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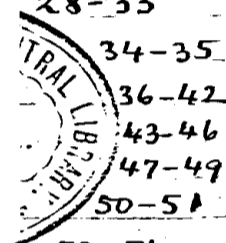


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[Distributed to the Council, to the  
Members of the League and to the  
States invited to the Conference.]

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Official No.: **C. 45. M. 26.** 1932. IX.  
[Conf. D. 49.]

Geneva, January 12th, 1932.

LEAGUE OF NATIONS

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**40.\* COMMUNICATION FROM THE BRITISH GOVERNMENT  
CONCERNING THE ARMED FORCES UNDER THE CONTROL OF  
THE GOVERNMENTS OF BRITISH COLONIES, PROTÉCTORATES  
AND MANDATED TERRITORIES, OF HIS MAJESTY'S GOVERN-  
MENT IN NEWFOUNDLAND AND OF THE GOVERNMENT OF  
SOUTHERN RHODESIA.**

*Note by the Secretary-General.*

At the request of the British Government, the Secretary-General has the honour to communicate to the Governments invited to the Conference on the Reduction and Limitation of Armaments, a letter from the Secretary of State for Foreign Affairs of Great Britain dated December 21st, 1931, together with information in respect of the armed forces under the control of the Governments of British Colonies, Protectorates and Mandated Territories, of His Majesty's Government in Newfoundland and of the Government of Southern Rhodesia.

**COMMUNICATION FROM THE BRITISH GOVERNMENT TO THE SECRETARY-  
GENERAL OF THE LEAGUE OF NATIONS.**

Foreign Office, London, December 21st, 1931.

With reference to paragraph 2 of the letter from this Department No. W.8583/47/98, of August 4th last, in which were enclosed the returns in respect of the military, naval and air forces of His Majesty's Government in the United Kingdom, I am now directed by Secretary Sir John Simon to transmit to you herewith information in respect of the armed forces under the control of:

- (1) The Governments of British Colonies, Protectorates and Mandated Territories;
- (2) His Majesty's Government in Newfoundland, and
- (3) The Government of Southern Rhodesia.

2. I am to request you to be good enough to communicate copies of this letter and its enclosures as soon as possible to all the States Members of the League, and to the other States participating in the forthcoming Disarmament Conference.

(Signed) C. Howard SMITH.

\* This figure indicates that forty documents in regard to the position of the armaments in the different countries have already been published.

**British Colonies, Protectorates and Mandated Territories.**

TABLES ANNEXED TO ARTICLE 30.

*Table II. — Land Armed Forces stationed Overseas.*

Item No.	Detail	Actual strength on March 31st, 1931				Average daily number of effectives reached during the year ending March 31st, 1931		Remarks
		Regulars and permanent forces		Reserves, territorials, volunteers, militia, etc.		Total effectives	Officers	
		Total	Officers	Total	Officers			
9	Forces under the control of Colonial Governments	12,285	497	14,979	962	12,836	523	See annex showing the Colonial Governments to which these figures relate

*Table V. — Formations organised on a Military Basis stationed Overseas.*

Item No.	Detail	Actual strength on March 31st, 1931				Average daily number of effectives reached during the year ending March 31st, 1931		Remarks
		Regulars and permanent forces		Reserves, territorials, volunteers, militia, etc.		Total	Officers	
		Total	Officers	Total	Officers			
9	Forces under the control of Colonial Governments	22,956	609	—	—	22,956	609	See annex showing the Colonial Governments to which these figures relate

NOTE TO TABLES II AND V.

The territories to which these tables relate are as follows : Kenya, Northern Rhodesia, Nyasaland, Somaliland, Tanganyika Territory, Uganda, Zanzibar, Gambia, Gold Coast, Nigeria, Sierra Leone, Cyprus, Gibraltar, Malta, Palestine, Ceylon, Mauritius, Seychelles, Fiji, Western Pacific, St. Helena, Hong-Kong, Straits Settlements, Federated Malay States, Unfederated Malay States, British North Borneo, Sarawak, Bahamas, Barbados, Jamaica, Leeward Islands, Trinidad, Windward Islands, Bermuda, British Guiana, British Honduras, Falkland Islands, South Africa High Commission Territories (Bechuanaland Protectorate, Basutoland and Swaziland), Aden (in respect of the Aden Protectorate levies) and Iraq (in respect of the Iraqi levies, an imperial force, but not in respect of the Iraqi army and Iraqi police, which are under the control of the Iraqi Government).

In certain colonies and protectorates, there are police forces which are either fully or partly armed with rifles or carbines, and, in some cases, are practised in elementary drill, but which are under no legal obligation to perform military service, even in time of war. The establishments of these forces, which are not included in the present returns, are as follows :

*Ceylon Police.* — 40 officers, 3,106 other ranks.

*Cyprus Police.* — 23 officers, 747 other ranks.

*Federated Malay States Police.* — 157 officers, 4,182 other ranks.

*Hong-Kong Police.* — 10 officers, 2,007 other ranks.

*Mauritius Police.* — 19 officers, 595 other ranks.

*Seychelles Police.* — 1 officer, 93 other ranks.

*Straits Settlements Police.* — 35 officers, 3,619 other ranks.

*Unfederated Malay States Police Forces:*

*Johore Police.* — 35 officers, 1,087 other ranks.

*Kedah Police.* — 22 officers, 736 other ranks.

*Perlis Police.* — 3 officers, 88 other ranks.

*Kelantan Police.* — 16 officers, 719 other ranks.

*Trengganu Police.* — 14 officers, 266 other ranks.

The following military forces in protected States in British Malaya are not included, as they are completely under the control of the ruler of the State and are not at the disposal of His Majesty's Government in the United Kingdom :

*Johore Military Forces.* — 35 officers, 536 other ranks.

*Johore Volunteer Infantry.* — 21 officers, 379 other ranks.

*Sarawak Rangers.* — 4 officers, 608 other ranks.

There are no naval or air armed forces or naval or air organisations on a military basis under the control of the Government of any British colony, protectorate or mandated territory.

MODEL STATEMENT PREPARED IN ACCORDANCE WITH THE REPORT OF THE COMMITTEE OF EXPERTS ON BUDGETARY QUESTIONS.

*Table A. — Total Expenditure.*

	£
Land forces . . . . .	3,691,224
Naval forces . . . . .	Nil
Air forces . . . . .	Nil
Grand total . . . . .	<u>£3,691,224</u>

*Table B.*

Sub-head	Category of Expenditure	Land Forces				Total
		Armed forces stationed in the home country (Optional)	Armed forces stationed overseas (Optional)	Formations organised on a military basis stationed in the home country (Optional)	Formations organised on a military basis stationed overseas (Optional)	
		(1)	(2)	(3)	(4)	
	<i>Head I. — Effectives.</i>				£	£
A	Personnel normally forming part of formations and services : Pay and allowances of all kinds : Officers . . . . .				309,913	598,582
B	<i>Ditto</i> : N.O.C.s and men . . . . .				1,212,149	1,634,240
C	<i>Ditto</i> : Civilian personnel . . . . .				64,292	113,835
D	Personnel not normally forming part of formations and services : Persons undergoing preparatory military training, reservists and reserve organisations . . . . .				9,100	88,675
E	Maintenance of personnel referred to in subheads A to D . . . . .				330,501	576,589
	<i>Head II. — Transport.</i>					
F	Horses and other animals, forage, harness and shoeing . . . . .				49,310	109,023
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .				140,083	255,696
	<i>Head III. — Buildings.</i>					
H	Construction of new fortifications and defence works . . . . .				3,011	4,977
K	Barracks, other buildings, upkeep, furniture . . . . .				84,581	164,722
	Total : Heads I to III . . . . .				£2,202,940	£3,546,339
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material . . . . .				19,426	133,379
M(a)	Engineer and other warlike stores . . . . .				1,633	11,506
N	Manufacture of war material in "non-autonomous" State establishments . . . . .				—	—
	Total : Head IV . . . . .				£21,059	£144,885
	GRAND TOTAL . . . . .				£2,223,999	£3,691,224

NOTE TO MODEL STATEMENT.

The financial returns regarding the military forces and formations organised on a military basis of the British colonies, protectorates and mandated territories must be regarded as an approximation only and are subject to subsequent correction.

In a number of cases, there has not been time to obtain information from the oversea territories themselves and estimates have been compiled in London.

The period reported on is not uniform. In all cases, the information relates to the latest financial year regarding which information, in the form either of completed accounts or estimates, is available. In most cases, the year in question ended either on March 31st or December 31st, 1930.

In a number of cases, full information regarding expenditure on the maintenance of buildings, barracks etc., is not available, as provision in most cases is made in estimates under the head of public works and not under the military or police head. The amount shown under K must therefore be regarded as an under-estimate.

Newfoundland.

1. There are no armed military forces in Newfoundland.

The Newfoundland Constabulary are armed with Lee-Enfield rifles and exercised in company drill and weapon training, but are under no legal obligation to perform military service, even in time of war. The authorised establishment of this force is as follows: Officers 6, other ranks 146.

2. There are no naval or air armed forces or naval or air organisations on a military basis in Newfoundland.

Southern Rhodesia.

TABLES ANNEXED TO ARTICLE 30.

Table II. — Land Armed Forces stationed Overseas.

Detail	Actual strength on April 1st, 1931				Average daily number of effectives reached during the year ending March 31st, 1931		Remarks
	Regulars and permanent forces		Reserves, territorials, volunteers, militia, etc.		Total effectives (a)	Officers (b)	
	Total	Officers	Total	Officers			
Forces under the control of the Government of Southern Rhodesia..	30 (1)	6	588 (2) 2,954 (3)	36 190	70	9	These figures relate to (1) the permanent staff, consisting of whole-time personnel for organising and training the territorial force; (2) the territorial active force and (3) the territorial reserve force (all citizens between the ages of 19 and 22 who are not entered in a territorial active force unit are enrolled in territorial reserve force units, which receive training in musketry only)

Note. — The figures shown in columns (a) and (b) are arrived at as follows:

- (1) Permanent staff: Number of days' service performed, 365; average daily effectives, 30 (officers, 6).
- (2) Territorial active force: Average number of days' duty performed (including drills on the basis six drills = one day's duty), 15.03; average daily effectives, 24.2 (officers, 1.5).
- (3) Territorial reserve force: Average number of days' duty performed (including drills on the basis six drills = one day's duty), 2; average effectives, 16.2 (officers, 1).

Table V. — Land Formations organised on a Military Basis stationed Overseas.

Detail	Actual strength on March 31st, 1931				Average daily number of effectives reached during the year ending March 31st, 1931		Remarks
	Regulars and permanent forces		Reserves, territorials, volunteers, militia, etc.		Total effectives (a)	Officers (b)	
	Total	Officers	Total	Officers			
Forces under the control of the Government of Southern Rhodesia. .	610	29	—	—	610	29	These figures relate to the British South Africa Police (570 European and 40 non-European) ; 900 native civil police belonging to this force are not included in the table as they are unarmed

*Information required by Article 31 of the Draft Convention.*

Number of youths who have compulsorily received preparatory military training during the year ending March 31st, 1931 : 1,176.

*Naval and Air Forces.*

There are no naval or air armed forces or naval or air organisations on a military basis in Southern Rhodesia.

MODEL STATEMENT PREPARED IN ACCORDANCE WITH THE REPORT OF THE COMMITTEE OF EXPERTS ON BUDGETARY QUESTIONS.

Table A. — Total Expenditure for Year ending March 31st, 1931.

	£
Land forces . . . . .	311,518
Naval forces. . . . .	Nil
Air forces. . . . .	Nil
Grand total . . . . .	£311,518



Table B.

Subhead	Category of Expenditure	Land Forces				Total
		Armed forces stationed in the home country (Optional)	Armed forces stationed overseas (Optional)	Formations organised on a military basis stationed in the home country (Optional)	Formations organised on a military basis stationed overseas (Optional)	
		(1)	(2)	(3)	(4)	
	<i>Head I. — Effectives.</i>				£	£
	Personnel normally forming part of formations and services :					
A	Pay and allowances of all kinds : Officers .....				17,726	22,873
B	<i>Ditto</i> : N.O.C.s and men.....				197,313	209,501
C	<i>Ditto</i> : Civilian personnel.....				—	—
	Personnel not normally forming part of formations and services :					
D	Persons undergoing preparatory military training, reservists and reserve organisations.....				—	4,406
E	Maintenance of personnel referred to in subheads A to D.....				23,582	41,871
	<i>Head II. — Transport.</i>					
F	Horses and other animals, forage, harness and shoeing .....				7,549	7,549
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses.....				10,834	13,347
	<i>Head III. — Buildings.</i>					
H	Construction of new fortifications and defence works .....				—	—
K	Barracks, other buildings, upkeep, furniture .....				—	—
	Total : Heads I to III .....				£257,004	£299,547
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material.....				1,728	11,971
M(a)	Engineer and other warlike stores .....				—	—
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads M and M(a)).....				—	—
	Total : Head IV.....				£1,728	£11,971
	GRAND TOTAL .....				£258,732	£311,518

ANNEXED TABLES.

	£	s.	d.
<i>Table A. — Expenditure on Pay of Reserves for the Year ending March 31st, 1931 :</i>			
1. Remuneration outside periods of training of personnel not employed	1,040	0	0
2. Remuneration during training of reservists called up . . . . .		Nil	
<i>Table B. — Expenditure on Shipbuilding for the Year ending March 31st, 1931 :</i>			
1. New construction . . . . .		Nil	
2. Maintenance and repairs . . . . .		Nil	
<i>Table C. — Statement of the Amount outstanding at the End of the Financial Year, March 31st, 1931, of Block Credits voted in respect of Expenditure for more than One Year. . . . .</i>			
			Nil
<i>Table D. — Statement of the Amount outstanding on the . . . (date) in respect of Purchases in Credit or Deferred Payments relating to Goods delivered or Services rendered, in Cases where the Due Dates of Payment are later than those customary in Contracts of the Same Kind which do not provide any Special Credit Facilities</i>			
			Nil
<i>Table E. — Statement for the Financial Year . . . of Loans made to, or Participations acquired in, enterprises having among their Objects the Furnishing of Goods or Services for Armament Purposes where these have been excluded from the Return on the Ground that they are not regarded as Armament Expenditure . . . . .</i>			
			Nil
<i>Table F. — Expenditure in respect of Pensions for the Year ending March 31st, 1931 :</i>			
I. Military personnel :			
(a) Service pensions :			
	£	s.	d.
Police pensions . . . . .	15,610	8	1
Police pensioners' cost-of-living allowance . . . . .		287	10 8
			15,897 18 9
(b) Invalidity pensions . . . . .			Nil
(c) Mixed pensions. . . . .			Nil
II. Civil personnel: pensions. . . . .			
			Nil
III. War pensions, if a distinction is made in the national budget between ordinary pensions and war pensions (if not, these pensions must appear under headings I and II) :			
	£	s.	d.
1893-1896 war pensions . . . . .	810	15	8
South-African War Pensions . . . . .	406	1	3
Great War disability pensions . . . . .	4,822	17	3
Great War supplementary pensions. . . . .	1,006	7	3
			7,046 1 5
IV. Pensions or other compensation granted, apart from the regulations regarding normal pensions, for premature retirement, discharge or loss of office resulting from a reduction of the forces . . . . .			
			Nil

- [Distributed to the Council, the Members of the League and the States invited to the Conference.]

Official No.: **C. 982. M. 547.** 1931. IX.  
[Conf. D. 38.]

Geneva, December 28th, 1931.

LEAGUE OF NATIONS

2  
**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**38.\* COMMUNICATION FROM THE GOVERNMENT  
OF THE ARGENTINE REPUBLIC**

*Note by the Secretary-General:*

At the request of the Government of the Argentine Republic, the Secretary-General has the honour to communicate to the Governments invited to the Disarmament Conference two letters from the Minister for Foreign Affairs of the Argentine Republic, dated October 15th and 28th, 1931, with an annex giving detailed information on the position of armaments in his country.

COMMUNICATIONS FROM THE MINISTER FOR FOREIGN AFFAIRS OF THE ARGENTINE REPUBLIC TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.

Buenos Aires, October 15th, 1931.

In reply to your Circular Letters 23 and 124, and your telegram No. 1352(a), of the 3rd instant, I have the honour to confirm this Ministry's telegram of September 6th and to forward herewith three certified copies of the statement of the Republic's naval armaments. Details regarding the land and air armaments will be forwarded shortly.

(Signed) BIOY.

Buenos Aires, October 28th, 1931.

With reference to your Circular Letters 23 and 124, and as a supplement to the information already sent by this Ministry on the 15th instant, I beg to enclose full particulars of the military forces of the Republic, prepared by the Army General Staff.

(Signed) BIOY.

NAVY.

I. ORGANISATION OF THE MINISTRY.

The Ministry of Marine consists of :

The Minister's Secretariat,  
Headquarters Staff,  
Survey Department,  
Department of Naval Communications,  
Department of Naval Aviation,  
Personnel Department,  
Supplies Department,  
Administrative Department, and  
Maritime Prefecture.

\* This figure indicates that thirty-eight documents in regard to the position of the armaments in the different countries have been published.

## II. RECRUITING SYSTEM.

The subordinate personnel of the navy consists of the serving personnel and the personnel of the reserve.

The serving personnel comprises voluntarily-enlisted men and conscripts (compulsory military service). The former undertake to serve for two or three years, and their engagements may be renewed for similar periods. Conscripts are bound to serve two years and may then be called up twice, up to 28 years of age, for periods of training or manœuvres, neither of which may exceed 60 days in length.

The reserve consists of volunteers and conscripts who have served in the navy ; in both cases the age-limit is 45 years.

The executive officers and officers of the mechanical and electrical engineer corps are recruited through the Naval School. Officers for other corps are recruited directly by means of a test held among specialists possessing the necessary qualifications.

### III. EFFECTIVES : FIGURES OF THE PERSONNEL SERVING IN THE NAVY AND THE NAVAL AIR FORCE IN 1930.

#### 1. Navy.

Officers . . . . .	822
Warrant officers, petty officers and volunteer seamen . . . . .	4,914
Conscripts (compulsory service) . . . . .	<u>6,145</u>
Total . . . . .	11,881

#### 2. Air Force.

Naval air pilots . . . . .	50
Other personnel, non-pilots . . . . .	118
Conscripts . . . . .	<u>98</u>
Total . . . . .	266

#### *Naval and Air Force Reserves.*

#### 1. Navy.

Officers . . . . .	527
Warrant officers, petty officers, and seamen . . . . .	3,972
Conscripts . . . . .	<u>18,333</u>
Total . . . . .	22,832

#### 2. Air Force.

Warrant officers, petty officers, and aircraftsmen (non-pilots) . . . . .	48
Conscripts (non-pilots) . . . . .	<u>526</u>
Total . . . . .	574

## IV. MARITIME PREFECTURE.

#### *Civilians employed in the Coastguard Service.*

Sub-Prefects, deputies and clerks . . . . .	378
Other ranks . . . . .	<u>1,616</u>
Total . . . . .	1,994

*N.B.* — There is no reserve force, and the above personnel does not undergo military training.

## V. NAVAL AIR FORCES. MATERIAL.

<i>Category</i>	<i>Number</i>	<i>Total horse-power</i>
Aircraft in service . . . . .	24	14,400
Aircraft in reserve . . . . .	—	—
Instructional aircraft . . . . .	<u>19</u>	<u>5,670</u>
Total . . . . .	43	20,070
Dirigibles . . . . .	—	—

VI. VESSELS OF THE NAVY.

Type	Name	Laid down	Launched	Dimensions in metres			Armour		Displacement (Tons)	H.P.	Speed in knots	Remarks	
				Length	Greatest width	Draught	Guns	Torpedo Tubes					
Battleships	Rivadavia	1911	1914	171	29.8	9.0	12 of 305 mm. 12 of 152 mm.	2 of 533 mm. submerged	27,720	45,000	22.5		
"	Moreno	1911	1915	171	29.8	9.0							4 of 47 mm.
Cruisers	25 de Mayo	1929	1931	165	17.7	5.0	12 of 102 mm. 6 machine-guns of 40	6 of 533 mm.	7,300 <sup>1</sup>	85,000	32.0		
"	Almirante Brown	1929	1931	165	17.7	5.0							4 of 152 mm.
"	Buenos Aires	1895	1896	123	14.7	5.7	8 of 120 mm. 4 of 47 mm. 2 of 240 mm.	—	4,600	—	—	2nd reserve (small fighting value).	
Gunboats	Libertad	1890	1891	70	13.5	4.4	4 of 120 mm. 4 of 47 mm.	—	2,510	3,000	13.0		
"	Independencia	1891	1893	70	13.5	4.4	2 machine-guns A.A. of 37 mm.	—	2,595	3,000	13.0		
"	Parana	1908	1908	73	10.0	2.7	2 howitzers of 152 mm. 6 of 76 mm. 2 machine-guns of 37 mm.	—	1,054	1,600	15.0		
"	Rosario	1908	1908	73	10.0	2.7	5 of 120 mm. 1 of 76 mm. A.A.	6 of 533 mm.	1,054	1,600	15.0		
Flotilla Leaders	Cervantes	1925	1927	97	9.6	3.6			5 of 120 mm.		1,522	42,000	33.0
"	Garay	1925	1927	97	9.6	3.6	1 of 76 mm. A.A.		1,522	42,000	33.0		
"	Mendoza	1928	1929	99	9.7	3.9	5 of 120 mm. 1 of 76 mm. A.A.	6 of 533 mm.	1,466	45,000	34.0		
"	Tucuman	1928	1929	99	9.7	3.9			2 machine-guns of 40 mm.		1,466	45,000	34.0
"	La Rioja	1929	1929	99	9.7	3.9	2 machine-guns of 40 mm.		1,466	45,000	34.0		
Destroyers	Catamarca	1911	1912	88	8.3	3.3	3 of 101 mm. 2 machine-guns	4 of 533 mm. on each side	997	28,000	27.2	Undergoing modernisation.	
"	Jujuy	1911	1912	88	8.3	3.3	A.A. of 37 mm.		997	28,000	—		
"	Cordoba	1911	1912	90	9.0	3.3	3 of 101 mm. 2 machine-guns	4 of 533 mm. on each side	1,000	28,000	26.5	Undergoing modernisation.	
"	La Plata	1911	1912	90	9.0	3.3	A.A. of 37 mm.		1,000	28,000	—		
Submarines	Salta	1931	—	—	—	—	1 of 102 mm.	8 of 533 mm.	—	3,000	17	Under construction.	
"	Santa Fe		—	—	—	—	1 machine-gun		877 <sup>1</sup>				9
"	Sgo. Estero		—	—	—	—	A.A. of 40 mm.		1,000				—
Former Coast Defence Vessels (Training Craft)	Belgrano	—	1898	100	18.2	7.3	2 of 254 mm.; 10 of 152 mm.; 6 of 120 mm.; 4 of 57 mm.	—	6,100	13,000	18		
Former Coast Defence Vessels (Training Craft)	Pucyrredon	1897	1898	100	18.2	7.3	2 of 254 mm.; 8 of 152 mm.; 4 of 57 mm. 1 machine-gun A.A. 37 mm.	—	6,100 <sup>1</sup>	13,000	—	Under modernisation.	
Former Coast Defence Vessels (Training Craft)	San Martin	1896	1898	100	18.2	7.3	4 of 203 mm. 6 of 120 mm.	—	6,100 <sup>1</sup>	13,000	—	Extensive repairs.	
Former Coast Defence Vessels	Garibaldi	—	1896	100	18.2	7.3	2 of 254 mm.; 10 of 152 mm.; 6 of 120 mm.; 4 of 57 mm.	—	6,457	13,000	—	2nd reserve (small fighting value).	

