopted a report of the Supervisory Commission¹ providing an initial credit of 300,000 francs for this purpose, it being understood that no commitment would be entered into without the concurrence of the League Council and the Supervisory Commission's approval of the total credit which would be required.

In December 1937, after a detailed study of the probable cost of participation, the Supervisory Commission agreed that the only possible solution was to propose a maximum lump sum for all the expenditure anticipated. It fixed this figure at one million francs, representing an increase of 700,000 francs on the initial credit inserted in the 1938 budget. A provisional option for a site at the Fair was taken in December 1937 with the Supervisory Commission's authorisation.

The Council, on January 28th, 1938, acting on the report of the Supervisory Commission, decided in favour of League participation in the Fair.

Accordingly, after a consultation with several experts acquainted with the preparation and management of exhibits, including M. Lienert, Commissioner of the Swiss Pavilion at the 1937 Paris Exhibition, M. R. Dubrawsky, Deputy Commissioner of the Hungarian Pavilion, Captain P. E. Moore,

¹ Document A.5(b).1937.

Deputy Commissioner of the British Pavilion, and Father de Reviere de Mauny, of Paris, Commissioner of the Vatican Pavilion, the Secretary-General, in March 1938, appointed the latter as his technical adviser, to draw up general and detailed plans for an appropriate League Exhibit and Pavilion. At the same time, a representative of the Secretary-General conferred in New York with the Fair authorities, and, in April 1938, signed an Exhibitor's Agreement, subject to final action by the Assembly. The opportunity was also taken to establish contact with official personalities in both New York and Washington, all of whom manifested a keen and sympathetic interest in the plans for League participation in the Fair.

A sketch of the League Pavilion, together with architectural drawings, have been submitted to the Fair authorities for approval. The detailed plans for the exhibit itself are progressing rapidly.

All necessary information is in hand regarding the actual construction of the League Pavilion, and as soon as these provisional steps are approved by the Assembly, actual work can begin at once in order to be ready on the opening date of the Fair — April 30th, 1939.

23.

THE NEW LEAGUE BUILDING.

In September 1938, the Assembly will, for the first time, hold all its meetings in the new building, which by then will be virtually completed. This will mark the conclusion of a work of international co-operation for which there is no precedent in history.

It will be remembered that, in 1926, the Assembly of the League decided to hold an international competition for the construction of a new building. Plans were received from 377 architects belonging to thirty-four different countries. In January 1927, these plans were submitted to an international jury.

As if to signify that a League of Nations could not be housed in a building which was the work of a single nationality, the Committee responsible for the decision expressed the desire that the final plans should be prepared by M. Nénot (Paris) and M. Flegenheimer (Geneva), in collaboration with M. Broggi (Rome), M. Lefèvre (Paris) and M. Vágó (Budapest). Meanwhile, two million dollars had been generously offered by a national of a State not a member of the League, Mr. J. D. Rockefeller, Jun., for the addition to the proposed building of a spacious Library capable of containing the vast collection of books and documentary material necessary for the study of international questions.

The first stone was laid on September 7th, 1929, in a lawn of the Ariana Park. Four years later (on November 6th, 1933), the symbolical crowning of the roof tree marked the end of the constructional work due to the labours of an average of five hundred workmen belonging to different nationalities.

Similarly, contractors and supply firms of a dozen different countries shared in the construction and equipment of the building.

When the time came for fitting out, decorating and furnishing the rooms, individual gifts from Member nations poured in from every continent.

The Government of the Union of South Africa provided the stinkwood (veined South African wood) for the decoration of Room IX.

The Government of Australia provided the wood (dark Australian walnut) for the furniture of the presidential platform in the Assembly Hall. Queensland presented the furniture for an Under-Secretary-General's office.

Belgium gave two modern tapestries in the vestibule of Room III (designed by M. P. de Vaucleroy and executed by M. G. de Wit).

The United Kingdom gave the bas-reliefs of the Council ante-room (by Eric Gill).

China gave embroidered panels, two *cloisonné* vases, a carpet and silk hangings.

Spain gave the paintings by José-Maria Sert which adorn the walls and ceiling of the room in which the Council meets.

Finland gave the curtains of the private Council room.

The French Government gave the paintings which will decorate the four rounded angles of the large Assembly Hall (artists, M. Vuillard, M. Roussel, M. Maurice Denis, M. Roger Chastel), as well as the bronze doors (architect, M. Moreux; sculptors, M. Auricoste and M. Couturier), and the balustrade of the presidential platform (by Yencesse).

The Hungarian Government arranged and furnished the ante-room of the Secretary-General's office (plans and designs by Szablya-Frischauf; tapestries by Basilidès).

The Indian Government gave the Indian greenwood furniture of the private room of the President of the Assembly.

The Government of Iran gave three Persian carpets, including one for the private Council room.

Latvia arranged Room X and gave the woodwork of the same room (by M. Birzenieks).

Lithuania arranged and furnished the large room on the ground floor of the Assembly building.

Luxemburg gave the bronze gates of the main entrance to the Assembly building.

The Netherlands Government arranged and furnished the Secretary-General's office (plans and designs by Luthmann).

The Norwegian Government offered a fresco for a large room in the library (artist, M. Henrik Sörensen).

New Zealand gave an armchair of Samoan wood and also provided the rimu woodwork for the private room of the President of the Assembly.

Siam gave a gilt-lacquered bookcase.

The Swedish Government gave the furniture of the private room of the President of the Council.

The Swiss Government gave the woodwork and frescoes of Room VI (artist, Carl Hügin, Zurich) and the wall paintings behind the President's chair in Room III (by Maurice Barraud, Geneva).

The Czechoslovak Government arranged, decorated and furnished the room for the permanent delegates at Geneva (Room II).

Apart from these gifts, the League of Nations, obtained material for the building from various parts of the world (Finnish granite, Swedish marble, African pear-wood, etc.), and commissioned work from artists in many different countries (Denmark, Netherlands, etc.).

The new building will have cost in all some twenty-nine and a-half million Swiss francs, but this sum does not include the cost of the Library given by Mr. J. D. Rockefeller, Jun., which amounted to five and a-half million Swiss francs.

The ambition of the architects was that the League building should not bear the mark of any one period, but that it should possess a permanent value as an example of both classic balance and modern simplicity.

It may be hoped that this aim has been achieved. As the expression of a collective faith and as a symbol of eternal aspirations, the new building constitutes, in the opinion of many competent judges, one of the most successful monumental edifices of the twentieth century. If we may judge by the number¹ and enthusiasm of the visitors attracted from every part of the world, the building appeals to their imagination. The crowds that visit it feel that there is no vain display here, but that the building is an instrument designed to serve the cause of peace and to spread a desire for peace throughout the world.²

¹ 125,000 in 1937.

² Full particulars of the new League building will be found in the illustrated volume which has just appeared under the title "The League of Nations Building", Geneva, 72 pages.