<sup>1</sup> Approximate figure.

*Miscellaneous Craft.*

Type	Name	Standard displacement (tons)
Sweepers	M.1	} 350
"	M.2	
"	M.3	
"	M.4	
"	M.5	
"	M.6	
"	M.7	
"	M.8	
"	M.9	
Sloop Training Vessel	Golondrina Pte. Sarmiento	2,320

There are also 16 miscellaneous craft (transports, surveying ships and tugs).

*Summary of Tonnage per Category and Global Tonnage.*

Class	Tonnage
A. Capital ships . . . . .	55,440
B. Aircraft Carriers . . . . .	—
C. Cruisers:	
1. Guns of more than 6.1" . . . . .	14,600
2. Guns of 6.1" and less . . . . .	4,600
Total . . . . .	19,200
D. Destroyers . . . . .	11,436
E. Submarines . . . . .	2,631
F. Training sloops (formerly coast defence vessels) . . . . .	24,757
G. Gunboats . . . . .	7,213
Total . . . . .	31,970
Total Global Tonnage . . . . .	120,677

VII. EXPENDITURE OF THE MINISTRY OF MARINE, INCLUDING NAVAL AVIATION.

Nature of expenditure	Expenditure in 1930 under budgetary and other credits Pesos	Budget estimates for 1931 Pesos
Pay and other emoluments of military personnel . . . . .	23,559,000	25,748,000
Pay and other emoluments of civilian staff . . . . .	3,254,000	3,807,000
Supplies of all kinds . . . . .	11,738,000	11,405,000
Maintenance, construction, and repair of material of all kinds . . . . .	5,263,000	5,408,000
Schools . . . . .	1,208,000	1,293,000
Health service . . . . .	334,000	412,000
Aviation . . . . .	1,223,000	1,207,000
Maritime prefecture . . . . .	4,888,000	5,904,000
Sundry expenditure not included under the previous headings . . . . .	979,000	945,000
Total ordinary expenditure . . . . .	<u>52,446,000</u>	<u>56,129,000</u>
Pensions and retired pay . . . . .	9,843,000	9,878,000

*N.B.* — 1. The expenditure of the Maritime Prefecture represents expenditure on the civilian coastguard service.

2. The navy budget includes the maintenance costs of the Buoyage and Lighting of Coasts Department and the Survey Department.

## MILITARY FORCES.

### I. EXPLANATIONS.

#### *Complete List and Details of the Argentine's Military Forces.*

(a) These particulars are given in the table showing the peace-time organisation in 1930, of which a copy has been sent to the Secretariat of the League of Nations.

This table shows the effectives corresponding to each of the units and services of the army. These effectives do not in every case exist, nor are they distributed in every case in accordance with the data given in this table of the peace-time organisation.<sup>1</sup>

(b) *Summary of the particulars given in (a).* — In this document will be found information for insertion in the *Armaments Year-Book* published by the League Council for 1931.<sup>2</sup>

(c) A "Recapitulatory Table of Effectives of the Military Forces (Army and Air Force) for 1931" (peace-time organisation) is also included.

The data contained in this table have been taken from the last monthly report drawn up by the Directorate General of Personnel. The table shows how the existing effectives stationed in the territory (Military Area) of each Army Division are distributed.

(d) *Tables similar to those given in the Draft Convention.* — The following tables are included:

1. *To be filled in when the Convention is signed.* — The tables annexed to Chapter A of Part I: Nos. I, II, III, IV and V in respect of the Army, Nos. VI and VII in respect of the Navy, and Nos. VIII, IX, X, XI and XII in respect of the Air Force.<sup>3</sup>

2. *For reference purposes.* — The table annexed to Chapter B of Part I.

3. *To be filled in when the Convention is signed.* — The tables annexed to Chapter C of Part II: Nos. I, II, III and IV.<sup>3</sup>

4. *Particulars for 1930.* — The tables annexed to Article 30 (Part IV): Nos. I, II, III, IV and V; Nos. VI and VII, in respect of naval effectives (see the part of this document relating to the Navy); Nos. VIII, IX, X, XI and XII (particulars for 1930).

Columns (a) and (b) of tables Nos. I to V and columns (a) in Tables VIII to XII have been filled in.

The following observations should be made with regard to the Tables:

*Tables Nos. I to III.* — The particulars in columns (a) and (b) represent the total number of commanding officers and officers (combatant and auxiliary), N.C.O.s and conscripts, and differ from the data contained in the "Recapitulatory Table of Peace-time Effectives for 1930", which includes, in addition to the auxiliary services, volunteers and *maestranza* (arsenal and dockyard workers, etc.).

*Table No. IV.* — No particulars relating to similar forces in the Argentine have been given, because these forces are not organised on a military basis.

There are police services, firemen, prison guards and Customs officers, forest guards, etc., of whom only a part are armed with rifles and receive individual training in the handling of arms, range firing and drill in close formation—for the sole purpose of enabling them to carry out their individual duties and internal services in barracks. Moreover, the personnel of those services is not regarded as available for mobilisation purposes.

Even if it were desired to employ these forces, or the individuals of whom they consist, for military purposes, they would not have any combatant value, owing to their lack of military training, the heterogeneous nature of their members (age, qualifications, nationality), their varied armament (which they would have to learn how to handle), and their dispersion in the performance of their duties, whereby the personnel meet only on rare occasions in the barracks of each unit.

*Tables II and V.* — No data are given, because the Argentine has no colonies.

<sup>1</sup> The Government of the Argentine Republic has authorised the Secretariat not to reproduce these tables of peace effectives owing to their complexity and to the fact that the effectives of the units are given in the table mentioned in paragraph (c) above.

<sup>2</sup> These particulars are given in the form of a corrigendum in the monograph relative to the Argentine in the League of Nations *Armaments Year-Book* (1930-31). In addition, they have been utilised in the special edition of the *Year-Book*.

<sup>3</sup> These tables being identical to the models of the draft Convention, but without figures or other indication, have not been reproduced in this document.

*Tables VIII and X.* — The Argentine has only a small air force, attached to the military and naval armed forces, its cost being charged to their respective budgets.

*Table IX.* — Not given, because the Argentine has no colonies.

*Tables XI and XII.* — Not indicated, because the Argentine has no formations of this kind. Civil aviation has only just begun to be organised, for the sole purpose of carrying mails and passengers, and the service is as yet very irregular; neither the personnel nor the material, etc., are at present capable, nor will they be capable for many years, of employment for military purposes.

*Tables annexed to Article 36.* — The particulars in table I, columns (a) and (b) and note (1) at foot, are sufficiently explicit.

The sixteen aeroplanes which are not capable of use in war and are employed for training are so old that they will only last a few months, even for that purpose.

The military aeroplanes are for the most part obsolete and are worn out. Only the latest machines purchased and those manufactured in the military factory (30 Dewoitines) can be regarded as of any practical use. Although this factory has an up-to-date plant, it works under an old patent, and since an annual grant of \$500,000 was first assigned to it in this year's budget, it will be a long time before it is able to work at full capacity unless larger resources are assigned to it, which will be difficult in view of the severe financial crisis through which the country is passing.

From a practical standpoint, our aviation cannot be regarded as of any appreciable military value, since, for budgetary reasons, its material and personnel are limited and precarious and its activities greatly restricted.

## II. CORRIGENDUM TO THE "ARMAMENTS YEAR-BOOK" OF 1930-31: MONOGRAPH RELATING TO THE ARGENTINE REPUBLIC.

*Page 12.* — For Section I, "The War Office", substitute the following:

### " I. The Ministry of War.

" The Ministry of War consists of:

- " The Minister's Secretariat;
- " The Inspectorate-General of the Army;
- " The Army General Staff;
- " The Army Geographical Institute;
- " The Directorate-General of Engineers;
- " The Directorate-General of Aviation;
- " The Directorate-General of Communications;
- " The Directorate-General of Personnel;
- " The Directorate-General of Arsenals;
- " The Directorate-General of Administration;
- " The *Auditoria-General* of War and Marine (Military Justice);
- " The Directorate-General of Musketry and Physical Training;
- " The Directorate of Remounts;
- " The Supreme Council of War and Marine;
- " The Court Martial for Officers, and
- " The Courts Martial for Other Ranks."

*Page 13.* — In Section 4, "The General Directorate of Air Services", substitute the following for paragraphs 4 and 5.

" The Directorate-General of Aviation includes:

- " The Directorate-General (with the Mobilisation Section);
- " The Army Aviation Command;
- " The Directorate of Technical Air Services and the Army Aeroplane Factory;
- " The Technical Inspectorate-General;
- " The Central Park and the Depots; and
- " The Aeronautical Company.

" There is only one army aeroplane factory."

*Page 14.* — Third line: *delete* the words " and the Reserve ". Fourth line: *delete* the words " and the Reserve ". Fifth line: *delete*. Sixth and seventh lines: *delete* the words " who are authorised by the budget ", and substitute " who are allowed to enlist for a first term of service ".

*Page 14.* — First paragraph, tenth line: *add*: " The classes between 20 and 30 years of age belong to that Reserve ". *National Guard* (seventh line): *delete* the words " in the capital and ". *Territorial Guard* (fourth line): *delete* the words " in the capital and ". Second paragraph, second line: *delete* the words " they may in case of need . . . territories ".



Page 15. — Tenth line : *delete* the words “ 1 engineer headquarters ”. *Cavalry Brigades* : *delete* the sentence in brackets—i.e. “ (one of the brigades has only 2 regiments) ”. *Mountain Detachments* : *delete* the last sentence, “ The detachment . . . engineers ”. *Signal Troops* (sixth line) : *to read*, “ One light signal column each ”. *Arms and Services* (paragraph 1) : *delete* last sentence, “ The mounted infantry . . . company ”.

Page 16. — Second line *to read* “ 3 or 4 squadrons ”.

Page 16. — Section 6, *Air Troops* : *delete* 2 last sentences, “ Each group . . . 3 groups ”. Section 7, *Military Establishments* : *add* “ Technical High Schools and Gymnastic and Fencing Schools ” ; *delete* the words “ Wireless Telegraphy School, Arms School, Administrative School, Naval School, Naval Flying School, Naval Balloon School, Training School for Naval Officers ”. Second paragraph, fourth line : *delete* the words “ 3 machine-gun sections ”. Ninth line : *for* “ 4 batteries and 1 artillery section ”, *read* “ 3 batteries, 2 of 75 mm. and 1 of 105 mm. Howitzers ; 1 of 150 mm. battery, 1 battery of 130 mm. guns and 1 reconnaissance group ”. Tenth and eleventh lines : *for* “ 2 battalions of 2 companies ”, *read* “ 1 army signal company, 1 signal squadron with a light column and 1 divisional battalion ”.

Page 17. — *For* fifth to ninth lines, *substitute* the following : “ There are also small detachments of gendarmes in the national territories under the Ministry of the Interior ”. Section 2, *Police* : *delete* second paragraph, “ In 1927 . . . category ”.

Page 17. — *Delete* heading “ G ”.

Page 18. — Section 5, *Volunteers* : *for* “ A minimum of 5,000 volunteers ”, *substitute* the following : “ About 3,500 volunteers ”. Third paragraph, fourth line : *delete* from “ The authorities may, however . . . war ”. Section 6, “ Distribution . . . (1930) ” : *delete*, replacing by following table :

“ 6. *Distribution of the Annual Contingent of Recruits (1931)*.

Division	Enlisted	To be called up for the navy	To be incorporated in the army
1 . . . . .	17,417	1,155	4,287
2 . . . . .	33,486	2,221	7,117
3 . . . . .	26,456	1,755	5,707
4 . . . . .	19,018	1,262	5,645
5 . . . . .	12,164	807	3,880
Total . . . . .	108,541	7,200	26,636 ”

Page 19. — Sixth line : *delete* the words “ the first year’s course ”, and *substitute* the following : “ especial course ”. Section 2, *Reserve of Officers* (fourth line) : *for* “ to which they are liable as such ”, *substitute* “ required by law ”.

Page 19. — Heading “ J. Effectives ” : the number of sub-lieutenants is 277 and not 218, and the total of officers is 1,949 and not 1,890.

Page 20. — The total number of N.C.O.s, excluding officials ranking as N.C.O.s, is 3,526. The total of conscripts is 25,593 and that of volunteers is 3,343. Heading : “ B. Budgetary Effectives ” : the budgetary effectives refer to the year 1928-29. The number of N.C.O.s is 3,163. The total is 22,880 and the grand total is 27,544.

III. RECAPITULATORY TABLE OF EFFECTIVES OF THE MILITARY FORCES  
(ARMY AND AIR FORCE) FOR 1931.

(Peace-time organisation.)

	Commanding officers and officers		N.C.O.s		Men		Arsenal shipyard workers, etc.
	Combatant	Auxiliary Services	Combatant	Auxiliary Services	Volunteers	Conscripts	
Military Administration (a) . . . . .	395	268	236	156	623	917	13
Military Schools (b) . . . . .	247	55	424	43	1,315	2,865	10
Special Formations (c) . . . . .	40	7	116	14	230	1,205	14
Three Cavalry Brigades (d) . . . . .	182	49	560	63	92	3,883	121
First Army Division (e) . . . . .	177	38	384	38	203	2,966	58
Second Army Division . . . . .	205	41	374	48	186	2,838	56
Third Army Division . . . . .	226	47	449	54	200	3,513	68
Fourth Army Division . . . . .	200	47	422	51	209	3,241	73
Fifth Army Division . . . . .	211	48	460	52	219	3,417	72
Aviation . . . . .	66	12	101	12	66	748	3
Total . . . . .	1,949	612	3,526	531	3,343	25,593	488
	2,561		4,057		28,936		
Grand Total . . . . .	36,042						

REMARKS.

(a) War Office Secretariat — Inspectorate-General of the Army — General Staff — Directorate-General of Personnel — Directorate-General of War Arsenals — Directorate-General of Administration — Directorate-General of Medical Services — Directorate-General of Aviation — Directorate-General of Communications — Directorate-General of Engineers — Army Geographical Institute — Directorate of Remounts — Directorate-General of Musketry and Physical Training — *Auditoria-General* of War and Marine (Military Justice) — Supreme Council of War and Marine — Court Martial for Officers and Courts Martial for Other Ranks.

(b) Staff College — Higher Technical School — Military College — N.C.O.s' School — Infantry School — Cavalry School — Artillery School — Signalling School — School of Gymnastics and Fencing.

(c) Arsenals Battalion — Railway Troops Battalion and Regiment of Gendarmerie.

(d) *Each Brigade consists of:* 3 cavalry regiments, one squadron of machine-guns on wheels and one group of horse artillery.

*Second Cavalry Brigade:* C.1, C.8, C.10. machine-gun squadron, 2-II/Ac.

*Third Cavalry Brigade:* C.6, C.9, C.11. machine-gun squadron, 3-III/Ac, engineer squadron 3.

*Fourth Cavalry Brigade:* C.4, C.7, C.11. machine-gun squadron, 4-IV/Ac.

(e) *Each Army Division consists of:* headquarters and staff; 3 infantry regiments; one cavalry regiment or squadron; one artillery regiment; one engineer bridging battalion; park and train.

*First Army Division:* R.1, R.2, R.3, C.1 (attached to the Division), A.1, bridging engineers I, 1 P.M. park, 1 train section and 1 section of medical orderlies.

*Second Army Division:* R.5, R.6, R.7, 4/C.8, A.2, bridging engineers II, 1 P.M. park, 1 train section and 1 section of medical orderlies. In addition, R.8 mounted.

*Third Army Division:* R.9, R.11, R.12, C.3, A.3, bridging engineers III, signals III, 1 P.M. park, 1 train section, 1 section of medical orderlies. In addition, R.10 mounted.

*Fourth Army Division:* R.13, R.14, R.15, 4/C.4, A.4, bridging engineers IV, 1 P.M. park, 1 train section, 1 section of medical orderlies. In addition, the "*Cuyo*" mountain detachment, consisting of R.16, scout section a.I, mountain engineer company No. 1.

*Fifth Army Division:* R.17, R.18, R.19, C.5, A.5, bridging engineers V, 1 P.M. park, 1 train section, 1 section of medical orderlies. In addition, the "*Norte*" mountain detachment, consisting of R.20, scout section a.II, mountain engineer company No. 2.

IV. TABLES OF EFFECTIVES.

TABLE ANNEXED TO CHAPTER B OF PART I.

High Contracting Parties	Maximum total period of service to which the effectives recruited by conscription are liable in the armed forces or formations organised on a military basis		
	Land	Sea	Air
Argentine Republic	12 months <sup>1</sup>	—	—

TABLES ANNEXED TO ARTICLE 30 (PART IV): TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR IN THE LAND ARMED FORCES AND LAND FORMATIONS ORGANISED ON A MILITARY BASIS IN 1930.

Table I. — Land Armed Forces stationed in the Home Country.

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Officers	c. Other effectives who have completed at least $x^2$ months of service	d. Soldiers whose period of service has exceeded the legal period of service but is less than $x^2$ months (information to be supplied only for effectives recruited by conscription)	e. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	32,712 <sup>3</sup>	1,827			

Table III. — Total Land Armed Forces.

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Officers	c. Other effectives who have completed at least $x^2$ months of service	d. Soldiers whose period of service has exceeded the legal period of service but is less than $x^2$ months (information to be supplied only for effectives recruited by conscription)	e. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	32,712 <sup>3</sup>	1,827			

Table IV. — Formations organised on a Military Basis stationed in the Home Country.

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Officers or officials ranking as officers	c. Other effectives or officials who have completed at least $x^2$ months of service	d. Soldiers or officials whose period of service has exceeded the legal period of service but is less than $x^2$ months (information to be supplied only for effectives recruited by conscription)	e. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	There are no formations which can be regarded as coming under this head.				

<sup>1</sup> Article 2 of Law 4707: "In cases of urgent necessity, the Executive may postpone for not more than three months the discharge of the contingents incorporated."

<sup>2</sup> This figure will be determined by the duration of the longest period of service which is in force in the conscript army of any High Contracting Party at the time of the signature of the Convention.

<sup>3</sup> Ten per cent of conscripts should be deducted to account for deaths, disablements, the *maestranza* (arsenal and dockyard workers) and services included in the cadres of the peace-time organisation.

Table II. — Land Armed Forces stationed overseas.

High Contracting Parties	Overseas territory	a. Total effectives, including the effectives specified separately in this table	b. Officers	c. Other effectives who have completed at least $x$ months of service	d. Soldiers whose period of service has exceeded the legal period of service but is less than $x$ months (information to be supplied only for effectives recruited by conscription)	e. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	None	None	None	None	None	None

Table V. — Formations organised on a Military Basis stationed overseas.

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Officers or officials ranking as officers	c. Other effectives or officials who have completed at least $x$ months of service	d. Soldiers or officials whose period of service has exceeded the legal period of service but is less than $x$ months (information to be supplied only for effectives recruited by conscription)	e. (Recruits not trained as defined in the national legislation (optional statement))
Argentine Republic	None	None	None	None	None

• TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR 1930  
IN THE AIR ARMED FORCES.

*Table VIII. — Air Armed Forces stationed in the Home Country.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Effectives who have completed at least Z <sup>1</sup> months of service (officers, N.C.O.s and men)	c. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	983 <sup>2</sup>	—	—

*Table IX. — Air Armed Forces stationed overseas.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Effectives who have completed at least Z <sup>1</sup> months of service (officers, N.C.O.s and men)	c. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	None	—	—

*Table X. — Total Air Armed Forces.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Effectives who have completed at least Z <sup>1</sup> months of service (officers, N.C.O.s and men)	c. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	983 <sup>2</sup>	—	—

TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR IN  
THE AIR FORMATIONS ORGANISED ON A MILITARY BASIS.

*Table XI. — Air Formations organised on a Military Basis stationed in the Home Country.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Effectives who have completed at least Z <sup>1</sup> months of service (officers, non-commissioned officers and men and officials of all grades)	c. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	None	—	—

<sup>1</sup> This figure will be determined by the duration of the longest period of service which is in force in the conscript air force of any Contracting Party at the time of the signature of the Convention.

<sup>2</sup> These effectives are also included in the table of land armed forces.

TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR IN THE AIR FORMATIONS ORGANISED ON A MILITARY BASIS (continued).

Table XII. — Air Formations organised on a Military Basis stationed Overseas.

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Effectives who have completed at least Z <sup>1</sup> months of service (officers, non-commissioned officers and men and officials of all grades)	c. Recruits not trained as defined in the national legislation (optional statement)
Argentine Republic	None	—	—

TABLES ANNEXED TO ARTICLE 36.

Table I. — Aeroplanes of the Land, Sea and Air Armed Forces.

High Contracting Parties	a. Total aeroplanes of the armed forces		b. Aeroplanes stationed in the home country (optional)		c. Aeroplanes stationed overseas (optional)	d. Aeroplanes in aircraft carriers (optional)
	Number	Total horse-power	—	—	—	—
Argentine Republic	86 <sup>2</sup>	32,460			—	

Table II. — Aeroplanes of the Land, Sea and Air Formations organised on a Military Basis.

High Contracting Parties	a. Total aeroplanes of the forces organised on a military basis	b. Aeroplanes stationed in the home country (optional)	c. Aeroplanes stationed overseas (optional)
Argentine Republic	None		

Table III. — Dirigibles of the Land, Sea and Air Forces.

High Contracting Parties	a. Total dirigibles of the armed forces	b. Dirigibles stationed in the home country (optional)	c. Dirigibles stationed overseas (optional)	d. Dirigibles in aircraft carriers (optional)
Argentine Republic	None			

<sup>1</sup> This figure will be determined by the duration of the longest period of service which is in force in the conscript air force of any Contracting Party at the time of the signature of the Convention.

<sup>2</sup> 70 aeroplanes capable of use in war, in the units.  
16 aeroplanes incapable of use in war, in the training establishments.  
There are no aeroplanes in reserve.

TABLES ANNEXED TO ARTICLE 36 (continued).

Table IV. — *Dirigibles of the Land, Sea and Air Formations organised on a Military Basis.*

High Contracting Parties	a. Total dirigibles of the formations organised on a military basis	b. Dirigibles stationed in the home country (optional)	c. Dirigibles stationed overseas (optional)
Argentine Republic	None		

29 MAR 1932

[Distributed to the Council, the  
Members of the League and the  
States invited to the Conference.]

## Corrigenda

to Document **C.982.M.547.** 1931. IX.

[Conf. D. 38.]

Geneva, February 15th, 1932.

### LEAGUE OF NATIONS

## **PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS IN THE VARIOUS COUNTRIES**

### 65. CORRIGENDA

to the Communication from the Government of the Argentine Republic  
dated December 28th, 1931.

(Document C.982.M.547.1931.IX. [Conf. D. 38]).

1. In the table on page 3, headed " VI. Vessels of the Navy, " the Coast Defence Vessels :  
Belgrano  
Pueyrredon  
San Martin  
Garibaldi

are shown as "Former Coast Defence Vessels".

As these vessels are Coast Defence Vessels in active commission, they should be described as "Coast Defence Vessels" and the word "Former" should be suppressed.

2. In consequence of the above, in the table on page 4 headed "Summary of Tonnage per Category and Global Tonnage", the item "F. Training sloops (formerly coast defence vessels) . . . 24,757" should be suppressed and the tonnage shown against the item "C. Cruisers: 1. Guns of more than 6.1" . . ." should be increased by 24,757 tons and should read 39,357.

3. The number of aircraft in the navy and army of the Argentine Republic is given separately on pages 2 and 12. An addition should therefore be made to note 2 on page 12 to say that this figure does not include naval aeroplanes.

4. Page 6, sixth paragraph. — Instead of "\$500,000" read "500,000 pesos national currency".

On the same page, after "Directorate General of Administration", add "Directorate General of Health".

5. Page 7. — After the line "Delete heading G" add "Chapter H. In paragraph 1, *General*, replace the words 'not more than about 35 per cent of the annual contingent is called up' by the words 'only part of the contingent is called up. In 1931, the proportion called up was 31 per cent of the total, of which 6.6 per cent were for the navy'".

Same page, last paragraph, read: "Page 20. Table of legal effectives: The total number of N.C.O.s, excluding officials ranking as N.C.O.s, is 3,526. The total of conscripts is 25,593. and that of volunteers is 3,343. Table of budgetary effectives (relating to the year 1928-29): The number of N.C.O.s is 3,163. Delete 'Corporals and other ranks' and the line 'Corporals . . . 1940'. The total is 22,880, and the grand total is 27,544."

6. Page 8. — Under "Remarks" replace "*Auditoria-General* of War and Marine (Military Justice)" by "Directorate of Legal Proceedings and Military Justice".

Same page, line 16 from bottom, read "C.12." instead of "C.11".

7. Page 9. — Note 1, begin as follows: "Under Article 2 of Law 4707. In addition, under Article 15 of the same Law, in cases of urgent necessity . . .", etc., the rest without change.

Series of League of Nations Publications

IX. DISARMAMENT ✓

1932. IX. 3. Corrigendum.



[Communicated to the Council, the Members of the League and the States invited to the Conference.]

Official No.: **C. 83. M. 44.** 1932. IX.  
[Conf. D. 51.]

Geneva, January 21st, 1932.

LEAGUE OF NATIONS

3

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**44\*. COMMUNICATION FROM THE URUGUAYAN GOVERNMENT**

*Note by the Secretary-General.*

At the request of the Uruguayan Government, the Secretary-General has the honour to communicate to the Governments invited to the Conference on the Reduction and Limitation of Armaments a letter from the Minister for Foreign Affairs of Uruguay, dated November 30th, 1931, together with an Annex containing information concerning the land, naval and air forces of Uruguay.

**COMMUNICATION FROM THE MINISTER FOR FOREIGN AFFAIRS OF URUGUAY  
TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.**

Montevideo, November 30th, 1931.

In reply to your circular letters of February 17th and June 13th of this year (C.L.23.1931. IX and C.L.124.1931.IX), I have the honour to transmit as an annex to this letter the information requested concerning the position of armaments in Uruguay.

In accordance with the desire expressed by the League Council, the attached information has been compiled on the basis of the corresponding tables in the draft Convention advocated by the Preparatory Commission for the Disarmament Conference, in so far as it has been possible to apply those tables to the present organisation of armed forces in Uruguay; similarly, as regards expenditure, Table A of the Model Statement recommended by the Committee of Experts on Budgetary Questions has been employed.

I shall be glad if you will be good enough to give due publicity to the attached data.

(Signed) J. C. BLANCO.

**TABLES ANNEXED TO ARTICLE 30, PART IV.**

*Table III. — Total Land Armed Forces.*

a. Total effectives, including the effectives specified separately in this table	b. Officers
6,629	785

\* This figure indicates that forty-four documents in regard to the position of armaments in the various countries have been published.

By mistake the serial number 32, instead of 42, has been given to document Conf. D. 41.

These figures represent the effectives at October 1st, 1931. The personnel of the troops is divided as follows :

Infantry . . . . .	3,304	Cavalry . . . . .	1,728
Artillery . . . . .	932	Engineers . . . . .	665

As there is no compulsory military service in Uruguay and there are no formations organised on a military basis, columns c, d and e have not been filled in. The effectives mentioned correspond to the entire territory of the Republic. Since Uruguay has no colonies or oversea territories, Tables I, II, IV and V have not been filled in.

In Uruguay, certain classes of civilian officials belonging to the Ministry of War and Marine, the Medical Corps of the Army and Navy, the General Intendance of the Army and Navy and other auxiliary services hold military rank.

The number of officials ranking as army officers, from the rank of second lieutenant (*alférez*) upwards, is 540.

The number of officials assimilated to N.C.O. s and other ranks (warrant officers, sergeants, corporals, buglers and privates) is 412.

Table VI. — Naval Forces.

a. Total effectives, including the effectives specified separately in this table	b. Officers
601	167

For the reasons given above, columns c and d have not been filled in. Neither does Table VII apply to Uruguay. The naval forces include 55 civilian officials ranking as naval officers.

Table X. — Total Air Armed Forces.

a. Total effectives, including the effectives specified separately in this table	b. Officers
122	20

The 20 officers consist of 14 army officers and 6 naval officers. There are also 5 military air pilots in service.

The workshop personnel of the Military Flying School includes 30 civilians ranking as soldiers.

TABLES ANNEXED TO ARTICLE 36.

Table I.

a. Total aeroplanes of the armed forces Aeroplanes and sea-planes	
No.	Total horse-power
42	9,520

TABLES ANNEXED TO CHAPTER B OF PART II.

Table I.

Total tonnage . . . . . 1,761 tons

Table II.

- (c) (d) (ii) Light surface vessel :
- 1 torpedo-boat cruiser built in 1910 (training-ship) of 1,150 tons.
  - Artillery : Two 120-mm. guns ;  
Four 75-mm. guns ;  
Two torpedo-tubes ;  
Three 45-cm. torpedoes.

---

MODEL STATEMENT.

Table A.

Army budget for the year 1930-31 extended to March 31st, 1932.

	Total \$
Land forces . . . . .	7,152,690.66
Naval forces. . . . .	1,281,522.25
Air forces . . . . .	<u>95,416.67</u>
Grand Total. .	\$8,529,629.58

It should be noted that, in Uruguay, all armed forces are under one and the same Ministry and, consequently, various organs possess services covering the Army, Navy and Air Forces ; in such cases, the amounts corresponding to each arm are not specified. These services are : the Ministry of War and Marine, the General Intendance of the Army and Navy, the Medical Corps and the Establishments of Military Justice.

In Table A of the present Model Statement, the expenditure on those services is included in the total for land forces.

For the reason already given, the expenditure has not been indicated separately in accordance with Tables B, C and D.

---

These figures represent the effectives at October 1st, 1931. The personnel of the troops is divided as follows :

Infantry . . . . .	3,304	Cavalry . . . . .	1,728
Artillery . . . . .	932	Engineers . . . . .	665

As there is no compulsory military service in Uruguay and there are no formations organised on a military basis, columns c, d and e have not been filled in. The effectives mentioned correspond to the entire territory of the Republic. Since Uruguay has no colonies or oversea territories, Tables I, II, IV and V have not been filled in.

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It should be noted that, in Uruguay, all armed forces are under one and the same Ministry and, consequently, various organs possess services covering the Army, Navy and Air Forces ; in such cases, the amounts corresponding to each arm are not specified. These services are : the Ministry of War and Marine, the General Intendance of the Army and Navy, the Medical Corps and the Establishments of Military Justice.

In Table A of the present Model Statement, the expenditure on those services is included in the total for land forces.

For the reason already given, the expenditure has not been indicated separately in accordance with Tables B, C and D.

[Distributed to the Council, the Members  
of the League and the States invited  
to the Conference.]

Official No.: **C. 89. M. 45.** 1932. IX.  
[Conf. D. 52.]

Geneva, January 21st, 1932.

LEAGUE OF NATIONS

4

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**44.\* COMMUNICATION FROM THE COLOMBIAN GOVERNMENT**

*Note by the Secretary-General.*

At the request of the Colombian Government, the Secretary-General has the honour to communicate to the Governments invited to the Conference on the Reduction and Limitation of Armaments a letter dated January 5th, 1932, from the Permanent Delegate of Colombia accredited to the League of Nations, with an annexed report giving information on the military, naval and air forces of Colombia.

**COMMUNICATION FROM THE PERMANENT DELEGATE OF COLOMBIA  
ACCREDITED TO THE LEAGUE OF NATIONS TO THE SECRETARY-GENERAL.**

Geneva, January 5th, 1932.

I have the honour to transmit herewith a report from the Ministry of War, which was forwarded to me by the Colombian Ministry of Foreign Affairs, and which relates to the very small Colombian army, its composition, organisation, budget and military schools.

As you will observe, the strength of the Colombian army is under six thousand, which is less than one per thousand of a population of eight millions.

You will also notice that the budget for national defence—that is to say, for war—which in 1929 was almost \$9,000,000, was in 1931 reduced to \$4,300,000; it will be still further reduced in 1932 and the subsequent years.

Colombia has no external enemies and, for more than thirty years, has maintained internal peace by means of its small army, which is barely sufficient to constitute a training centre, if need be, for the whole country.

The report does not mention material. I can, however, supply this deficiency by saying that there is a munition factory in Colombia, and that rifles, guns, aircraft and the vessels necessary for our enormous rivers and our coasts are purchased abroad. The collection of revenue, the prevention of smuggling and the supervision of salt and other mines, railways, etc., is effected throughout a region extending from the ports of the Amazon and the chief town, Leticia, to Urabá, Choco, Catatumbo and Guajira.

The Ministry of Foreign Affairs adds to this report a note to the effect that at present we have only one squadron of training aircraft (six machines), three Curtiss fighting aircraft recently ordered from the United States of America and about six Wild scouting machines constructed in Switzerland.

I should be obliged if you would kindly convey this information to all the States invited to the Conference.

(Signed) A. J. RESTREPO.

\* This figure indicates that forty-four documents in regard to the position of armaments in the various countries have been published.

[Distributed to the Council, the Members  
of the League and the States invited  
to the Conference.]

Official No.: **C. 89. M. 45.** 1932. IX.  
[Conf. D. 52.]

Geneva, January 21st, 1932.

LEAGUE OF NATIONS

4

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

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## I. GENERAL.

The territory of Colombia has an area of 1,283,000 square kilometres. The population, according to the 1928 census, is 7,968,000, which is equivalent to a density of 6.2 per square kilometre.

The railway system has a length of 2,905 kilometres (in use) in 1931. The road system had a length of 5,743 kilometres at the same date.

The great rivers Magdalena, Atrato, Putumayo and Caquetá provide fluvial communication for a total distance of 2,700 kilometres.

## II. ARMY.

### A. SUPREME MILITARY AUTHORITY AND ITS ORGANS.

In time of peace, the supreme command of the army is vested in the President of the Republic. In time of war, he may delegate his powers to a general of the army.

#### 1. *Ministry of War.*

During the present year, this Ministry has been composed of the following :

- (a) Minister's Secretariat ;
- (b) No. 1 Department (Secretariat), consisting of three sections (Justice, Pensions, Chaplains) ;
- (c) No. 2 Department (General Staff), comprising five sections (I. Operations and Communications ; II. Territorial Service and Mobilisation ; III. Intelligence ; IV. Transport and Lines of Communication ; V. Military History and Personnel) (the staff college is under this department) ;
- (d) No. 3 Department (General Inspectorate of the Army), with two sections (I. Infantry and Technical Troops ; II. Mounted Troops) ;
- (e) No. 4 Department (War Material), with three sections (I. Armaments and Munitions ; II. Clothing, Equipment and Furniture ; III. Quarters and Buildings) (under this Department are placed the ammunition factory, the army workshops, the clothing factories and army armament, clothing and equipment depots) ;
- (f) No. 5 Department (Personnel) (this department has charge of the general army archives).

There are also four Sections which are not attached to any department, and which work independently. These are : River Flotilla and Air Fleet, Accountancy and Treasury, Medical and Food Supplies, Remount and Veterinary Service.

There is also an Advisory Committee of the Ministry of War, which consists of the heads of Sections of that Ministry.

#### 2. *The Inspector-General of the Army.*

The Inspector-General of the army is the senior divisional general. He supervises the execution and application of military measures ordered by the Government and the Ministry of War. As Inspector-General, he must inspect every command, military educational institution and army unit at least once a year.

#### 3. *Higher Commands.*

The brigade commands are responsible for the direction and training of the officers and men in their brigades. They direct the administrative services and are also charged with the maintenance of barracks, arms, etc. These commands constitute the recruiting centres of the corresponding military areas. Each brigade command comprises : Command, General Staff and Adjutant's Department.

### B. TERRITORIAL MILITARY DISTRICTS.

The country is divided into five military zones, corresponding to the five brigades constituting the army. Similarly, these zones are divided into military districts corresponding to the units, and the districts, in their turn, are divided into sub-districts, each of which includes a number of municipalities.

The brigade and zone commands have their headquarters at Bogotá (first), Barranquilla (second), Cali (third), Medellín (fourth) and Bucaramanga (fifth).



### C. COMPOSITION OF THE ARMY.

The army is composed of five mixed brigades. The total number of units is as follows : 15 infantry battalions, 3 cavalry groups, 2 artillery groups, 1 battalion of engineers, 3 railway battalions and 1 battalion forming the Guard of Honour of the President of the Republic.

The total peace strength is 6,000 men—*i.e.*, less than one per thousand of the population.

Military service in the first line army is compulsory for all citizens between 21 and 30 years of age. From the ages of 31 to 40, citizens are incorporated in the National Guard or second line army, and those from 41 to 45 belong to the Territorial Guard.

The period of service with the colours is one year, and every six months contingents of 3,000 conscripts of all arms are called up.

The men comprising the first line army, the National Guard and the Territorial Guard who are not performing active service constitute the reserve of each of the above groups.

The Government may call up reservists in time of peace for periods of training, exercises and manœuvres.

The territorial service consists of a military staff dealing with the mobilisation and supply service of the army.

It comprises the following personnel :

Majors or captains (commanding zones) . . . . .	5
Captains (commanding districts). . . . .	16
Lieutenants . . . . .	6
Second-lieutenants . . . . .	<u>3</u>
Total . . . . .	30
N.C.O.s. . . . .	30
Orderlies . . . . .	<u>5</u>
Total . . . . .	35

In addition to this personnel, each unit or formation has for each sub-district an N.C.O. clerk who works in connection with recruiting under the orders of the commander of the corresponding military district.

### D. NATIONAL DEFENCE TAX AND EXEMPTION DUES.

Every Colombian citizen who has reached 21 years of age and has not been drawn by lot to serve with the colours (one year's military service) has to pay a single sum of money which varies with his category. This is called the national defence tax. Persons who have been drawn by lot and who therefore have to serve, but who are for some special reason unable to do so, pay a sum which is known as the "exemption due" and which is much greater in amount than the national defence tax. This also varies with the man's category and exempts him from service with the colours in time of peace.

The enlistment of volunteers is prohibited in Colombia.

*Exemptions.*— The following persons are exempt from service in all circumstances: Catholic clergy and seminarists, members of religious educational communities, invalids, disabled persons, persons suffering from contagious or infectious diseases, and delinquents.

The following are temporarily exempted: Persons occupying certain positions or engaged in certain duties and (up to the end of their studies) young men who are studying for a professional career and have not failed in their university examinations.

### E. MILITARY EDUCATIONAL ESTABLISHMENTS.

The military educational and training establishments are governed by special military regulations issued by the Ministry of War. Their personnel is appointed in accordance with their statutes, and the most highly qualified officers are chosen to conduct the courses. These establishments, as stated above, are directly under the Ministry of War.

*Staff College.*— The object of this college is to train field and staff officers. The courses last two years.

*Military Cadet School.*— The courses last four years. Students who have successfully followed the regulation courses and who show by their conduct and intelligence that they possess military aptitude and abilities are posted to units with the rank of second-lieutenant. The number of pupils holding scholarships (regular pupils) is 60, and no limit is fixed for the number of supernumeraries or cadets paying a monthly boarding fee.

The schools for N.C.O.s are closed this year.

*Military Aviation School.*— The military aviation school is established at Madrid (Cundinamarca), and is directly under the Ministry of War. The number of pupils varies.

### III. RIVER FLOTILLA.

*Gunboats:*

" Santa Marta " . . . . .	}	Displacement: 88 tons.
		Speed: 25 kilometres per hour.
		Dimensions:
		Length p.p.: 36.60 metres.
" Cartagena " . . . . .	}	Length, over all: 41.90 metres.
" Barranquilla " . . . . .		Beam: 6.70 metres.
		Draft: 1.52 metres.
" Presidente Mosquera " . . . . .		Displacement: 200 tons.

### IV. BUDGET EXPENDITURE ON NATIONAL DEFENCE.

#### A. NOTE ON BUDGET PROCEDURE.

1. The financial year coincides with the calendar year.
2. The budget is considered and approved by chapters corresponding to the different administrative organisations (ministries and administrative departments which constitute the Government); appropriations by chapters are included in a single total, which constitutes the *general national budget*.
3. Expenditure on national defence is shown under the Ministry of War.

#### B. SUMMARY OF BUDGET EXPENDITURE ON NATIONAL DEFENCE (BUDGET OF THE MINISTRY OF WAR).

	1928	1929	1930	1931
Ministry of War. . . . .	7,289	8,930	5,147	4,300

Geneva, February 5th, 1932

LEAGUE OF NATIONS

5

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

Proposal of the French Delegation

The Government of the Republic, conscious of the gravity of the problem to be solved, is convinced that, in accordance with previous work of the League of Nations, the Conference should deal with this problem as a part of general policy.

This is all the more important since it meets at a time of economic and moral tension, at a time of general disturbance and uneasiness, when events emphasise the absolute necessity of a better organisation in a tormented world.

The Government of the Republic is anxious to honour the promise contained in its memorandum of July 15th, 1931, and to reply to the repeated appeals made by the League of Nations, notably in the resolution of the Assembly of 1927. It intends thus to fulfil a double duty.

It assumes that, on the basis of the draft Convention of 1930, action will be taken with the least possible delay.

Further, it presents herewith proposals for placing civil aviation and bombing aircraft, and also certain material of land and naval forces, at the disposal of the League of Nations<sup>1</sup>; for the creation of a preventive and punitive international force; for the political conditions upon which such measures depend; and, lastly, for new rules providing for the protection of civil population.

I. PROPOSALS TO PLACE CIVIL AVIATION AND BOMBING AIRCRAFT AT THE DISPOSAL OF THE LEAGUE OF NATIONS.

The Government of the Republic proposes, in the first place, to the Conference a series of measures dealing with the newest arm of war, now increasing immoderately in size and technique with consequent disorganisation of prices and international competition—this war arm whose character is the most specifically offensive and the most threatening to civilians.

Bombing machines capable of carrying great loads and having a wide radius of action which enables them to conduct operations far within the territory of belligerent countries offer the aggressor a particularly cruel weapon for use against non-combatants. It is to such machines that the following provisions refer:

1. *Internationalisation of Civil Air Transport under a Regime to be organised by the League.*

This internationalisation, already studied by certain Governments for economic and financial reasons, would include:

(a) The undertaking by the Contracting parties not to permit their nationals to construct (with the exception of orders placed in accordance with the conditions fixed in paragraphs (b), (c) and (d) hereafter) or to employ machines capable of military use. The maximum unladen tonnage of authorised aircraft will be to this end and in accordance with the advice of their experts, limited by the Contracting parties to  $x$  tons for aeroplanes,  $x'$  for seaplanes and  $x''$  cubic metres for dirigibles.

(b) The creation of an international civil air transport service entrusted to continental, inter-continental or inter-colonial organisations, to operate air transport under the auspices

<sup>1</sup> Or, in the case of the accession of States non-members of the League of Nations, of which several have taken part in the work of the Preparatory Commission, at the disposal of the international authority which would be constituted to ensure their co-operation.

of the League of Nations, which alone will have the right to build and to use machines of greater tonnage than that indicated in the preceding paragraph.

(c) The right to create lines between the home country and colonial territories presenting particular interest for one or more of the Contracting parties, provided always that they undertake to bear the costs, if requested to do so by the League of Nations, and that they submit to the League for its approval the number, the type and the unladen tonnage of the machines to be used.

(d) The fair distribution, according to their capacity, between the aviation industries of the different countries, of orders for material for international civil aviation, in accordance with conditions to be fixed in an annexed convention.

(e) The exclusive, permanent and inalienable right for the League of Nations to requisition all machines for the International Civil Air Service.

(f) The guarantee of the Contracting Parties not to place an embargo on machines belonging to the International Civil Air Service and not to sequester them, but to facilitate the League's right of requisition by all means in their power.

This internationalisation of civil aviation is the necessary condition of the proposals which follow.

## 2. *Limitation of Bombing Aircraft.*

The problem to be solved has two aspects of equal importance.

On the one hand, it is necessary that, in order to carry out its preventive and, if need be, its punitive action against war, the League of Nations should dispose of a superiority in air strength.

On the other hand, it would be inadmissible for a State suffering from an air bombardment, in violation of the rules laid down in Chapter V below, not to retain the full use of all its air strength in order to reply to this flagrant act of aggression.

In order to reconcile these two necessities, the Government of the Republic proposes:

(a) The contracting parties undertake not to retain, or not to build in the future for their military air forces, machines having an unladen tonnage exceeding a limit to be fixed by the contracting parties in consultation with their experts, at  $y$  tons for aeroplanes,  $y'$  tons for seaplanes and  $y''$  cubic metres for dirigibles.

Machines of tonnage above this limit will be set aside for the constitution of an international military air force. Consequently, they will be transferred by those contracting parties who own them when the Convention comes into force, to the League of Nations which will decide where they have to be stationed and will organise the command of the International Air Force.

(b) In the military air forces of the different States, two categories must be distinguished:

(1) Machines which will be left, in all circumstances, at the disposal of the Military Air Forces, and the unladen tonnage of which will be decided by the contracting parties after consultation with their experts and will not exceed  $z$  tons for aeroplanes,  $z'$  tons for seaplanes and  $z''$  cubic metres for dirigibles;

(2) Machines the unladen tonnage of which comes within the limits  $y$  and  $z$  and which will conform with the rules of paragraph (c) below.

(c) The inclusion of aeroplanes, the unladen tonnage of which comes between  $z$  and  $y$  tons, in the Air Forces they are entitled to possess, is only authorised to those contracting parties who undertake to place them at the disposal of the League in the eventuality of the application of Article 16 of the Covenant and of common action by the League of Nations. These machines will be permanently under the inspection of the League.

(d) Any contracting party suffering from an air bombardment in violation of Chapter V below, on the sole condition that it notifies the League of Nations, will be entitled immediately to use all its air forces including those machines earmarked to be at the disposal of the League of Nations. The contracting party will also, *ipso facto*, be freed from its own obligations *vis-à-vis* the aggressor.

The above provisions, while ensuring to the League its superiority of air strength, result in limiting bombing aircraft as regards number, power and use.

## II. PROPOSALS TO PLACE CERTAIN MATERIAL OF LAND AND NAVAL FORCES AT THE DISPOSAL OF THE LEAGUE OF NATIONS.

The same problem arises in the case of certain land and naval material as arises in the case of bombing aircraft. The French delegation offers a similar solution — namely :

(a) Only those Powers which undertake to place them at the disposal of the League of Nations in the event of the application of Article 16 of the Covenant and of common action by the League shall have the right to possess such materials;

(b) In the case of aggression contrary to the rules laid down in Chapter V of the present proposals, the said Powers, after notifying the League of Nations, will recover the full right to dispose of all such means of defence;

(c) The material coming under the present section includes:

Batteries of heavy long-range artillery;  
Capital ships carrying guns exceeding 8 inches or of a tonnage exceeding 10,000 (W.T.) tons;  
Submarines with a tonnage exceeding  $n$  tons.

### III. CREATION OF AN INTERNATIONAL FORCE.

The object of the third French proposal is to set up on behalf of the League of Nations and apart from the measures provided in Chapters 1 and 2:

- (1) An international police force to prevent war;
- (2) A first contingent of punitive forces to repress war and to bring immediate assistance to any State victim of aggression.

(a) The police force will be permanently available with complete freedom of passage to occupy in times of emergency areas where a threat of war has arisen, and to assist the action of commissioners of the League of Nations on the spot, and also to contribute to all conservatory measures within the scope of the Convention to improve the Means of Preventing War and of Article 11 of the League Covenant.

This police force will be made up of contingents furnished by each of the contracting parties in a proportion to be determined. France is prepared to contribute a mixed brigade, a light naval division and a mixed group of reconnaissance and fighter aircraft.

The League of Nations will arrange for the command of the international police force and will be entitled to inspect its component elements.

(b) The first contingent of punitive forces would, in conformity with the undertakings to be assumed by contracting parties, be made up of elements of strength varying according to the regions concerned.

These undertakings entered into by States towards the League of Nations would oblige them to come to the help of any State victim of aggression with forces of definite strength constantly available. The contracting parties would have the option of increasing this contribution on the recommendation of the Council of the League (Paragraph 2 of Article 16 of the Covenant) or, in the event of aggression, with a view to applying regional conventions of mutual assistance coming within the scope of the Covenant.

The undertakings of the various States would differ according to the place of the conflict—a conflict concerning another continent from that to which the State belongs; a conflict concerning the continent to which the State belongs; a conflict in which the aggressor has a common frontier with the contracting State.

France is prepared to undertake the following contributions:

In the case of a conflict outside Europe: a mixed brigade, a light naval division, a mixed group of aircraft, material for land warfare without *personnel*, and munitions;

For a conflict in Europe: a division of all arms, a naval division, a mixed group of aircraft, material for land warfare with *personnel*, and munitions;

For a conflict in Europe in which the aggressor has a common frontier with France, the contingents provided for in the preceding paragraph and, in addition, forces, the strength of which would be decided in each case in agreement with the League.

As far as material for land warfare is concerned, the contracting parties which possess tanks or similar armoured implements, as well as heavy field artillery, undertake to contribute from them to the forces which will be placed at the disposal of the League under the conditions mentioned above.

In these various eventualities the undertakings of each State would only become operative if the forces thus placed at any moment at the disposal of the League reached a minimum total to be determined, and if there were equitable proportion between the contributions of the principal States.

### IV. PROTECTION OF CIVILIAN POPULATIONS.

In addition to the preceding provisions, the Government of the Republic proposes the adoption of the following rules which can be adopted unconditionally:

(a) The use by aeroplanes and by land or naval artillery of projectiles which are specifically incendiary or which contain poison gases or bacteria is forbidden, whatever the objective.

(b) Any bombardment either from the air or by artillery is forbidden at a distance of more than  $x$  kilometres from the front line in land warfare. The only exceptions admitted to this rule concern the bombardment of air bases used by belligerents or of the emplacements of long-range artillery.

(c) Along the coast air bombardment is forbidden behind a zone of a depth of  $x$  kilometres except on air bases and on batteries of artillery. In this zone of  $x$  kilometres air

bombardment is not permitted except under the conditions laid down by Convention IX of The Hague for naval artillery acting with or without preliminary warning according to the cases mentioned in Article 2 of the said Convention.

(d) The use of naval artillery will continue to be governed by the provisions of Convention IX of The Hague.

(e) Any flagrant violation of one of the rules stated in the present chapter will be regarded as *prima facie* evidence that the State guilty thereof has resorted to war within the meaning of Article 16 of the Covenant of the League of Nations.

#### V. CONDITIONS FOR THE ORGANISATION OF PEACE.

The Government of the Republic is fully aware that the above proposals entail political measures, which alone permit and guarantee their successful operation.

It affirms once more that no substantial reduction of armaments can be brought about by empirical and technical means. Whoever desires the end—and the end is essential—must also desire the means. There must be a change of method; in future we must seek in common action that security which each nation has hitherto endeavoured to obtain from its own force alone.

This is the very spirit of the Covenant. We must give vitality to its stipulations, which, ever since we began to discuss their application, have been constantly interpreted along the line of least resistance.

The present Conference offers the best opportunity that has ever occurred to make a definite choice between a League of Nations possessing executive authority and a League of Nations paralysed by the uncompromising attitude of national sovereignty. France has made her choice. She suggests that the other nations should make theirs.

The measures without which the above proposals would be ineffective and even unthinkable include amongst others compulsory arbitration; definition of the aggressor; guarantees as to the rapidity of the decision of the authority controlling the international force; the bringing of the action of that authority into conformity with international law, which is still insufficiently precise, but the permanent and contractual elements of which result from international treaties and pacts; and the international control of the execution of all agreements concerning armaments.

These provisions, in regard to which the French delegation reserves the right to make concrete proposals are an integral part of the enquiries carried out by the League of Nations during the last twelve years. All the elements of the necessary solution are brought together.

Such a solution would be not only an important step towards a general and contractual limitation of armaments and towards their reduction, but also a great advance in the organisation of peace.

As the proposed organisation would have to be general, the execution of the undertakings which the various Powers would declare themselves ready to accept will be held in suspense until the ratification of the final Convention by all the contracting parties.

The Government of the Republic furnished in its Memorandum of July 15th, 1931, and in the Annexes to that Memorandum precise details of the modification of its armaments and the reductions which it has already brought about of its own accord, in execution of Article 8 of the League Covenant, since it came into force and since the conclusion of the Locarno Agreements.

These reductions, which the political conditions based on the existing order of things have rendered possible to France, are a pledge of her determination not only to fix them by treaty, but also, once co-operation has taken the place of isolation, to endeavour to achieve further reductions on the lines of the present proposals and of the fundamental guarantees to peace which these proposals would ensure.

#### Annex.

EXPLANATORY TABLE OF CHAPTER I OF THE ABOVE PROPOSALS.

<i>Military Aircraft</i>	<i>Tonnage</i>	<i>Civil Aircraft</i>
Bombing machines capable of carrying great loads, set aside for the International Air Force; not allowed for national aircraft.		
Y	Y	International Air Transport Service
National aircraft placed at the disposal of the League in the eventuality of the application of Article 16 of the Covenant.	Z	
Z	Z	
Military aircraft left, in all circumstances, at the disposal of the contracting parties.	X	
	o	Private Aircraft. X

Note. — X, Y and Z to be determined by the Conference.

Geneva, February 6th, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

Supervision of the International Trade in Arms and  
Ammunition and in Implements of War.

Prohibition of the Use in War of Asphyxiating, Poisonous  
and Other Gases and of Bacteriological Methods of Warfare.

(Extracts from documents A.30.1931.V and A.6(a).1931.V.Annex.)

*Note by the Secretary General:*

In accordance with the instructions contained in the report (document C.48.1932.V) adopted by the Council of the League of Nations during its sixty-sixth session on January 25th, 1932, the Secretary-General has the honour to transmit herewith to the Conference for the Reduction and Limitation of Armaments the following information concerning the Conventions and Protocols relating to Traffic in Arms and the Prohibition of the Use in War of Asphyxiating, Poisonous and Other Gases and of Bacteriological Methods of Warfare.

CONVENTION FOR THE SUPERVISION OF THE INTERNATIONAL TRADE IN ARMS  
AND AMMUNITION AND IN IMPLEMENTS OF WAR.<sup>1</sup>

(Geneva, June 17th, 1925.)

Not in force.

STATUS OF RATIFICATIONS, ACCESSIONS AND SIGNATURES

(Extract from document A.6(a).1931.V.Annex).

<i>Ratifications or definitive Accessions.</i>	<i>Signatures or Accessions not yet perfected by Ratification.</i>	<i>The Convention is open to Accession by:</i>
BRITISH EMPIRE  Does not bind India or any British Dominion which is a separate Member of the League of Nations and does not separately sign or adhere to the Convention.  This ratification will not become effective until the ratifications of the said Convention by all the following Powers, <i>i. e.</i> , Austria, Belgium, Czechoslovakia, Germany, Italy, Japan, Spain, Sweden and United States of America	ABYSSINIA UNITED STATES OF AMERICA AUSTRIA BELGIUM  To the same extent as does the effect of the Convention apply in the States named hereafter: The United States of America, Austria, France, Great Britain, Czechoslovakia, Germany, Italy, Japan, Spain, Sweden, Switzerland.	ARGENTINE REPUBLIC COLOMBIA GREECE IRISH FREE STATE LITHUANIA MEXICO NICARAGUA PANAMA PARAGUAY PERSIA PORTUGAL

<sup>1</sup> " A first procès-verbal of the deposit of ratifications will be drawn up by the Government of the French Republic as soon as the present Convention shall have been ratified by fourteen Powers.

" The Convention shall come into force four months after the date of the notification of this procès-verbal by the Government of the French Republic to all signatory Powers." (Article 41.)

CONVENTION FOR THE SUPERVISION OF THE INTERNATIONAL TRADE IN ARMS  
AND AMMUNITION AND IN IMPLEMENTS OF WAR (*continued*).

(Geneva, June 17th, 1925.)

Not in Force.

STATUS OF RATIFICATIONS, ACCESSIONS AND SIGNATURES  
(Extract from document A.6(a).I93I.V.Annex) (*continued*).

<i>Ratifications or definitive Accessions.</i>	<i>Signatures or Accessions not yet perfected by Ratification.</i>	<i>The Convention is open to Accession by:</i>
have become effective in accordance with Article 41 of the Convention.		
<b>AUSTRALIA (a)</b> Subject to the reservation that this accession shall not take effect until ratifications of the Convention in respect of Austria, Belgium, Czechoslovakia, Germany, Italy, Japan, Spain, Sweden and the United States of America have been deposited with the French Government.	<b>BRAZIL</b> Reserves, during the whole period of application of the present Convention, the right of fulfilling it, as regards the part that concerns Brazil, according to the spirit of the provisions having for their object the generalisation of control both as concerns the commerce as well as concerns the manufacture of armaments.	<b>TURKEY</b> And all other States invited to adhere to the Convention in accordance with Article 37.
<b>CHINA</b>	<b>BULGARIA</b>	
<b>DENMARK</b> The Danish Government makes the entry into force of this Convention, as far as Denmark is concerned, subject to its being put into force both in Sweden and in Switzerland.	<b>CANADA</b>	
<b>EGYPT</b>	<b>CHILE</b>	
<b>FRANCE</b> This ratification will not become effective until the ratifications of the Convention by Belgium, Czechoslovakia, Italy, Japan, Sweden and the United States of America have become effective in accordance with Article 41 of the Convention.	<b>CZECHOSLOVAKIA</b>	
<b>LATVIA</b> With reservation for the suspension of the application of Articles 6 and 9 in virtue of the right recognised to Latvia in Article 29.	<b>ESTONIA</b> With reservation for the suspension of the application of Articles 6 and 9 in virtue of the right recognised to Estonia in Article 29.	
<b>LIBERIA (a)</b>	<b>FINLAND</b> With reservation for the suspension of the application of Articles 6 and 9 in virtue of the right recognised to Finland in Article 29.	
<b>NETHERLANDS (including the Netherlands Indies, Surinam and Curaçao)</b>	<b>GERMANY</b>	
<b>POLAND</b> With reservation for the suspension of the application of Articles 6 and 9 in virtue of the right recognised to Poland in Article 29.	<b>HUNGARY</b>	
<b>SPAIN</b>	<b>INDIA</b>	
<b>SWEDEN</b> Subject to the condition that this ratification will only take effect when the other producing States shall have ratified the Convention.	<b>ITALY</b>	
<b>VENEZUELA</b>	<b>JAPAN</b>	
	<b>LUXEMBURG</b>	
	<b>NORWAY</b>	
	<b>ROUMANIA</b> <i>Ad referendum</i> with the reservation provided in Article 29 of the Convention, in virtue of which the application of Articles 6 and 9, as far as they concern exports consigned to Roumania by the High Contracting Parties and as far as they concern imports manufactured in Roumania, will be suspended until the date of the accession of Russia to the present Convention, as also to the Annex.	
	<b>SALVADOR</b>	
	<b>SIAM</b>	
	<b>SWITZERLAND</b>	
	<b>URUGUAY</b>	
	<b>YUGOSLAVIA</b>	

N.B. — The letter (a) signifies an accession.



DECLARATION REGARDING THE TERRITORY OF IFNI.

(Geneva, June 17th, 1925.)

Not in Force.

STATUS OF RATIFICATIONS, ACCESSIONS AND SIGNATURES.

<i>Ratifications or definitive Accessions.</i>	<i>Signatures or Accessions not yet perfected by Ratification.</i>	<i>The Declaration is open to Accession by:</i>
AUSTRALIA (a) Subject to the reservation that this accession shall not take effect until ratifications of the Convention in respect of Austria, Belgium, Czechoslovakia, Germany, Italy, Japan, Spain, Sweden and the United States of America have been deposited with the French Government.	ABYSSINIA AUSTRIA BELGIUM BRAZIL BRITISH EMPIRE: Does not bind India or any British Dominion which is a separate Member of the League of Nations and does not separately sign or adhere to the Declaration.	UNITED STATES OF AMERICA ARGENTINE REPUBLIC COLOMBIA GERMANY GREECE HUNGARY IRISH FREE STATE LITHUANIA MEXICO NICARAGUA NORWAY PANAMA PARAGUAY PERSIA PORTUGAL SIAM SWEDEN TURKEY URUGUAY And all other States invited to adhere to the Convention in accordance with Article 37.
CHINA	CANADA	
DENMARK The Danish Government makes the entry into force of this Declaration, as far as Denmark is concerned subject to its being put into force both in Sweden and in Switzerland.	INDIA BULGARIA	
EGYPT	CHILE	
FRANCE	CZECHOSLOVAKIA	
LIBERIA	ESTONIA	
NETHERLANDS (including Netherlands Indies, Surinam and Curaçao)	FINLAND	
POLAND	ITALY	
SPAIN	JAPAN	
VENEZUELA	LATVIA	
	LUXEMBURG	
	ROUMANIA	
	SALVADOR	
	SWITZERLAND	
	YUGOSLAVIA	

CONVENTION FOR THE SUPERVISION OF THE INTERNATIONAL TRADE IN ARMS AND AMMUNITION AND IN IMPLEMENTS OF WAR.

REPLIES FROM GOVERNMENTS WHICH HAVE NOT RATIFIED THE CONVENTION (POINT I OF THE RESOLUTION ADOPTED BY THE ASSEMBLY OF THE LEAGUE OF NATIONS ON OCTOBER 3RD, 1930).

(Extract from document A.30.1931.V, First Part.)

*Germany.*

In view of the fact that the Convention contains a list of the arms and implements of war covered by its provisions, a list also to be found in the draft Convention on the Manufacture of Arms and Ammunition and of Implements of War, which is being discussed by a special League of Nations Committee, and of the further fact that various proposals have been submitted in that Committee with a view to the amendment of the list, and that, in all probability, the list in the Convention on the Manufacture of Arms will be modified which would ultimately have the effect of modifying the list in the Convention on the Trade in Arms, the German Government does not consider it expedient to submit to the Reich legislative organs for approval a Convention which may shortly be amended.

Accordingly, the German Government is obliged, despite its desire for the speedy introduction of international regulations in the matter, to postpone provisionally its ratification of the Convention on the Trade in Arms.

*Austria.*

The Convention has been ratified by the Federal President of the Austrian Republic, but the Federal Government considers it expedient at present to postpone the deposit of ratifications, for the following reasons:

The Federal Government, in agreement with the British Government, was of opinion that it would have been expedient for the ratifications of all producing States to be deposited simultaneously. The negotiations undertaken with this object, however, were not successful. Although

the British Government itself has in the meantime proceeded to deposit its instruments of ratification, the Federal Government feels, in view of the fact that the decisions that may be passed by the forthcoming Disarmament Conference will undoubtedly affect the future of the Convention of June 17th, 1925, that it should await the results of that Conference before coming to a definite decision as regards ratification of the Convention.

*Belgium.*

The Convention has been approved by the Chamber of Representatives and is now before the Senate. Belgium's ratification will, however, only be deposited in conjunction with those of certain other States, or subject to the reservation that the Convention shall also become operative in those States which were specifically mentioned at the time of the signature of the Convention (Austria, Czechoslovakia, France, Germany, Great Britain, Italy, Japan, Spain, Sweden, Switzerland, United States of America).

*Brazil.*

Brazil does not intend to ratify the Convention.

*Canada.*

The Canadian Government proposes to invite Parliament, at the next session, to approve of ratification, to come into effect when Austria, Belgium, Czechoslovakia, Germany, Italy, Japan, Spain, Sweden, and the United States of America have completed their ratifications.

*Estonia.*

The Convention will be submitted to the Estonian Parliament for approval at the next session of Parliament in October 1931.

*United States of America.*

The Convention was transmitted by the President of the United States to the Senate on January 12th, 1926, for purposes of ratification. When Congress adjourned on March 3rd, 1931, the Senate had not yet approved ratification.

*Finland.*

The Finnish Government hesitates to ratify the Convention in the present conditions of political security, chiefly because its consequences would, in practice, mainly affect certain smaller countries which do not themselves manufacture arms and ammunition and implements of war sufficient for their own requirements. Directly, however, a draft general convention, on similar lines, for the supervision of the manufacture of arms and ammunition and implements of war can be framed, the Finnish Government would be quite prepared to reconsider its attitude towards the above-mentioned Convention.

*Italy.*

The Italian Government has not felt able to ratify the Convention of June 17th, 1925, since it considers that supervision should not be exercised over the trade in war material before the entry into force of a General Convention for the Limitation of Armaments. This decision is based on the desire not to encourage non-producing States to create war industries and thus to evade the supervision and publicity of their imports and hence the supervision of an increase in their armaments. The Royal Government considers further that it would be well to postpone the entry into force of the Convention for the Supervision of the Trade in Arms until after the Disarmament Conference, as the results of the latter might make it possible to unify and simplify the complicated nomenclature of arms contained in the Convention and perhaps to introduce other useful amendments.

*Japan.*

The Japanese Government has already instituted measures with a view to ratification. The proceedings are not yet, however, sufficiently advanced to enable the Government to determine the date of ratification, as this will first necessitate amendments to the law.

*Luxemburg.*

The Grand-Ducal Government has submitted the Convention to the judicial authorities for an opinion, with a view to the necessary adaptation of the existing law. The preparatory work will probably be concluded towards the end of the year, and the Convention can then be ratified.

*Norway.*

The Norwegian authorities are considering the question of the ratification of the Convention.

*Roumania.*

- The question of the ratification of the Convention is now being studied by the competent organs.

*Salvador.*

The Government of Salvador has noted the Assembly resolution of October 3rd, 1930.

*Switzerland.*

Switzerland could hardly assume any undertaking in the matter until a Convention has been framed governing the private manufacture and State manufacture of arms and ammunition and implements of war.

*Czechoslovakia.*

The attitude of the Czechoslovak Republic towards this Convention depends on the attitude of the other States in whose territory war material is manufactured.

*Uruguay.*

The Convention has been submitted by the Executive to Parliament and is now before that body.

*Yugoslavia.*

The Royal Yugoslav Government does not at present foresee any possibility of ratifying the Convention; it regards it as essential first to conclude a Convention of this kind for the supervision of manufacture, since the two questions are independent and closely bound up with one another, and their simultaneous solution can alone settle the problem in its entirety.

The following countries have not yet replied to the Secretary-General's request:

Abyssinia                      Bulgaria                      Siam.

DECLARATION REGARDING THE TERRITORY OF IFNI.

REPLIES FROM GOVERNMENTS WHICH HAVE NOT RATIFIED THE DECLARATION (POINT I OF THE RESOLUTION ADOPTED BY THE ASSEMBLY OF THE LEAGUE OF NATIONS ON OCTOBER 3RD, 1930).

(Extract from document A.30.1931.V.)

*Austria.*

The ratification of this Declaration is subject to the same conditions as the ratification of the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War.

*Belgium.*

The ratification of this Declaration is subject to the same conditions as the ratification of the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War.

*Brazil.*

Brazil does not intend to ratify this Declaration.

*Great Britain and Northern Ireland.*

The Declaration, being attached to the Convention on the Supervision of Arms, cannot operate until that Convention comes into force or be binding on any contracting party until such party has ratified the Convention. Accordingly, when ratification of the Convention by His Majesty's Government becomes effective, His Majesty's Government will also be bound by the Declaration relating to the Territory of Ifni, being of opinion that no ratification of the Convention is necessary on their part.

*Canada.*

This Declaration being an extension of the Arms Traffic Convention, the ratification by Canada will be considered when the main Convention is under discussion.

*Estonia.*

This Declaration will be submitted to the Estonian Parliament for approval at its next session in October 1931.

*Finland.*

The Finnish Government's attitude towards this Declaration must depend essentially on the attitude adopted towards the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War. The Finnish Government ventures therefore to refer in this connection to its observations on that Convention.

*Italy.*

See the reply of the Italian Government regarding the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War.

*Japan.*

The Japanese Government has already instituted the necessary measures for ratification. The proceedings are not yet, however, sufficiently advanced to enable the Government to determine the date of ratification.

*Latvia.*

This Declaration will be submitted shortly to the " Saeima " for ratification.

*Luxemburg.*

The Declaration will be ratified together with the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War.

*Roumania.*

The question of the ratification of this Declaration is now being studied by the competent organs.

*Salvador.*

The Government of Salvador has noted the Assembly resolution of October 3rd, 1930.

*Switzerland.*

The ratification of this Declaration might take place at the same time as the ratification of the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War.

*Czechoslovakia.*

The Czechoslovak Republic's attitude towards this Declaration depends on the attitude of the other States in whose territory war material is manufactured.

*Yugoslavia.*

Ratification of this Declaration is subject to the same conditions as that of the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War. The following countries have not yet replied to the Secretary-General's request:

Abyssinia

Bulgaria.

REPLIES RECEIVED SINCE THE LAST ASSEMBLY OF THE LEAGUE OF NATIONS.

*Hungary.*

This Convention is being considered by the competent Ministerial Departments; the Hungarian Government is not, therefore, in a position to supply the League of Nations at the present time with information as to its intentions concerning ratification.

*India.*

The Government of India are unable to ratify this Convention and the Declaration regarding the Territory of Ifni because they cannot accept the definition of " native vessels " contained in Article 30 of the Convention. The whole of India, with the exception of a part of Burma, falls within the area of the definition, and all Indian vessels are accordingly classed as " native vessels " whether they belong to the Indian Mercantile Marine or the Indian Navy, as also are many British and foreign steamers by reason of containing a predominantly lascar crew. It is in the

opinion of the Government of India clear that Indian public opinion would not tolerate such a definition contained in an International Convention.

They are similarly unable to accept the provisions of Annex 2 regarding the right to visit and search vessels so long as they apply to vessels owned, fitted out or commanded by Indians and do not apply to precisely similar vessels owned, fitted out and commanded by persons of other nationalities.

There are also certain practical difficulties arising from the provision of Article 21 that all "native vessels" must carry manifests, and from the provision of Article 22 regarding the grant of authorisations to fly the flag of a High Contracting Party. The Government of India are inclined to think that these practical difficulties may not in themselves be insuperable, but no useful purpose would be served by their attempting to settle this point finally so long as the definition of "native vessel" and the provisions of Annex 2 which they cannot accept remain unaltered.

## CONVENTION FOR THE SUPERVISION OF THE INTERNATIONAL TRADE IN ARMS AND AMMUNITION AND IN IMPLEMENTS OF WAR.

(Geneva, June 17th, 1925.)

REPLIES FROM GOVERNMENTS WHICH HAVE NOT SIGNED OR ACCEDED TO THE CONVENTION (POINT 2 OF THE RESOLUTION ADOPTED BY THE ASSEMBLY OF THE LEAGUE OF NATIONS ON OCTOBER 3RD, 1930).

(Extract from document A.30.1931.V, Second Part).

### *Argentine Republic.*

While not proposing to go into the considerations of international policy or the circumstances which have hitherto prevented it from acceding to this Convention, the Argentine Government is unable to give a definite answer as regards accession until the National Congress meets; the latter cannot be convened until after the next elections.

### *Colombia.*

For various reasons, the Colombian National Congress has not yet been asked to accede to the Convention.

### *Greece.*

The Greek Government is unable to modify its views concerning the system established by the Convention, those views having already been put forward and explained by its representative at the Conference in May and June 1925 (*vide* document C.C.I.A./C.R.3, pages 26 *et seq.*).

For the reasons then mentioned, the Greek Government cannot consider the possibility of acceding to the Convention before forming an opinion on the results of the General Disarmament Conference with reference to the question of the publicity of war material.

### *Irish Free State.*

The Government of the Irish Free State is re-examining the Convention with a view to accession and will in due course inform the Secretariat of the results of its examination.

### *Nicaragua.*

The texts of the Conventions referred to in the Assembly resolutions having been destroyed in the earthquake and fire which occurred at Managua on March 31st, 1931, the Nicaraguan Government has been unable to take a decision as regards the question of accession to those Conventions. The question is now under consideration.

### *Persia.*

The reply of Persia is contained in a Memorandum from the Persian Government to the Secretary-General, dated June 2nd, 1931, published in the *Official Journal* of the League of Nations, No. 8, August 1931, page 1583.

### *Portugal.*

Certain provisions of the Convention, more particularly the part relating to colonies, make it impossible for Portugal to accede to it. These considerations were set forth by the Portuguese delegate at the Conference which drew up the Convention.

The following countries have not yet replied to the Secretary-General's request:

Lithuania

Panama

Paraguay.

DECLARATION CONCERNING THE TERRITORY OF IFNI.

(Geneva, June 17th, 1925.)

REPLIES FROM GOVERNMENTS WHICH HAVE NOT SIGNED OR ACCEDED TO THE DECLARATION  
(POINT 2 OF THE RESOLUTION ADOPTED BY THE ASSEMBLY OF THE LEAGUE OF NATIONS ON  
OCTOBER 3RD, 1930).

(Extract from document A.30.1931.V, 2nd Part.)

*Germany.*

The German Government does not consider it expedient to re-examine the questions raised by the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War, with which this Declaration is connected, until an agreement has been reached concerning the Convention on the Manufacture of Arms and Implements of War.

*Argentine Republic.*

While not proposing to go into the considerations of international policy or the circumstances which have hitherto prevented it from acceding to the Declaration, the Argentine Government is unable to give a definite answer as regards its accession until the National Congress meets; the latter cannot be convened until after the next elections.

*Colombia.*

For various reasons, the Colombian National Congress has not yet been asked to accede to the Declaration.

*Greece.*

*Vide* reply concerning the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War.

*Hungary.*

The Hungarian Government is not yet prepared to accede to the Declaration.

*Irish Free State.*

The Government of the Irish Free State is re-examining the Declaration with a view to accession and will in due course inform the Secretariat of the results of its examination.

*Nicaragua.*

The texts of the Conventions referred to in the Assembly resolution having been destroyed in the earthquake and fire which occurred at Managua on March 31st, 1931, the Nicaraguan Government has been unable to take a decision as regards the question of accession to those Conventions. The question is now under consideration.

*Persia.*

See Memorandum from the Persian Government to the Secretary-General, dated June 2nd, 1931, published in the *Official Journal* of the League of Nations No. 8, August 1931, page 1583.

*Portugal.*

*Vide* reply concerning the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War.

*Sweden.*

The Royal Swedish Government has stated that it is prepared to proceed simultaneously with the other manufacturing States to ratify the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War. In the event of such ratification, His Majesty's Government will also accede to the Declaration regarding the Territory of Ifni.

The following countries have not yet replied to the Secretary-General's request:

Lithuania  
Norway

Panama  
Paraguay

Siam  
Uruguay

PROTOCOL FOR THE PROHIBITION OF THE USE IN WAR OF ASPHYXIATING,  
POISONOUS AND OTHER GASES AND OF BACTERIOLOGICAL METHODS  
OF WARFARE. <sup>1</sup>

(Geneva, June 17th, 1925.)

In Force.

STATUS OF RATIFICATIONS, ACCESSIONS AND SIGNATURES.

(Extract from document A.6.1931.V. Annex.)

<i>Ratifications or definitive Accessions.</i>	<i>Signatures or Accessions not yet perfected by Ratification.</i>	<i>The Protocol is open to Accession by:</i>
AUSTRIA (May 9th, 1928)	ABYSSINIA	ARGENTINE REPUBLIC
BELGIUM (December 4th, 1928)	UNITED STATES OF AMERICA	COLOMBIA
(1) The said Protocol is only binding on the Belgian Government as regards States which have signed or ratified it or which may accede to it.	BRAZIL	HUNGARY
(2) The said Protocol shall <i>ipso facto</i> cease to be binding on the Belgian Government in regard to any enemy State whose armed forces or whose allies fail to respect the prohibitions laid down in the Protocol.	BULGARIA	MEXICO
	CHILE	PANAMA
	CZECHOSLOVAKIA	PARAGUAY
	JAPAN	And all other States invited to adhere to the Convention in accordance with Article 37.
	LITHUANIA	
	LUXEMBURG	
	NICARAGUA	
	NORWAY	
	SALVADOR	
	SWITZERLAND	
	URUGUAY	
BRITISH EMPIRE (April 9th, 1930)		
Does not bind India or any British Dominion which is a separate Member of the League of Na- tions and does not separately sign or adhere to the Protocol.		
(1) The said Protocol is only bind- ing on His Britannic Majesty as regards those Powers and States which have both signed and ratified the Protocol, or have finally acceded thereto;		
(2) The said Protocol shall cease to be binding on His Britannic Majesty towards any Power at enmity with Him whose armed forces, or the armed forces of whose allies, fail to respect the prohibitions laid down in the Protocol.		
CANADA (May 6th, 1930)		
(1) The said Protocol is only bind- ing on His Britannic Majesty as regards those States which have both signed and ratified it, or have finally acceded thereto;		
(2) The said Protocol shall cease to be binding on His Britannic Majesty towards any State at enmity with Him whose armed forces, or whose allies <i>de jure</i> or in fact, fail to respect the pro- hibitions laid down in the Protocol.		
AUSTRALIA (January 22nd, 1930 (a))		
Subject to the reservations that His Majesty is bound by the said Protocol only towards those Powers and States which have both signed and ratified the Protocol or have acceded thereto, and that His Majesty shall cease to be bound by the Protocol towards any Power at enmity with Him whose armed forces, or the armed forces of whose allies, do not respect the Protocol.		

<sup>1</sup> This Protocol came into force February 8th, 1928. See League of Nations *Treaty Series*, Vol. XCIV, p. 65; Vol. C, p. 262, and Vol. CIV, p. 528.  
N.B. — The letter (a) signifies an accession.

PROTOCOL FOR THE PROHIBITION OF THE USE IN WAR OF ASPHYXIATING,  
POISONOUS AND OTHER GASES AND OF BACTERIOLOGICAL METHODS  
OF WARFARE (*continued*).

(Geneva, June 17th, 1925.)

**In Force.**

STATUS OF RATIFICATIONS, ACCESSIONS AND SIGNATURES  
(Extract from document A.6.1931.V. Annex) (*continued*).

*Ratifications or  
definitive Accessions.*

NEW ZEALAND (January 22nd,  
1930 (*a*))

Subject to the reservations that His Majesty is bound by the said Protocol only towards those Powers and States which have both signed and ratified the Protocol or have acceded thereto, and that His Majesty shall cease to be bound by the Protocol towards any Power at enmity with Him whose armed forces, or the armed forces of whose allies, do not respect the Protocol.

UNION OF SOUTH AFRICA

(January 22nd, 1930 (*a*))

Subject to the reservations that His Majesty is bound by the said Protocol only towards those Powers and States which have both signed and ratified the Protocol or have acceded thereto, and that His Majesty shall cease to be bound by the Protocol towards any Power at enmity with Him whose armed forces, or the armed forces of whose allies, do not respect the Protocol.

IRISH FREE STATE (August  
18th, 1930 (*a*))

The Government of the Irish Free State does not intend to assume, by this accession, any obligation except towards the States having signed and ratified this Protocol or which shall have finally acceded thereto, and

Should the armed forces or the allies of an enemy State fail to respect the said Protocol, the Government of the Irish Free State would cease to be bound by the said Protocol in regard to such State.

INDIA (April 9th, 1930)

- (1) The said Protocol is only binding on His Britannic Majesty as regards those States which have both signed and ratified it, or have finally acceded thereto;
- (2) The said Protocol shall cease to be binding on His Britannic Majesty towards any Power at enmity with Him whose armed forces, or the armed forces of whose allies, fail to respect the prohibitions laid down in the Protocol.

IRAQ (September 8th, 1931 (*a*))

On condition that the Iraq Government shall be bound by the provisions of the Protocol only towards those States which have both signed and ratified it or have acceded thereto, and that they shall not be bound by the Protocol towards any State at enmity with them whose armed forces, or the forces of whose allies, do not respect the dispositions of the Protocol.



• PROTOCOL FOR THE PROHIBITION OF THE USE IN WAR OF ASPHYXIATING,  
POISONOUS AND OTHER GASES AND OF BACTERIOLOGICAL METHODS  
OF WARFARE (*continued*).

(Geneva, June 17th, 1925.)

In Force.

STATUS OF RATIFICATIONS, ACCESSIONS AND SIGNATURES  
(Extract from document A.6.1931.V. Annex) (*continued*).

*Ratifications or  
definitive Accessions.*

CHINA (August 7th, 1929 (a))  
DENMARK (May 5th, 1930)  
EGYPT (December 6th, 1928)  
*Estonia* (August 28th, 1931)  
FINLAND (June 26th, 1929)  
FRANCE (May 9th, 1926)

- (1) The said Protocol is only binding on the Government of the French Republic as regards States which have signed or ratified it or which may accede to it.
- (2) The said Protocol shall *ipso facto* cease to be binding on the Government of the French Republic in regard to any enemy State whose armed forces or whose Allies fail to respect the prohibitions laid down in the Protocol.

GERMANY (April 25th, 1929)  
*Greece* (May 30th, 1931)  
ITALY (April 3rd, 1928)  
*Latvia* (June 3rd, 1931)  
LIBERIA (April 2nd, 1927 (a))  
NETHERLANDS (including Netherlands Indies, Surinam and Curaçao) October 31st, 1930)

Subject to the reservation that, as regards the use in war of asphyxiating, poisonous or other gases, and of all analogous liquids, materials or devices, this Protocol shall *ipso facto* cease to be binding on the Royal Netherlands Government in regard to any enemy State whose armed forces or whose Allies fail to respect the prohibitions laid down in the Protocol.

PERSIA (July 4th, 1929 (a))  
POLAND (February 4th, 1929)  
PORTUGAL (July 1st, 1930)

- (1) The said Protocol is only binding on the Government of the Portuguese Republic as regards States which have signed or ratified it or which may accede to it.
- (2) The said Protocol shall *ipso facto* cease to be binding on the Government of the Portuguese Republic in regard to any enemy State whose armed forces or whose Allies fail to respect the prohibitions laid down in the Protocol.

ROUMANIA (August 23rd, 1929)

Subject to the reservation:

- (1) That the said Protocol only binds the Roumanian Government in relation to States which have signed and ratified or which have definitely acceded to the Protocol;
- (2) That the said Protocol shall cease to be binding on the

PROTOCOL FOR THE PROHIBITION OF THE USE IN WAR OF ASPHYXIATING,  
POISONOUS AND OTHER GASES AND OF BACTERIOLOGICAL METHODS  
OF WARFARE (*continued*).

(Geneva, June 17th, 1925.)

In Force.

STATUS OF RATIFICATIONS, ACCESSIONS AND SIGNATURES  
(Extract from document A.6.1931.V. Annex) (*continued*).

*Ratifications or  
definitive Accessions.*

Roumanian Government in regard to all enemy States whose armed forces or whose Allies *de jure* or in fact do not respect the restrictions which are the object of this Protocol.

Siam (June 6th, 1931)

SPAIN (August 22nd, 1929)

Declares as compulsory *ipso facto* and without special agreement, in relation to any other Member or State accepting and executing the same obligation, that is to say, on condition of reciprocity, the Protocol for the Prohibition of the Use in War of Asphyxiating, Poisonous and Other Gases and of Bacteriological Methods of Warfare, signed at Geneva, June 17th, 1925.

UNION OF SOVIET SOCIALIST  
REPUBLICS (April 5th, 1928a)

- (1) That the said Protocol only binds the Government of the Union of the Soviet Socialist Republics in relation to the States which have signed and ratified or which have definitely acceded to the Protocol.
- (2) That the said Protocol shall cease to be binding on the Government of the Union of Soviet Socialist Republics in regard to all enemy States whose armed forces or whose Allies *de jure* or in fact do not respect restrictions which are the object of this Protocol.

SWEDEN (April 25th, 1930)

TURKEY (October 5th, 1929)

VENEZUELA (February 8th,  
1928)

YUGOSLAVIA (April 12th, 1929)

REPLIES FROM GOVERNMENTS WHICH HAVE NOT RATIFIED THE PROTOCOL (POINT I OF THE  
RESOLUTION ADOPTED BY THE ASSEMBLY OF THE LEAGUE OF NATIONS ON OCTOBER 3RD, 1930).  
(Extract from document A.30.1931.V, 1st Part.)

*Brazil.*

Brazil does not intend to ratify the Protocol.

*United States of America.*

This Protocol was transmitted by the President of the United States to the Senate on January 12th, 1926, for purposes of ratification. When Congress rose on March 3rd, 1931, the Senate had not yet finally approved ratification.

*Japan.*

The Japanese Government has already instituted the necessary measures for ratification. The proceedings are not yet, however, sufficiently advanced to enable the Government to determine the date of ratification.

*Luxemburg.*

The question of the ratification of the Protocol is now before the Council of State. As soon as the latter has given its opinion, the question will be referred to the Chamber of Deputies, and ratification can probably be effected during the present parliamentary session.

*Norway.*

The Norwegian authorities are considering the question of the ratification of the Protocol.

*Salvador.*

The Government of Salvador has noted the Assembly resolution of October 3rd, 1930.

*Switzerland.*

The Federal Council has already decided to submit the Protocol to the Federal Chambers for approval. Ratification will no doubt be effected at an early date.

*Czechoslovakia.*

The Czechoslovak Government is in favour of the ratification of the Protocol. It is adjourning ratification simply in order to enable the competent Czechoslovak authorities to decide this question together with the whole body of questions relating to the limitation and reduction of armaments, in view of the fact that Article 39 of the draft Convention framed by the Preparatory Commission for the Disarmament Conference contains provisions similar to those of the aforesaid Protocol.

*Uruguay.*

The Protocol has been submitted by the Executive to Parliament and is now before that body.

The following countries have not yet replied to the Secretary-General's request:

Abyssinia      Bulgaria      Lithuania      Nicaragua

REPLIES FROM GOVERNMENTS WHICH HAVE NOT SIGNED OR ACCEDED TO THE PROTOCOL. (POINT 2 OF THE RESOLUTION ADOPTED BY THE ASSEMBLY OF THE LEAGUE OF NATIONS ON OCTOBER 3RD, 1930.) (Extract from document A.30.1931.V, 2nd Part.)

*Argentine Republic.*

While not proposing to go into the considerations of international policy or the circumstances which have hitherto prevented it from acceding to the Protocol, the Argentine Republic is unable to give a definite answer as regards its accession until the National Congress meets; the latter cannot be convened until after the next elections.

*Colombia.*

For various reasons, the Colombian National Congress has not yet been asked to accede to the Protocol.

*Hungary.*

The Hungarian Government is not yet prepared to accede to the Protocol.

The following countries have not yet replied to the Secretary-General's request:

Panama      Paraguay

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[Distributed to the Council, the  
Members of the League and the  
States invited to the Conference.]

Official No.: **C.195.M.97.** 1932. IX.  
[Conf. D. 60.]

Geneva, February 8th, 1932.

## PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS IN THE VARIOUS COUNTRIES

### 50. COMMUNICATION FROM THE GOVERNMENT OF SIAM

LETTER FROM THE SIAMESE MINISTER FOR FOREIGN AFFAIRS TO  
THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.

Bangkok, September 4th, 1931.

I have the honour to forward to you, herewith enclosed, a statement of the desired particulars concerning the existing position of the armaments of my country as well as information with regard to the expenditure for the land, naval and air forces of His Majesty's Government during the year B.E.2473 (April 1st, 1930, to March 31st, 1931).

From the enclosed statement, you will see that the position of the armaments of His Majesty's Government as it exists at present is still far below the standard required for the security of my country. His Majesty's Government therefore reserves the right to submit during the Conference such figures as may be considered compatible with the requirement for its security.

(Signed) DEVAWONGS,  
Minister for Foreign Affairs.

EFFECTIVES.

Model Tables annexed to Article 30 (Part IV) of the Draft Convention.

MODEL TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR  
IN THE LAND ARMED FORCES AND LAND FORMATIONS ORGANISED ON A MILITARY BASIS.

Table I. — Land Armed Forces stationed in the Home Country.

a. Total effectives, including the effectives specified separately in this Table	b. Officers
24,468 (Notes (1) to (3))	1,933

NOTES TO TABLE I.

(1) In Table I are included 34 officers and 900 non-commissioned officers and men of the Royal Palace Guard Regiment, which is under the direct control of the Ministry of the Royal Household.

(2) Owing to the financial situation, in the year covering the period April 1st, 1930, to March 31st, 1931, officers and men belonging to the First Reserve were not called up for the purpose of training, as provided by the Military Service Act of June 18th, 1917. If these reservists had been called up as they should have been under normal conditions, the total of the average daily number of effectives reached during that year would have been 28,843, including 2,047 officers.

(3) The strength as shown in Table I is insufficient for the national defence. The necessary strength required for this purpose cannot yet be brought into effect owing to the present financial situation.

*Table II. — Land Armed Forces stationed Overseas.*

Overseas territory	a. Total effectives, including the effectives specified separately in this table	b. Officers
Nil	Nil	Nil

*Table III. — Total Land Armed Forces.*

a. Total effectives, including the effectives specified separately in this table	b. Officers
The same as mentioned in Table I	The same as mentioned in Table I

*Table IV. — Formations organised on a Military Basis.*

a. Total effectives, including the effectives specified separately in this table	b. Officers or officials ranking as officers
12,498 (Notes (1) and (2))	474

NOTES TO TABLE IV.

(1) The total in Table IV is the strength of the Police Force which is under the Ministry of the Interior.

(2) The Police Force is intended to maintain order and preserve the security of the State. It is not intended to be employed as a military force in time of war and its members are not given a proper military training; they are merely taught the use of the rifle and the pistol

*Table V. — Formations organised on a Military Basis stationed Overseas.*

a. Total effectives, including the effectives specified separately in this table	b. Officers or officials ranking as officers
Nil	Nil

• MODEL TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR B.E.2473 IN THE NAVAL FORCES.

*Table VI. — Naval Forces.*

a. Total effectives, including effectives specified separately in this table	b. Officers
4,726	352

NOTES TO TABLE VI.

- (1) Includes 67 officers and 2,897 men of marine battalion, coast defence forts and training stations.
- (2) Includes 85 officers and 329 men of the administrative personnel.
- (3) Officers are recruited by voluntary enlistment ; men are recruited both by conscription and by voluntary enlistment.

*Table VII. — Sea Formations organised on a Military Basis.*

a. Total effectives, including effectives specified separately in this table	b. Officers
267	36

NOTE TO TABLE VII.

This table comprises only two categories of effectives, *viz.* :

- (1) Thirty-one officers and 134 men employed in Hydrographic Survey, Light and Beacon Services.
- (2) Five officers and 97 men serving on board the royal yacht.

MODEL TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR IN THE AIR ARMED FORCES.

*Table VIII. — Air Armed Forces stationed in the Home Country.*

a. Total effectives, including the effectives specified separately in this table
2,486 (Notes (1) and (2))

NOTES TO TABLE VIII.

- (1) The total in column " a " includes 98 officers, 554 non-commissioned officers and 1,834 men.
- (2) The strength as shown in Table VIII is far from sufficient for the national defence. The necessary strength required for this purpose cannot yet be brought into effect owing to the present financial situation.

*Table IX. — Air Armed Forces stationed Overseas.*

a. Total effectives, including the effectives specified separately in this table
Nil

*Table X. — Total Air Armed Forces.*

a. Total effectives, including the effectives specified separately in this table
The same as mentioned in Table VIII

MODEL TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR  
IN THE AIR FORMATIONS ORGANISED ON A MILITARY BASIS.

*Table XI. — Air Formations organised on a Military Basis stationed in the Home Country.*

a. Total effectives, including the effectives specified separately in this table
Nil

*Table XII. — Air Formations organised on a Military Basis stationed Overseas.*

a. Total effectives, including the effectives specified separately in this table
Nil

AIR MATERIAL.

**Model Tables annexed to Article 36.**

*Table I. — Aeroplanes of the Land, Sea and Air Armed Forces.*

a. Total Aeroplanes of the Armed Forces	
Number	Total horse-power
344 (Notes (1) and (2))	72,320

NOTES TO TABLE I.

(1) This figure includes 189 aeroplanes of a total horse-power of 56,980 in commission in tactical units and 155 aeroplanes of a total horse-power of 15,340 at training establishments.

(2) A great number of these aeroplanes are not of up-to-date types and have very little fighting value.

Table II. — Aeroplanes of the Land, Sea and Air Formations organised on a Military Basis.

Total aeroplanes of the forces organised on a military basis
Number
Nil

Table III. — Dirigibles of the Land, Sea and Air Armed Forces.

a. Total dirigibles of the armed forces
Number
Nil

Table IV. — Dirigibles of the Land, Sea and Air Formations organised on a Military Basis.

a. Total dirigibles of the formations organised on a military basis
Number
Nil

NAVAL MATERIAL.

Table I. — Global Tonnage.

1,730 metric tons.

Table II. — Categories.

(a) Capital ships:	
Nil.	
(b) Aircraft carriers:	
Nil.	
(c) Cruisers, with guns of more than 155 mm.:	
Nil.	
Cruisers, with guns of 155 mm. and less:	
Nil.	
(d) Destroyers:	Tonnage
Phra Ruang . . . . .	730
Over 16 years of age:	
Sua Khamronsindhu . . . . .	290
Sua Tayarnchol . . . . .	300
Torpedo-boats:	
Over 16 years of age:	
No. 1 . . . . .	90
No. 2 . . . . .	90
No. 3 . . . . .	90
No. 4 . . . . .	90
Five Coastal motor torpedo-boats . . . . .	50
	1,730



ANNEX I. — EXEMPT VESSELS.

	Tonnage
<i>Royal Yacht:</i>	
Maha Chakri . . . . .	2,760
<i>Gunboats:</i>	
Ratanakosindra . . . . .	900
Sukhodaya . . . . .	900
Bhali . . . . .	420
Sukrib . . . . .	420
Suriya Monthon . . . . .	190
<i>Training Ship:</i>	
Chow Phraya . . . . .	680
<i>Transport:</i>	
Vides Kichkar . . . . .	750
<i>Hydrographic Survey and Light and Beacon Services:</i>	
Han Thale . . . . .	450
Lieu Thale . . . . .	450
Chen Thale . . . . .	450
Phra Yom . . . . .	110
<i>Sea-Going Tug:</i>	
Pi-Sua-Nam . . . . .	90
	8,570

MODEL STATEMENT.

A.

RETURN OF ACTUAL EXPENDITURE FOR THE YEAR B.E.2473 (COVERING THE PERIOD OF APRIL 1ST, 1930, TO MARCH 31ST, 1931).

	Total in Baht
Land Forces . . . . .	16,474,747.19
Naval Forces . . . . .	5,783,618.17
Air Forces . . . . .	4,789,422.72
Grand Total . . . . .	27,047,788.08

**B.**

Sub-head	CATEGORY OF EXPENDITURE	LAND FORCES				TOTAL
		Armed forces stationed in the home country (optional)	Armed forces stationed overseas (optional)	Formations organised on a military basis stationed in the home country (optional)	Formations organised on a military basis stationed overseas (optional)	
		(1)	(2)	(3)	(4)	
	<i>Head I. — Effectives.</i>	Baht		Baht		Baht
A	Personnel normally forming part of formations and services : Pay and allowances of all kinds : Officers .....	3,250,138.84		540,750.25		3,790,889.09
B	<i>Ditto</i> : N.C.O.s and men....	3,585,462.72		2,198,430.00		5,783,892.72
C	<i>Ditto</i> : Civilian personnel...	926,823.76		56,940.00		983,763.76
	Personnel not normally forming part of formations and services :					
D	Persons undergoing preparatory military training, reservists and reserve organisations .....	329,467.29		Nil		329,467.29
E	Maintenance of personnel referred to in subheads A to D .....	3,082,540.65 <sup>1</sup>		391,233.15 <sup>1</sup>		3,473,773.80
	<i>Head II. — Transport.</i>					
F	Horses and other animals, forage, harness and shoeing.	545,007.87				545,007.87
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses .....	153,600.00				153,600.00
	<i>Head III. — Buildings.</i>					
H	Construction of new fortifications and defence works....	Nil		Nil		Nil
K	Barracks, other buildings, upkeep, furniture .....	1,175,077.77		78,753.01		1,253,830.78
	<i>Total: Heads I to III.....</i>	13,048,118.90		3,266,106.41		16,314,225.31
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material.....	160,521.88				160,521.88
M (a)	Engineer and other warlike stores .....					
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads M and M (a)).....	Nil		Nil		Nil
	<i>Total: Head IV .....</i>	160,521.88				160,521.88
	<b>GRAND TOTAL .....</b>	13,208,640.78		3,266,106.41		16,474,747.19 <sup>3</sup>

<sup>1</sup> Including certain expenses under subheads F, G, K, M and M (a) which cannot be separately stated, owing to different system of expenditure allocation from the above requirement.

<sup>2</sup> Including :

The pay of medical officers loaned to the Red Cross Society and maintained by that society, amounting to Baht 88,245 ;

The expenditure of the Royal Palace Guard Regiment, amounting to Baht 266,964.06, paid from the budget of the Ministry of the Royal Household ;

The expenditure of the Royal Survey Department, amounting to Baht 584,831.51, paid from the budget of that department, which is apart from the army budget ;

The expenditure of the Police Force, amounting to Baht 3,266,106.41, paid from the budget of the Ministry of the Interior ;

Pay of reservists, amounting to Baht 329,467.29, not included in the army budget but is paid from a separate budget-head by the Treasury ;

The amount of Baht 1,125,055.96, paid out of credits carried forward from previous years.

**C.**

Sub-head	CATEGORY OF EXPENDITURE	NAVAL FORCES		
		Armed forces (optional)	Formations, organised on a military basis (optional)	TOTAL
		(1)	(2)	(3)
	<i>Head I. — Effectives.</i>			Baht
A	Personnel normally forming part of formations and services : Pay and allowances of all kinds : Officers .....			1,024,675.25
B	<i>Ditto</i> : N.C.O.s and men .....			598,915.83
C	<i>Ditto</i> : Civilian personnel .....			229,439.51
	Personnel not normally forming part of formations and services :			
D	Persons undergoing preparatory military training, reservists and reserve organisations.....			Nil
E	Maintenance of personnel referred to in subheads A to D .....			732,251.81
	<i>Head II. — Transport.</i>			
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses .....			189,257.55
	<i>Head III. — Buildings.</i>			
H	Construction of new fortifications and defence works .....			Nil
K	Barracks, other buildings, upkeep, furniture .....			850,305.55
	<i>Total: Heads I to III .....</i>			3,624,845.50 <sup>1</sup>
	<i>Head IV. — War Material.</i>			
L	Ships : New construction and maintenance .....			1,868,037.07
M	Arms, ammunition and fighting material .....			290,735.60
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads L and M) .....			Nil
	<i>Total: Head IV .....</i>			2,158,772.67
	<b>GRAND TOTAL .....</b>			5,783,618.17

<sup>1</sup> This total includes the sum of Baht 1,785,167.11 carried forward from the previous years.

**D.**

Subhead	CATEGORY OF EXPENDITURE	AIR FORCES				TOTAL
		Armed forces stationed in the home country (optional)	Armed forces stationed overseas (optional)	Formations organised on a military basis stationed in the home country (optional)	Formations organised on a military basis stationed overseas (optional)	
		(1)	(2)	(3)	(4)	
	<i>Head I. — Effectives.</i>					Baht
	Personnel normally forming part of formations and services :					
A	Pay and allowances of all kinds : Officers .....					183,730.34
B	<i>Ditto</i> : N.C.O.s and men. . . .					586,943.18
C	<i>Ditto</i> : Civilian personnel. . .					776.40 <sup>1</sup>
	Personnel not normally forming part of formations and services :					
D	Persons undergoing preparatory military training, reservists and reserve organisations .....					4,650.00
E	Maintenance of personnel referred to in subheads A to D .....					78,944.26 <sup>2</sup>
	<i>Head II. — Transport.</i>					
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses .....					543,372.59
	<i>Head III. — Buildings.</i>					
K	Barracks, other buildings, upkeep, furniture .....					372,441.18 <sup>3</sup>
	<i>Total : Heads I to III. ....</i>					1,770,857.95
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material .....					3,018,565.77 <sup>4</sup>
	<i>Total : Head IV. ....</i>					3,018,565.77
	<b>GRAND TOTAL .....</b>					4,789,422.72

<sup>1</sup> Not including Baht 11,237.07, which is the pay of civilian personnel in aeronautical workshops, this amount being in subhead M.

<sup>2</sup> Including Baht 1,974.59, which is the subscription towards expenses of the International Commission for Air Navigation.

<sup>3</sup> Including Baht 183,074.75, which is paid out of credits carried forward from previous years.

<sup>4</sup> Including Baht 901,520.14, which is paid out of credits carried forward from previous years.

**Annexed Tables.**

**ARMY.**

	Baht
<i>Table A. — Expenditure on Pay of Reserves for the Year . . . . .</i>	
1. Remuneration outside periods of training of personnel not employed.	Nil
2. Remuneration during training of reservists called up . . . . .	Nil
<i>Table B. — Expenditure on Shipbuilding for the Year B.E.2473 :</i>	
1. New construction . . . . .	
2. Maintenance and repairs . . . . .	
<i>Table C. — Statement of the Amount outstanding at the End of the Financial Year . . . . . of Block Credits voted in Respect of Expenditure for more than One Year . . . . .</i>	Nil
<i>Table D. — Statement of the Amount outstanding on the . . . . . (date) in respect of Purchases on Credit or Deferred Payments relating to Goods delivered or Services rendered, in Cases where the Due Dates of Payment are later than those customary in Contracts of the Same Kind which do not provide any Special Credit Facilities</i>	Nil
<i>Table E. — Statement for the Financial Year . . . . . of Loans made to, or Participations acquired in, Enterprises having among their Objects the Furnishing of Goods or Services for Armament Purposes, where these have been excluded from the Return on the Ground that they are not regarded as Armament Expenditure . . . . .</i>	Nil
<i>Table F. — Expenditure in respect of Pensions for the Year B.E.2473 :</i>	
I. Military personnel :	
(a) Service pensions	
(b) Invalidity pensions	
(c) Mixed pensions	376,105.03 <sup>1</sup>
II. Civil personnel: Pensions. . . . .	19,529.29 <sup>1</sup>
III. War pensions, if a distinction is made in the national budget between ordinary pensions and war pensions (if not, these pensions must appear under Headings I and II) . . . . .	Nil
IV. Pensions or other compensations granted, apart from the regulations regarding normal pensions, for premature retirement, discharge or loss of office resulting from a reduction of the forces . . . . .	Nil
<i>Table G. — Principal Modifications made since the Last Return in :</i>	
1. Provisions relating to the grant of pensions of any contributions made by the personnel towards the cost of these pensions . . . . .	
2. Provisions relating to the taxation of the pay or pensions of the personnel . . . . .	
3. Provisions relating to social insurance or analogous benefits of the personnel, and to the contributions made by the personnel for this purpose. . . . .	Nil

**NAVY.**

<i>Table A. — Expenditure on Pay of Reserves for the Year . . . . .</i>	
1. Remuneration outside periods of training of personnel not employed	Nil
2. Remuneration during training of reservists called up . . . . .	Nil

<sup>1</sup> The pensions are not included in the Army budget, but are paid from a separate budget-head by the Treasury.

	Baht
<i>Table B. — Expenditure on Shipbuilding for the Year B.E.2473:</i>	
1. New construction . . . . .	1,189,729.60
2. Maintenance and repairs . . . . .	564,456.39
<i>Table C. — Statement of the Amount outstanding, at the End of the Financial Year . . . . of Block Credits voted in Respect of Expenditure for more than One Year . . . . .</i>	
	Nil
<i>Table D. — Statement of the Amount outstanding on the . . . . . (date) in respect of Purchases on Credit or Deferred Payments relating to Goods delivered or Service rendered, in Cases where the Due Dates of Payment are later than those customary in Contracts of the Same Kind which do not provide any Special Credit Facilities</i>	
	Nil
<i>Table E. — Statement for the Financial Year . . . . of Loans made to, or Participations acquired in, Enterprises having among their Objects the Furnishing of Goods or Services for Armament Purposes, where these have been excluded from the Return on the Ground that they are not regarded as Armament Expenditure . . . . .</i>	
	Nil
<i>Table F. — Expenditure in respect of Pensions for the Year B.E.2473<sup>1</sup>:</i>	
I. Military personnel:	
(a) Service pensions . . . . .	9,366.91
(b) Invalidity pensions . . . . .	194,654.35
(c) Mixed pensions. . . . .	Nil
II. Civil personnel: Pensions. . . . .	9,151.08
III. War pensions, if a distinction is made in the national budget between ordinary pensions and war pensions (if not, these pensions must appear under Headings I and II) . . . . .	Nil
IV. Pensions or other compensation granted, apart from the regulations regarding normal pensions, for premature retirement, discharge or loss of office resulting from a reduction of the forces . . . . .	Nil
<i>Table G. — Principal Modifications made since the Last Return in:</i>	
1. Provisions relating to the grant of pensions of any contributions made by the personnel towards the cost of these pensions . . . . .	Nil
2. Provisions relating to the taxation of the pay or pensions of the personnel . . . . .	Nil
3. Provisions relating to social insurance or analogous benefits of the personnel, and to the contributions made by the personnel for this purpose. . . . .	Nil

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<sup>1</sup> The pensions are not included in the naval budget, but are paid from a separate budget-head by the Treasury.

[Distributed to the Council, the Members of the League and the States invited to the Conference.]

Official No.: **C. 198.M. 100.** 1932. IX.  
[Conf. D. 64.]

Geneva, February 8th, 1932.

LEAGUE OF NATIONS

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**54. COMMUNICATION FROM THE PERSIAN GOVERNMENT**

LETTER FROM THE PERSIAN DELEGATE ACCREDITED TO THE  
LEAGUE OF NATIONS TO THE SECRETARY-GENERAL.

[*Translation.*]

Geneva, November 7th, 1931.

In reply to your circular letters (C.L.23 and C.L.124.1931.IX), dated February 17th and June 13th, 1931, I have the honour to send you herewith particulars concerning the existing armaments of my country.

As we have several times informed the Preparatory Disarmament Commission, Persia has recently begun to organise its military formations and has so far only been able to get together forces which are barely sufficient to maintain order and internal security. It has not yet been possible to create an army for national defence in the proper sense of the term, and it is for this reason that Tables I, VI, VIII, X and XI have not been filled in.

Moreover, since any new formation involves unforeseen expenditure, our Parliament has merely approved a global credit (16,998,439 tomans), leaving it to the army to allocate the expenditure as and when required.

I should like to add that the figures given in the said tables must not be regarded as in any way prejudging Persia's actual requirements in the matter of national defence.

We hope to be able to submit to the Conference next February the plan of armaments required by our country both for national defence and in order to fulfil its international obligations.

(Signed) A. SÉPAHBODI.

EFFECTIVES.

Table I. — Land Armed Forces.

Total effectives	Officers
In process of organisation (1)	

NOTE TO TABLE I.

(1) It has not, so far, been possible to organise the land armed forces (for budgetary reasons) and at present no distinction is made between them and the formations organised on a military basis referred to in Table IV.

*Table II. — Land Armed Forces stationed overseas.*

None.

*Table III. — Total Land Armed Forces.*

(See note to Table I.)

*Table IV. — Formations organised on a Military Basis.*

Effectives	Officers
72,000 (1)	3,330

NOTE TO TABLE IV.

(1) The effectives contemplated for these formations organised on a military basis have not yet reached their full strength.

The plan of organisation provides for two forces :

(a) A force consisting of nine mixed divisions for the maintenance of order and internal security, calculated on the basis of one mixed battalion per 10,000 square kilometres, some 600,000 square kilometres of desert land at present regarded as uninhabitable being excluded.

(b) Twenty-eight frontier-guard battalions distributed over more than 8,000 kilometres of frontiers and coasts.

*Table V. — Formations organised on a Military Basis stationed overseas.*

None.

*Table VI. — Naval Forces.*

Total effectives	Officers
In process of organisation	

*Table VII. — Sea Formations organised on a Military Basis.*

None.

*Table VIII. — Air Armed Forces stationed in the Home Country.*

Total effectives
In process of organisation (1)

NOTE TO TABLE VIII.

(1) The bombing and reconnaissance aeroplanes at present in commission are old models which are only used to assist the forces referred to in Table IV.



*Table IX. — Air Armed Forces stationed overseas.*

None.

*Table X. — Total Air Armed Forces.*

In process of organisation.

*Table XI. — Air Formations organised on a Military Basis stationed in the Home Country.*

In process of organisation.

*Table XII. — Air Formations organised on a Military Basis stationed overseas.*

None.

TABLE ANNEXED TO CHAPTER B OF PART I.

Period of service

Land	Sea	Air
Two years	Two years	Two years

NOTE.

Conscripts who have qualified by matriculation perform only eighteen months' service. Holders of college diplomas perform only one year's service.

[Distributed to the Council, the  
Members of the League and the  
States invited to the Conference.]

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[Conf. D. 65.]

Geneva, February 8th, 1932.

LEAGUE OF NATIONS

9

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**55. COMMUNICATION FROM THE AUSTRALIAN GOVERNMENT.**

LETTER FROM THE HIGH COMMISSIONER FOR AUSTRALIA TO THE  
SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.

London, October 29th, 1931.

In compliance with the resolution of the Council of the League dated May 23rd last, I have the honour to forward herewith, on behalf of His Majesty's Government in the Commonwealth of Australia, the following preliminary information in respect of the naval, military and air forces of the Commonwealth—viz. :

*Effectives.* — Article 30, columns (a) and (b) of Tables I to VII, and column (b) of Tables VIII to XII, completed for the twelve months ending June 30th, 1931 ; table annexed to Chapter B of Part I.

*Material.* — Air : Article 36, Tables I to IV, completed with the maximum figures attained during the twelve months ending June 30th, 1931.

Navy : Part II, Chapter B, Tables I and II ; Annexes I (exempt vessels), II (list of special vessels) and V (vessels to be retained for training purposes).

*The " Model Statement "* which has been prepared on the basis of the principles prescribed in the report of the budgetary experts, and which embodies the defence expenditure for the last audited finance statement (the year ended June 30th, 1930), a reconciliation with which is also included.

2. It may be mentioned that the Australian naval, military, and air forces, though organised separately, are administered in a unified Defence Department, and that the Munitions Supply Organisation, though constituted separately from the services, is a common source of supply to all of them. Certain problems of classification and distribution of expenditure therefore arose which were, of course, peculiar to the Australian organisation, but, in deciding them, the objective always in view was to comply with the spirit and intentions of both the draft Convention and the budgetary experts' report. In this respect, it may be added that the only important point on which the latitude of derogation has been utilised in accordance with Chapters 4 and II, was the insertion of expenditure on coast defence services in the military instead of naval statement.

3. I would now ask that the whole of the Australian preliminary information and my covering letter be communicated to other Governments exchanging information.

(Signed) Granville RYRIE,  
High Commissioner for Australia.

EFFECTIVES.

TABLES ANNEXED TO ARTICLE 30 (PART IV).

TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR IN THE LAND ARMED FORCES AND LAND FORMATIONS ORGANISED ON A MILITARY BASIS.

Table I. — Land Armed Forces stationed in the Home Country.

a. Total effectives, including the effectives specified separately in this table	b. Officers
2,574 (1) to (5)	436

NOTES.

With reference to paragraph 2 of Article 30, the following notes are furnished :

(1) Included in this table are permanent and militia forces, and the period selected for the calculation of the average daily effectives is the financial year ended June 30th, 1931, the first year of voluntary training following the abolition of the system of compulsory national training.

(2) The permanent forces maintained by Australia fall into two categories, as follows :

- (a) Coast Defence Artillery and Engineers ;
- (b) Staffs and Instructors for the militia forces.

The total of the two categories for the year ending June 30th, 1931, was :

Officers . . . . .	304
Other ranks . . . . .	<u>1,211</u>
Total . . . . .	1,515

The training of the militia forces has been calculated under two heads :

- (a) Paid camp-training and home-training parades, totalling 16 days ;
- (b) Partially paid attendance at schools, courses, and regimental exercises.

(3) On the basis of Article 3 of the draft Convention, the total effectives of the militia forces was :

Officers . . . . .	132
Other ranks . . . . .	<u>927</u>
Total . . . . .	1,059

(4) The grand total of the average daily effectives of the Australian land forces for the financial year ended June 30th, 1931, was as follows :

	Officers	Other ranks	Total
Permanent Forces . . . . .	304	1,211	1,515
Militia Forces . . . . .	<u>132</u>	<u>927</u>	<u>1,059</u>
Total . . . . .	436	2,138	2,574

(5) The permanent forces include coast defence units, staffs, and instructors only, and no units expandable on mobilisation into forces available for a field army.

The only forces available for mobilisation into a field army on the outbreak of war are therefore the militia forces, the nominal strength of which is about 30,000.

*Table II. — Land Armed Forces stationed Overseas.*

Overseas territory	a. Total effectives, including the effectives specified separately in this table	b. Officers
Nil (1)	Nil (1)	Nil (1)

NOTE.

(1) The Commonwealth of Australia has no land armed forces stationed overseas.

*Table III. — Total Land Armed Forces.*

a. Total effectives, including the effectives specified separately in this table	b. Officers
2,574 (1)	436 (1)

NOTE.

(1) See Notes under Table I.

*Table IV. — Formations organised on a Military Basis.*

a. Total effectives, including the effectives specified separately in this table	b. <sup>3</sup> Officers or officials ranking as officers
Nil (1)	Nil (1)

NOTE.

The Commonwealth of Australia has no organisations which come under the draft Convention definition of "formations organised on a military basis" which are capable of use without "measures of mobilisation", within the meaning of the definition contained in Article 4.

*Table V. — Formations organised on a Military Basis stationed Overseas.*

a. Total effectives, including the effectives specified separately in this table	b. Officers or officials ranking as officers
Nil (1)	Nil (1)

NOTE.

(1) The Commonwealth of Australia has no organisations which come under the draft Convention definition of "formations organised on a military basis" which are capable of use without "measures of mobilisation", within the meaning of the definition contained in Article 4.

TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR IN THE NAVAL FORCES.

Table VI. — *Naval Forces.*

a. Total effectives, including effectives specified separately in this table	b. Officers
3,647 (1) to (6)	406

NOTES.

With reference to paragraph 2 of Article 30, the following notes are furnished :

(1) The period selected for the calculation of the average daily effectives is the financial year ended June 30th, 1931 :

(2) *Permanent Forces.* — Total : Officers, 399 ; P.O.s and men, 3,128.

Effectives calculated on the basis of Article 3 : Officers, 399 ; P.O.s and men, 3,128.

(3) *Fleet Reserve.* — Total : Officers, nil ; P.O.s and men, 172. Service : 7 days per annum.

Effectives calculated on the basis of Article 3 : Officers, nil ; P.O.s and men, 3.

(4) *Naval Reserve.* — Total : Officers, 226 ; P.O.s and men, 5,000. Service : 8 days per annum.

Effectives calculated on the basis of Article 3 ; Officers, 5 ; P.O.s and men, 110.

(5) *Naval Reserve (S).* — Total : Officers, 43 ; P.O.s and men, nil. Service : 14 days per annum.

Effectives calculated on the basis of Article 3 : Officers, 2 ; P.O.s and men, nil.

(6) *Total Effectives :*

Officers . . . . .	406
P.O.s and men . . . . .	<u>3,241</u>
Total. . . . .	3,647

Table VII. — *Sea Formations organised on a Military Basis.*

a. Total effectives, including effectives specified separately in this table	b. Officers
Nil (1)	Nil (1)

NOTE.

(1) The Commonwealth of Australia has no organisations which come under the draft Convention definition of "formations organised on a military basis" which are capable of use without "measures of mobilisation", within the meaning of the definition contained in Article 4.

TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR IN THE AIR ARMED FORCES.

Table VIII. — *Air Armed Forces stationed in the Home Country.*

a. Total effectives, including the effectives specified separately in this table
915 (1) (2)

NOTES.

With reference to paragraph 2 of Article 30, the following notes are furnished :

(1) The period selected for the calculation of the average daily effectives is the financial year ended June 30th, 1931.

(2) The figure for effectives is comprised of the following :

Permanent Forces . . . . .	896
Citizen Forces (Service : 25 days per annum. Number of effectives calculated on the basis of Article 3) . . . . .	19
Total. . . . .	915

*Table IX. — Air Armed Forces stationed Overseas.*

---

a.

Total effectives, including the effectives specified separately in this table

---

Nil.

---

*Table X. — Total Air Armed Forces.*

---

a.

Total effectives, including the effectives specified separately in this table

---

915 (1)

---

NOTE.

(1) See notes to Table VIII.

*Table XI. — Air Formations organised on a Military Basis stationed in Australia.*

---

a.

Total effectives, including effectives specified separately in this table

---

Nil (1)

---

NOTE.

(1) The Commonwealth of Australia has no organisations which come under the draft Convention definition of "formations organised on a military basis" which are capable of use without "measures of mobilisation" within the meaning of the definition contained in Article 4.

*Table XII. — Air Formations organised on a Military Basis stationed Overseas.*

---

a.

Total effectives, including effectives specified separately in this table

---

Nil (1)

---

NOTE

(1) The Commonwealth of Australia has no organisations which come under the draft Convention definition of "formations organised on a military basis" which are capable of use without "measures of mobilisation" within the meaning of the definition contained in Article 4.

TABLE ANNEXED TO CHAPTER B OF PART I.

The table pertaining to Chapter B of Part I of the draft Convention is not applicable to the Commonwealth of Australia, which has a voluntary system of recruitment.

NAVAL MATERIAL.

TABLES ANNEXED TO CHAPTER B OF PART II.

*Table I. — Global Tonnage.*

38,478 standard tons.

*Table II. — Categories.*

(a) <i>Capital Ships:</i>	Nil.	
(b) <i>Aircraft-Carriers:</i>	Nil.	
(c) <i>Cruisers:</i>		
(i) With guns of more than 6.1" :		Tons
Australia . . . . .		9,870
Canberra . . . . .		9,850
(ii) With guns of 6.1" and less :		
Adelaide . . . . .		5,100
Brisbane . . . . .		5,120
(d) <i>Destroyers:</i>		
Anzac . . . . .		1,310
Success . . . . .		905
Stalwart . . . . .		905
Swordsman . . . . .		905
Tasmania . . . . .		905
Tattoo . . . . .		905
(e) <i>Submarines:</i>		
Oxley . . . . .		1,354
Otway . . . . .		1,349

ANNEXES TO CHAPTER B OF PART II.

*Annex I. — Exempt Vessels.*

	Tons	
Geranium . . . . .	1,175	} Total: 7,635 standard tons.
Marguerite . . . . .	1,175	
Mallow . . . . .	1,165	
Moresby . . . . .	1,360	
Penguin (late, Platypus) . . . . .	2,760	

*Annex II. — List of Special Vessels.*

	Tons
Albatross (Seaplane Carrier) . . . . .	5,000

*Annex V. — Rules for Disposal of Vessels of War.*

Section V. — Vessels retained for training purposes: Nil.

AIR MATERIAL.

MODEL TABLES ANNEXED TO ARTICLE 36.

*Model Table I. — Aeroplanes of the Land, Sea and Air Armed Forces.*

a.	
Total aeroplanes of the armed forces	
Number	Total horse-power
38 (1) (2)	19,571 (1) (2).

NOTES.

(1) The figures do not include 14 aircraft (total horse-power 7,028) of the citizen air force.

	Number	Total horse-power
(2) (i) Aeroplanes capable of use in war in commission in operational units . . . . .	12	5,892
(ii) Aeroplanes in immediate reserve with operational units . . . . .	10	4,915
(iii) Aeroplanes capable of use in war in commission in training establishments . . . . .	16	8,764
	<u>38</u>	<u>19,571</u>

Model Table II. — Aeroplanes of the Land, Sea and Air Formations organised on a Military Basis.

a.	
Total aeroplanes of the forces organised on a military basis	
Number	Total horse-power
Nil (1)	Nil (1)

NOTE.

(1) The Commonwealth of Australia has no organisations which come under the draft Convention definition of "formations organised on a military basis" which are capable of use without "measures of mobilisation", within the meaning of the definition contained in Article 4.

Model Table III. — Dirigibles of the Land, Sea and Air Forces.

a.		
Total dirigibles of the armed forces		
Number	Total horse-power	Total volume
Nil	Nil	Nil

Model Table IV. — Dirigibles of the Land, Sea and Air Formations organised on a Military Basis.

a.		
Total dirigibles of the formations organised on a military basis		
Number	Total horse-power	Total volume
Nil (1)	Nil (1)	Nil (1)

NOTE.

(1) The Commonwealth of Australia has no organisations which come under the draft Convention definition of "formations organised on a military basis" which are capable of use without "measures of mobilisation", within the meaning of the definition contained in Article 4.



MODEL STATEMENT.

Table A.

RETURN OF ACTUAL EXPENDITURE FOR THE YEAR 1929-30.

	£
Land Forces . . . . .	1,632,809
Naval Forces . . . . .	2,591,479
Air Forces . . . . .	<u>537,371</u>
Grand total . . . . .	4,761,659

Table B.

Subhead	CATEGORY OF EXPENDITURE	LAND FORCES Total
	<i>Head I. — Effectives.</i>	
	Personnel normally forming part of formations and services :	£
A	Pay and allowances of all kinds : Officers . . . . .	230,242
B	<i>Ditto</i> : N.C.O.s and men . . . . .	382,974
C	<i>Ditto</i> : Civilian personnel . . . . .	254,720
	Personnel not normally forming part of formations and services :	
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .	35,799
E	Maintenance of personnel referred to in subheads A to D . . . . .	146,433
	<i>Head II. — Transport.</i>	
F	Horses and other animals, forage, harness and shoeing . . . . .	27,013
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses. . . . .	59,624
	<i>Head III. — Buildings.</i>	
H	Construction of new fortifications and defence works . . . . .	—
K	Barracks, other buildings, upkeep, furniture . . . . .	109,567
	<i>Total: Heads I to III. . . . .</i>	1,246,372
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material. . . . .	360,378
M(a)	Engineer and other warlike stores. . . . .	26,059
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads M and M(a) . . . . .	—
	<i>Total: Head IV . . . . .</i>	386,437
	<b>GRAND TOTAL . . . . .</b>	<b>1,632,809</b>

**Table C.**

Subhead	CATEGORY OF EXPENDITURE	NAVAL FORCES Total
	<i>Head I. — Effectives.</i>	£
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	287,799
B	<i>Ditto</i> : N.C.O.s and men . . . . .	942,451
C	<i>Ditto</i> : Civilian personnel . . . . .	176,060
	Personnel not normally forming part of formations and services :	
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .	11,487
E	Maintenance of personnel referred to in subheads A to D . . . . .	172,391
	<i>Head II. — Transport.</i>	
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses. . . . .	126,027
	<i>Head III. — Buildings</i>	
H	Construction of new fortifications and defence works . . . . .	—
K	Barracks, other buildings, upkeep, furniture . . . . .	104,050
	<i>Total: Heads I to III. . . . .</i>	1,820,265
	<i>Head IV. — War Material.</i>	
L	Ships : new construction and maintenance . . . . .	624,786
M	Arms, ammunition and fighting material. . . . .	146,428
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads L and M. . . . .	—
	<i>Total: Head IV . . . . .</i>	771,214
	<b>GRAND TOTAL . . . . .</b>	<b>2,591,479</b>

**Table D.**

Subhead	CATEGORY OF EXPENDITURE	AIR FORCES Total
	<i>Head I. — Effectives.</i>	£
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	78,072
B	<i>Ditto</i> : N.C.O.s and men . . . . .	198,445
C	<i>Ditto</i> : Civilian personnel . . . . .	20,347
	Personnel not normally forming part of formations and services :	
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .	—
E	Maintenance of personnel referred to in subheads A to D . . . . .	20,110
	<i>Head II. — Transport.</i>	
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses. . . . .	29,476
	<i>Head III. — Buildings.</i>	
K	Barracks, other buildings, upkeep, furniture . . . . .	50,670
	<i>Total: Heads I to III. . . . .</i>	397,120
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material. . . . .	140,251
	<i>Total: Head IV . . . . .</i>	140,251
	GRAND TOTAL . . . . .	537,371

Annexed Tables.

	£
<i>Table A. — Expenditure on Pay of Reserves for the Year 1929-30.</i>	
1. Remuneration outside periods of training of personnel not employed . . . . .	Nil
2. Remuneration during training of reservists called up . . . . .	11,255
<i>Table B. — Expenditure on Shipbuilding for the Year 1929-30.</i>	
1. New construction . . . . .	307,608
2. Maintenance and repairs . . . . .	317,178
<i>Table C. — Statement of the Amount Outstanding, at the End of the Financial Year 1929-30, of Block Credits voted in respect of Expenditure for more than One Year . . . . .</i>	
	679,310 <sup>1</sup>
<i>Table D. — Statement of the Amount outstanding on June 30th, 1930, in respect of Purchases on Credit or Deferred Payments relating to Goods delivered or Services rendered, in Cases where the Due Dates of Payment are later than those customary in Contracts of the Same Kind which do not provide any Special Credit Facilities . . . . .</i>	
	Nil
<i>Table E. — Statement for the Financial Year 1929-30 of Loans made to, or Participations acquired in, Enterprises having among their Objects the Furnishing of goods or Services for Armament Purposes, where these have been excluded from the Return on the Ground that they are not regarded as Armament Expenditure . . . . .</i>	
	Nil
<i>Table F. — Expenditure in respect of Pensions for the Year 1929-30 :</i>	
I. Military personnel :	
(a) Service pensions . . . . .	13,354
(b) Invalidity pensions . . . . .	8,232
(c) Mixed pensions. . . . .	—
II. Civil personnel ; pensions . . . . .	6,241
III. War pensions, if a distinction is made in the national budget between ordinary pensions and war pensions (if not, these pensions must appear under headings I and II) . . . . .	7,897,291
IV. Pensions or other compensation granted, apart from the regulations regarding normal pensions, for premature retirement, discharge or loss of office resulting from a reduction of the forces . . . . .	Nil
<i>Table G. — Principal Modifications made since the Last Return in :</i>	
1. Provisions relating to the grant of pensions or any contributions made by the personnel towards the cost of these pensions . . . . .	—
2. Provisions relating to the taxation of the pay or pensions of the personnel . . . . .	—
3. Provisions relating to social insurance or analogous benefits of the personnel, and to the contributions made by the personnel for this purpose. . . . .	—

<sup>1</sup> See appendix containing explanatory notes on this amount.

APPENDIX TO TABLE C.

The items required to be included in this table would appear to be those which come within the scope of the definition embodied in Paragraph I, Chapter 20, of the report of the Committee of Budgetary Experts, reading as follows :

“ . . . Where block votes that may be used over a period of several years are made once and for all in the budget of one year, a statement of the unexpended amount of all such votes at the end of the year should be appended to the return of expenditure in respect of that year, in order to secure full publicity regarding outstanding parliamentary authorisations for expenditure ”.

The amounts shown in the following table represent balances held in various Trust Funds at June 30th, 1930, which were carried forward to the next financial year 1930-31. Many of these do not appear to come within the strict literal interpretation of the above definition, but, as the guiding principle appears to be the full publicity of all resources available for future expenditure, the whole of the balances mentioned have been included in Table C.

Name of Trust Fund	Balance carried forward to July 1st, 1930	Remarks
Commonwealth Government Factories' Trust Funds :		These trust funds are financed by annual parliamentary appropriations and also with receipts from sales of factory products. As the former are wholly spent each year, the balances carried forward are comprised of receipts from sales and are not therefore "outstanding parliamentary authorisations" within the meaning of the definition.  The balances carried forward are limited to £10,000 in the case of each factory and are necessary to provide working credits in the factories' trust funds to finance operations in the commencement of a new year.
Ammunition factory . . . . .	£   s.   d. 9,880 12 2	
Defence laboratory . . . . .	429 3 6	
Explosives factory . . . . .	9,042 14 10	
Ordnance factory . . . . .	9,479 6 1	
Small Arms factory . . . . .	1,211 19 10	
Clothing factory . . . . .	10,000 0 0	
Trust Fund :		The finance of these trust funds is regulated by credits of the following classes : (i) Parliamentary appropriations ; (ii) Receipts for sales and issues.  The necessity for appropriations hinges on the receipts and, in some cases, they have not been necessary for extensive intervals. The balances, owing to their origin being partly or wholly due to receipts, are not purely (nor in some cases at all) "outstanding parliamentary appropriations".
Defence clothing material . . . . .	14,406 4 2	
Small arms . . . . .	34,559 7 3	
Small arms ammunition . . . . .	37,036 13 7	
Gun ammunition and equipment Uniform, clothing, and naval necessaries . . . . .	2,947 17 0 58,257 12 11	
Air Officers' Training Account	48 14 6	This trust fund is entirely financed by means of credits from expenditure originally charged to votes. The balance carried forward is not an "outstanding parliamentary authorisation".
Trust Fund :		These trust funds were established by special parliamentary appropriations to cover expenditure on naval construction and defence equipment over a number of years, the unexpended balances being carried forward from year to year.  These balances appear to belong to that class of outstanding amounts which is envisaged in the above definition.
Defence Reserve . . . . .	19,460 12 6	
Naval construction . . . . .	472,549 8 10	
Total included in Table "C". . . . .	679,310 7 2	

MODEL STATEMENT (continued).

RECONCILIATION OF AMOUNTS INCLUDED IN THE MODEL STATEMENT WITH EXPENDITURE PUBLISHED IN TREASURER'S  
AUDITED FINANCE STATEMENT FOR THE FINANCIAL YEAR 1929-30.

Amounts included in the Model Statement	Amount		Expenditure published in Finance Statement for 1929-30			
			Page of Finance Statement	Service	Amount	
Section	£	£			£	£
Statement A. — Return of Expenditure for the year 1929-30 :			35	Ordinary services :		
Land forces . . . . .	1,632,809			Total Department of Defence . . . . .	4,104,223	
Naval forces . . . . .	2,591,479			Less :		
Air forces . . . . .	<u>537,371</u>	4,761,659		Expenditure on account of pensions : <sup>1</sup>	£	
				Div. 59/1/9 : superannuation allowances to naval personnel . . . . .	910	
				Div. 67/3/1 : maintenance of W. M. Cann . . . . .	234	
				Div. 71/1/31 : pension to dependants of the late Captain Wootten . . . . .	93	
				Civil aviation branch expenditure <sup>2</sup> . . . . .	<u>102,809</u>	<u>104,046</u>
						4,000,177
			48	Miscellaneous services from revenue :		
				Total Department of Defence . . . . .		250
			79	Additions, new works, buildings, etc. :		
				Total Department of Defence . . . . .	96,832	
				Less Munitions supply branch expenditure <sup>3</sup> . . . . .	<u>25,000</u>	71,832
			82	Unforeseen expenditure :		
				Total Department of Defence . . . . .		57
			117	Loan Fund for Works :		
				Total Department of Defence . . . . .		230,301
				Trust Funds :		
			106	Air officers' training (net expenditure after allowing for credit adjustment) . . . . .	8,953	
			106	Defence clothing material . . . . .	6,682	
			106	Defence reserve . . . . .	42,403	
			106	Defence small arms . . . . .	15,501	
			106	Defence small-arms ammunitions . . . . .	53,822	
			106	Gun ammunition and equipment . . . . .	1,175	
			107	Naval Construction. . . . .	307,608	
			108	Uniform, Clothing, and Necessaries : Naval . . . . .	<u>22,898</u>	<u>459,042</u>
Total . . . . .		<u>4,761,659</u>		Total . . . . .		<u>4,761,659</u>

<sup>1</sup> Expenditure relating to pensions is excluded from the Model Statement in accordance with paragraph 4, page 23, and paragraph 11, page 29, of the report of the Committee of Experts on Budgetary Questions.

<sup>2</sup> Expenditure in respect of civil aviation activities does not relate to the armed forces.

<sup>3</sup> This amount of £25,000 appropriated under Munitions Supply Branch vote was transferred to the credit of Trust Fund Small Arms Ammunition Account to finance expenditure from the latter account. As the actual expenditure from the Trust Fund is included in the Model Statement, the amount transferred to the Fund (which is shown in the Finance Statement as expenditure under the vote) is necessarily omitted to avoid duplication.

[Distributed to the Council, the Members of the League and the States invited to the Conference.]

Official No.: **C. 200. M. 102.** 1932. IX.  
[Conf. D.66.]

Geneva, February 8th, 1932.

LEAGUE OF NATIONS

10

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**56. COMMUNICATION FROM THE EGYPTIAN GOVERNMENT**

LETTER FROM THE EGYPTIAN MINISTER FOR FOREIGN AFFAIRS  
TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.

Cairo, October 29th, 1931.

With reference to my letter No. 38.77/10(176), of October 12th, 1931, I have the honour to forward to you herewith the information for which you asked in your Circular Letters of February 17th, 1931 (23.1931.IX) and June 13th, 1931 (124.1931.IX), concerning the position of armaments in Egypt.

(Signed) YEHIA,  
Minister for Foreign Affairs.

TABLES ATTACHED TO CHAPTER A OF PART I.  
(Page 4 of Draft Convention.)

*Table I. — Maximum Establishment of Army stationed in the Country.*

a. Total effectives, including effectives specified in the columns b and c	b. Officers	c. Other effectives having completed at least 5 years' service (Reserve)
24,292	565	12,000 (Reserve)

*Table II. — Maximum Establishment of Army stationed abroad.*

a. Total effectives, including effectives specified in the columns b and c	b. Officers	c. Other effectives having completed at least 5 years' service
Nil	Nil	Nil

*Table III. — Maximum Establishment of Army.*

a. Total effectives, including effectives specified in the columns b and c	b. Officers	c. Other effectives having completed at least 5 years' service (Reserve)
24,292	565	12,000 (Reserve)

*Table IV. — Maximum Establishment of Other Military Organisations stationed in the Country.*

a. Total effectives, including effectives specified in the columns b and c	b. Officers and officials holding the rank of officer	c. Other effectives having completed at least 5 years' service (Reserve)
2,650	66	1,000

*Table V. — Military Organisations stationed abroad.*

Nil.

*Table VI. — Naval Forces.*

Nil.

*Table VII. — Sea Formations organised on a military Basis.*

Nil.

*Tables VIII, IX, X, XI and XII. — Air Force.*

An Egyptian Air Force is in course of formation. Up to the present, only six officers have been trained in this connection.

TABLE ATTACHED TO CHAPTER B OF PART I.

(Page 6 of Draft Convention.)

Maximum period of service for effectives recruited by conscription for the Army and other Military organisations.

Land forces	Sea forces	Air forces
5 years with colours and 5 years with Reserve	Nil	Force in course of form- ation : Not yet decided

TABLES ATTACHED TO CHAPTER B OF PART II.

(Page 9 of Draft Convention.)

Nil.

*Table I.*

Nil.

*Table II.*



TABLE ATTACHED TO CHAPTER C OF PART II.

(Page 15 of Draft Convention.)

An Egyptian Air Force is in course of formation. The establishment of aeroplanes will only be five until such time as it is found possible to expand this force.

TABLES ATTACHED TO ARTICLE 30 (PART IV).

(Page 18 of Draft Convention.)

*Table I. — Army stationed in the Country.*

a. Total effectives, including effectives specified in other parts of the present table	b. Officers
12,292	565

*Table II. — Army stationed abroad.*

a. Total effectives, including effectives specified in other parts of this table	b. Officers
Nil	Nil

*Table III. — Total Army stationed in the Country and abroad.*

a. Total effectives, including effectives specified in other parts of the present table	b. Officers
12,292	565

*Table IV. — Military Organisations, which could be used for War, stationed in the Country.*

a. Total effectives, including effectives specified in other parts of the present table	b. Officers
1,650	66

*Table V. — Military Organisations, which could be used for War, stationed abroad.*

a. Total effectives, including effectives specified in other parts of the present table	b. Officers
Nil	Nil

*Table VI. — Naval Forces.*

a. Total effectives, including effectives specified in other parts of the present table	b. Officers
Nil	Nil

*Table VII. — Other Sea Forces which could be used in War.*

a. Total effectives, including effectives specified in other parts of the present table	b. Officers
Nil	Nil

*Tables VIII, IX, X, XI and XII.*

(Page 21 of Draft Convention.)

An Egyptian Air Force is in course of formation. Up to the present, only six officers have been trained in this connection.

TABLES ATTACHED TO ARTICLE 36.

(Page 24 of Draft Convention.)

*Tables I and II.*

An Egyptian Air Force is in course of formation. The establishment of aeroplanes will only be five until such time as it is found possible to expand this force.

*Tables III and IV.*

Nil.

MODEL STATEMENT.

**Table A.**

RETURN OF ACTUAL EXPENDITURE FOR THE YEAR 1931-32.

	£E
Land Forces . . . . .	931,988
Naval Forces . . . . .	—
Air Forces . . . . .	50,000
Grand Total . . . . .	981,988

Table B.

Sub-head	CATEGORY OF EXPENDITURE	LAND FORCES				TOTAL
		Armed forces stationed in the home country (optional),	Armed forces stationed overseas (optional)	Formations organised on a military basis stationed in the home country (optional)	Formations organised on a military basis stationed overseas (optional)	
		(1)	(2)	(3)	(4)	
	<i>Head I. — Effectives.</i>	£ E.				£ E.
	Personnel normally forming part of formations and services:					
A	Pay and allowances of all kinds: Officers.....	365,085				365,085
B	<i>Ditto</i> : N.C.O.s and men .....					
C	<i>Ditto</i> : Civilian personnel .....	119,195				119,195
	Personnel not normally forming part of formations and services:					
D	Persons undergoing preparatory military training, reservists and reserve organisations .....	58,600				58,600
E	Maintenance of personnel referred to in subheads A to D .....	118,887				118,887
	Total .....	661,767				661,767
	<i>Head II. — Transport.</i>					
F	Horses and other animals, forage, harness and shoeing.....	31,138				31,138
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses .....	62,850				62,850
	Total .....	93,988				93,988
	<i>Head III. — Buildings.</i>					
H	Construction of new fortifications and defence works .....	—				—
K	Barracks, other buildings, upkeep, furniture .....	61,289				61,289
	<i>Total: Heads I to III .....</i>	817,044				817,044
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material .....	36,266				36,266
M (a)	Engineer and other warlike stores .....	78,678				78,678
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads M and M (a)).....	—				—
	<i>Total: Head IV .....</i>	114,944				114,944
	<b>GRAND TOTAL .....</b>	931,988				931,988

Table C.

Sub-head	CATEGORY OF EXPENDITURE	NAVAL FORCES		
		Armed forces (optional)	Formations organised on a military basis (optional)	TOTAL
		(1)	(2)	(3)
	<i>Head I. — Effectives.</i>			
	Personnel normally forming part of formations and services :			
A	Pay and allowances of all kinds : Officers . . . . .			
B	<i>Ditto</i> : N.C.O.s and men . . . . .			
C	<i>Ditto</i> : Civilian personnel . . . . .			
	Personnel not normally forming part of formations and services :			
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .			
E	Maintenance of personnel referred to in subheads A to D . . . . .			
	<i>Head II. — Transport.</i>			
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .			
	<i>Head III. — Buildings.</i>			
H	Construction of new fortifications and defence works . . . . .			
K	Barracks, other buildings, upkeep, furniture . . . . .			
	<i>Total : Heads I to III . . . . .</i>			
	<i>Head IV. — War material.</i>			
L	Ships : new construction and maintenance . . . . .			
M	Arms, ammunition and fighting material . . . . .			
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads L and M). . . . .			
	<i>Total : Head IV. . . . .</i>			
	<b>GRAND TOTAL . . . . .</b>			

Table D.

Sub-head	CATEGORY OF EXPENDITURE	AIR FORCES				TOTAL
		Armed forces stationed in the home country (optional)	Armed forces stationed overseas (optional)	Formations organised on a military basis stationed in the home country (optional)	Formations organised on a military basis stationed overseas (optional)	
		(1)	(2)	(3)	(4)	
	<i>Head I. — Effectives.</i>	£E				£E
	Personnel normally forming part of formations and services :					
A	Pay and allowances of all kinds: Officers.....	4,535				4,535
B	<i>Ditto</i> : N.C.O.s and men .....					
C	<i>Ditto</i> : Civilian personnel .....	7,515				7,515
	Personnel not normally forming part of formations and services:					
D	Persons undergoing preparatory military training, reservists and reserve organisations .....	—				—
E	Maintenance of personnel referred to in subheads A to D .....	—				—
	<i>Head II. — Transport.</i>					
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses .....	2,760				2,760
	<i>Head III. — Buildings.</i>					
K	Barracks, other buildings, upkeep, furniture .....	16,000				16,000
	<i>Total: Heads I to III .....</i>	30,810				30,810
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material .....	15,920 3,270				15,920 3,270
	<i>Total: Head IV .....</i>	19,190				19,190
	<b>GRAND TOTAL.....</b>	<b>50,000</b>				<b>50,000</b>

**Annexed Tables.**

	£E
<i>Table A. — Expenditure on Pay of Reserves for the Year.</i>	
1. Remuneration outside periods of training of personnel not employed . . . . .	—
2. Remuneration during training of reservists called up . . . . .	—
<i>Table B. — Expenditure on Shipbuilding for the Year.</i>	
1. New construction . . . . .	—
2. Maintenance and repairs . . . . .	—
<i>Table C. — Statement of the Amount outstanding, at the End of the Financial Year . . . . of Block Credits voted in respect of Expenditure for more than One Year . . . . .</i>	
—	
<i>Table D. — Statement of the Amount outstanding on . . . . . in respect of Purchases on Credit or Deferred Payments relating to Goods delivered or Services rendered, in Cases where the Due Dates of Payment are later than those customary in Contracts of the Same Kind which do not provide any Special Credit Facilities . . . . .</i>	
—	
<i>Table E. — Statement for the Financial Year of Loans made to, or Participations acquired in, Enterprises having among their Objects the Furnishing of Goods or Services for Armament Purposes, where these have been excluded from the Return on the Ground that they are not regarded as Armament Expenditure . . . . .</i>	
—	
<i>Table F. — Expenditure in respect of Pensions for the Year 1931-1932.</i>	
I. Military personnel :	
(a) Service pensions	} . . . . . 259,400
(b) Invalidity pensions	
(c) Mixed pensions	
II. Civil personnel : pensions . . . . .	—
III. War pensions, if a distinction is made in the national budget between ordinary pensions and war pensions (if not, these pensions must appear under headings I and II) ; . . . . .	—
IV. Pensions or other compensation granted, apart from the regulations regarding normal pensions, for premature retirement, discharge or loss of office resulting from a reduction of the forces . . . . .	—
<i>Table G. — Principal Modifications made since the Last Return in :</i>	
1. Provisions relating to the grant of pensions or any contributions made by the personnel towards the cost of these pensions . . . . .	—
2. Provisions relating to the taxation of the pay or pensions of the personnel . . . . .	—
3. Provisions relating to social insurance or analogous benefits of the personnel, and to the contributions made by the personnel for this purpose . . . . .	—

[Distributed to the Council, the Members of the League and the States invited to the Conference.]

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[Conf. D. 67.]

Geneva, February 8th, 1932.

LEAGUE OF NATIONS

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**57. COMMUNICATION FROM THE LITHUANIAN GOVERNMENT**

**LETTER FROM THE LITHUANIAN MINISTER FOR FOREIGN AFFAIRS  
TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.**

Kaunas, October 20th, 1931.

With reference to your letters of February 17th and June 13th, 1931, and in accordance with the resolutions adopted by the Council of the League of Nations at its meetings on January 24th and May 23rd, 1931, I have the honour to send you herewith documents giving the particulars requested concerning the position of armaments in Lithuania.

In accordance with your letter of March 8th, 1931, and in conformity with the recommendations of the Committee of Experts on Budgetary Questions, I have the honour to enclose particulars with regard to the expenditure on the military forces. The figures given for this expenditure refer to the budgetary year ending December 31st, 1930.

(Signed) ZAUNIUS,  
Minister for Foreign Affairs.

**I. EFFECTIVES.**

**TABLES ANNEXED TO CHAPTER A OF PART I.**

*Table I. — Average Daily Effectives of the Land Armed Forces.*

a. Total effectives, including columns b and c.	b. Officers	c. Men (including N.C.O.s)
19,466	1,463	18,003

The figures given are those provided for by law. It should be noted that, in 1931, the total average daily effectives of the land armed forces are lower. This is due to the following facts : (1) the number of trained officers is insufficient for the requirements of the army ; (2) for budgetary reasons, the 1929 and 1930 classes were released a month before their periods of service were due to end, which reduces the average daily effectives of the land armed forces to :

a. Total effectives, including columns b and c	b. Officers	c. Men (including N.C.O.s)
18,603	1,158	17,445

*Tables II and III.*

Nil.

*Table IV. — Formations organised on a Military Basis.*

There are no formations of this kind as defined in Article 4 of the draft Convention. The auxiliary forces, called *Lietuvos Šaulių Sąjunga*, are not included in the formations in question. Although these forces have part of the personal armament, they have neither machine-guns, nor accessory equipment, nor artillery, nor field transport. *Lietuvos Šaulių Sąjunga* is, in peace time, a national organisation for the patriotic education of Lithuanian citizens in citizenship, probity and a sense of national duty, for the physical training of the young, and for pre-regimental military training. The local organisation of the members of *Šaulių Sąjunga* does not correspond to any combatant unit. As this organisation is largely composed of reservists of the regular army, these, in the event of mobilisation, are drafted into the mobilised army. In order to facilitate the work of *Šaulių Sąjunga*, the Ministry of National Defence seconds to it a certain number of officers on the active list. At the present time, the number of these officers is 26. They are included in column b of Table I.

*Tables V, VI and VII.*

Nil.

*Table VIII. — Average Daily Effectives of the Air Armed Forces.*

a. Total effectives	b. Officers	c. Men
769	104	665

These figures are those provided for by law. It should be noted that, in 1931, the total average daily effectives of the air armed forces are lower. This is due to the following facts : (1) the number of trained officers is insufficient for the requirements of the air force ; (2) for budgetary reasons, the 1929 and 1930 classes were released a month before their periods of service were due to end, which reduces the average daily effectives of the air armed forces to :

a. Total effectives	b. Officers	c. Men
729	84	645

*Tables IX, X, XI, XII.*

Nil.



## II. PERIOD OF SERVICE.

(Part I, Chapter B, of the Draft Convention.)

The period of service under the terms of the Recruiting Act is uniformly fixed for all arms at 18 months with the colours.

The army of the line comprises :

- (a) The regular army (professional soldiers and 1½ classes of conscripts) ;
- (b) The regular army reserve (soldiers who have completed their service with the colours) ;
- (c) The territorial reserve ;
- (d) The recruit reserve (surplus of the annual class).

The total period of compulsory military service in the army of the line is as follows :

- (1) 13½ years with the colours and in the regular army reserve ;
- (2) 10 years in the territorial reserve.

Apart from the period of 18 months with the colours, there are periods of training for the regular army reserve and the territorial reserve.

For the former, there are three periods of training—one of 6 weeks and two of 4 weeks, or 14 weeks in all.

It should be noted that, in practice, these periods of training have not hitherto been observed, for budgetary reasons.

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## III. PREPARATORY MILITARY TRAINING.

(Article 31 of the Draft Convention.)

At present, there is no special law governing pre-regimental or preparatory military training in Lithuania.

It should, however, be noted that the members of *Šaulių Sąjunga* (see above) receive a certain amount of military training, which does not, however, exempt them from service with the colours.

Further, with the consent of the Ministry of Education, military training is given in the State schools, where officers from various garrisons and reserve officers are responsible for physical training and military drill (without arms) and elementary instruction in army regulations. As this preliminary and rudimentary training in the schools has only been given for the last two years, and the system is still in its infancy, it is impossible to say how many pupils receive this training, especially as it has not yet been introduced in all the schools.

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## IV. MODEL STATEMENT.

**Table A.**

RETURN OF ACTUAL EXPENDITURE FOR THE YEAR.

	Litai
Land forces . . . . .	52,816,082.90
Naval forces. . . . .	—
Air forces . . . . .	<u>3,862,827.95</u>
Grand Total . . . . .	56,678,910.85

**Table B.**

Sub-head	CATEGORY OF EXPENDITURE	LAND FORCE				TOTAL
		Armed forces stationed in the home country	Armed forces stationed overseas (optional)	Formations organised on a military basis stationed in the home country (optional)	Formations organised on a military basis stationed overseas (optional)	
		(1)	(2)	(3)	(4)	
	* <i>Head I. — Effectives.</i>	Litai				Litai
A	Personnel normally forming part of formations and services : Pay and allowances of all kinds : Officers. . .	10,795,569.75	—	—	—	10,795,569.75
B	<i>Ditto</i> : N.C.O.s and men . . .	5,799,204.04	—	—	—	5,799,204.04
C	<i>Ditto</i> : Civilian personnel. Personnel not normally forming part of formations and services :	Included in the officers, N.C.O.s and men.				
D	Persons undergoing preparatory military training, reservists and reserve organisations . . .	610,000.00	—	—	—	610,000.00
E	Maintenance of personnel referred to in subheads A to D . . . . .	18,439,988.78	—	—	—	18,439,988.78
	<i>Head II. — Transport.</i>					
F	Horses and other animals, forage, harness and shoeing . . . . .	2,726,749.99	—	—	—	2,726,749.99
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . .	586,209.12	—	—	—	586,209.12
	<i>Head III. — Buildings.</i>					
H	Construction of new fortifications and defence works . . . . .	—	—	—	—	—
K	Barracks, other buildings, upkeep, furniture. . . .	7,875,606.61	—	—	—	7,875,606.61
	<i>Total : Heads I to III . . .</i>	46,833,328.29	—	—	—	46,833,328.29
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material . . . .	4,129,699.92	—	—	—	4,129,699.92
M(a)	Engineer and other warlike stores . . . . .	1,853,054.69	—	—	—	1,853,054.69
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads M and M(a)) . . .	—	—	—	—	—
	<i>Total : Head IV . . . . .</i>	5,982,754.61	—	—	—	5,982,754.61
	<b>GRAND TOTAL . . . . .</b>	52,816,082.90	—	—	—	52,816,082.90

**Table D.**

Sub-head	CATEGORY OF EXPENDITURE	AIR FORCES				TOTAL
		Armed forces stationed in the home country	Armed forces stationed overseas (optional)	Formations organised on a military basis stationed in the home country (optional)	Formations organised on a military basis stationed overseas (optional)	
		(1)	(2)	(3)	(4)	
	<i>Head I. — Effectives.</i>	Litai				Litai
	Personnel normally forming part of formations and services :					
A	Pay and allowances of all kinds : Officers. . .	729,167.12	—	—	—	729,167.12
B	<i>Ditto</i> : N.C.O.s and men .	173,733.41	—	—	—	173,733.41
C	<i>Ditto</i> : Civilian personnel.	538,939.67	—	—	—	538,939.67
	Personnel not normally forming part of formations and services :					
D	Persons undergoing preparatory military training, reservists and reserve organisations .	—	—	—	—	—
E	Maintenance of personnel referred to in subheads A to D . . . . .		Included in table B.			
	<i>Head II. — Transport.</i>					
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . .	684,596.50	—	—	—	684,596.50
	<i>Head III. — Buildings.</i>					
K	Barracks, other buildings, upkeep, furniture. . . .		Included in table B.			
	<i>Total : Heads I to III . .</i>	2,126,436.70	—	—	—	2,126,436.70
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material . . . .	1,736,391.25	—	—	—	1,736,391.25
	<i>Total : Head IV . . . .</i>	1,736,391.25	—	—	—	1,736,391.25
	<b>GRAND TOTAL. . . .</b>	<b>3,862,827.95</b>	—	—	—	<b>3,862,827.95</b>

[Distributed to the Council, the Members of the League and the States invited to the Conference.]

Official No.: **C. 202. M. 104.** 1932. IX.  
[Conf. D. 68.]

Geneva, February 8th, 1932.

LEAGUE OF NATIONS

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**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**58. COMMUNICATION FROM THE VENEZUELAN GOVERNMENT**

LETTER FROM THE VENEZUELAN GOVERNMENT TO THE  
SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.

Caracas, October 22nd, 1931.

In reply to your Circular Letter 23.1931.IX, dated February 17th, asking for particulars of the position of armaments, and your cable dated the 2nd instant on the same subject, I have pleasure in enclosing the information furnished to this Ministry by the Department of War and Marine.

(Signed) P. Itriago CHACÍN.

POSITION OF THE ARMAMENTS OF THE REPUBLIC OF VENEZUELA.

*Infantry:*

Mauser rifles, 71/84 . . . . .	25,000
Oberderf. rifles, 7-mm. calibre . . . . .	5,000
Mauser carbines . . . . .	1,500
Oberderf. carbines, 7-mm. calibre . . . . .	1,000
Mauser cartridges, 71/84 . . . . .	10,000,000
Oberderf. cartridges . . . . .	7,000,000
Hotchkiss heavy machine-guns, 7-mm. calibre . . . . .	25
Hotchkiss light machine-guns, 7-mm. calibre . . . . .	50
Machine-gun cartridges . . . . .	2,000,000

*Artillery:*

Schneider guns, 15 cm. . . . .	7
Shells for the above . . . . .	1,500
Krupp guns, 8 cm. . . . .	20
Shells for the above . . . . .	5,000
Erhardt guns, 75 cm. . . . .	4
Shells for the above . . . . .	1,000
Saint-Chamond guns, 7 cm. . . . .	8
Shells for the above . . . . .	500

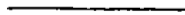
Hotchkiss guns, 42 cm. . . . .	18
Shells for the above . . . . .	2,500
Infantry guns, 37 cm. . . . .	8
Shells for the above . . . . .	3,000
Mortars . . . . .	8
Shells for the above . . . . .	1,700

*Warships:*

	Tons
Cruiser Mariscal Sucre (9 guns and 1 machine-gun) . . . . .	1,125
Cruiser General Salóm (5 guns and 2 machine-gun) . . . . .	750
Gunboat Maracay (5 guns and 1 machine-gun) . . . . .	800
Gunboat Miranda (3 guns) . . . . .	200
Gunboat Brion (3 guns and 1 machine-gun) . . . . .	150
Gunboat José Félix Ribas (2 guns and 1 machine-gun) . . . . .	300
Steamship Aragua . . . . .	125
Total . . . . .	3,450

*Military Aviation:*

There is a training institute with instructional machines; there are also a few scouter aeroplanes.



[Communiqué au Conseil, aux  
Membres de la Société et aux  
Etats invités à la Conférence.]

**Errata** au  
**C. 202. M. 104.** 1932. IX.  
[Conf. D. 68.]

Genève, le 18 février 1932.

SOCIÉTÉ DES NATIONS

**INDICATIONS RELATIVES A L'ÉTAT DES ARMEMENTS  
DES DIVERS PAYS**

**66. ERRATA A LA COMMUNICATION DU GOUVERNEMENT  
VÉNÉZUÉLIEN EN DATE DU 22 OCTOBRE 1932  
(document C.202.M.104.1932.IX. (Conf. D. 68.)).**

*Page 1. — Artillerie, 5<sup>e</sup> ligne:*

*Lire: Pièces Erhardt de 75 mm. au lieu de 75 cm.*

*Page 2. — 1<sup>re</sup> ligne:*

*Lire: Pièces Hotchkiss de 42 mm. au lieu de 42 cm.*

*3<sup>e</sup> ligne:*

*Lire: Pièces d'accompagnement de 37 mm. au lieu de 37 cm.*

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**66. ERRATA TO THE COMMUNICATION FROM THE  
VENEZUELAN GOVERNMENT OF OCTOBER 22nd, 1932  
(Document C.202.M.104.1932.IX. (Conf. D. 68.)).**

*Page 1. — Artillery, 5th line:*

*Read Erhardt guns, 75 mm. instead of 75 cm.*

*Page 2. — 1st line:*

*Read Hotchkiss guns of 42 mm., instead of 42 cm.*

*3rd line:*

*Read infantry guns of 37 mm., instead of 37 cm.*

[Distributed to the Council, the  
Members of the League and the  
States invited to the Conference.]

Official No.: **C. 205. M. 106.** 1932. IX.  
[Conf. D.70.]

Geneva, February 8th, 1932.

LEAGUE OF NATIONS

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**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**60. COMMUNICATION FROM THE CUBAN GOVERNMENT**

**LETTER FROM THE CUBAN FOREIGN MINISTER TO THE  
SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.**

Havana, November 24th, 1931.

In reply to your letter No. C.L.23.1931.IX of February 17th last, I have the honour to communicate to you the report of the Department of War and Marine concerning the state of the land, sea and air forces of the Republic, for the purposes of the Disarmament Conference opening at Geneva in February 1932.

(Signed) Eduardo USABIAGA,  
Under-Secretary of State.

The Constitution of the Cuban Republic provides for compulsory military service. At present, however, service with the sea and land forces is voluntary, in the form of enlistment for a period of at least two years. Enlisted men cannot remain in the ranks beyond the age of 58, when they are retired. Officers of the Army are recruited from cadets who have left the Cadet School after four years and non-commissioned officers who have passed through the Non-Commissioned Officers' School. Officers of the Air Force are recruited from candidates who have passed through the Flying School, where the course lasts one scholastic year. Officers of the Navy must pass three years at the Naval School and two years of practical work at sea (total 5 years). "Assimilated" officers (advocates, doctors, dentists, veterinary surgeons, chemists and bandmasters) enter their special branch by examination.

Table I. — Land Armed Forces stationed in the Home Country.

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	13,155	867

NOTE. — These figures include the *rural guard* and air force, which form part of the army.

Table II. — Land Armed Forces stationed overseas.

a. Total effectives, including the effectives specified separately in the present table	b. Officers
None	None

Table III. — Total Land Armed Forces.

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	13,155	867

NOTE. — These figures include the *rural guard* and air force, which form part of the army.

Table IV. — Formations organised on a Military Basis stationed in the Home Country.

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers or officials ranking as officers
Cuba . . . . .	None	None

Table V. — Formations organised on a Military Basis stationed overseas.

a. Total effectives, including the effectives specified separately in the present table	b. Officers or officials ranking as officers
None	None

Table VI. — Naval Forces.

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	1,159	153

Table VII. — Sea Formations organised on a Military Basis.

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	None	None



*Table VIII. — Air Armed Forces stationed in the Home Country.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	209	42

NOTE. — Including 8 vacancies for officers.

*Table IX. — Air Armed Forces stationed overseas.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	None	None

*Table X. — Total Air Armed Forces.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	209	42

*Table XI. — Air Formations organised on a Military Basis stationed in the Home Country.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	None	None

*Table XII. — Air Formations organised on a Military Basis stationed overseas.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in the present table	b. Officers
Cuba . . . . .	None	None

TABLES ANNEXED TO CHAPTER B OF PART I.

None.

TABLES ANNEXED TO CHAPTER B, PART II.

Table I.

Total tonnage on November 1st, 1931 . . . . . 5,680

Table II. — Classes.

(a) Capital ships . . . . . None  
 (b) Aircraft-carriers . . . . . None  
 (c) Cruisers :  
     Light surface vessels :  
     1. Guns of more than 6.1 inches (155 mm.) . . . . . None  
     2. Guns of less than 6.1 inches (155 mm.) :  
         Over 20 years old :  
             Cuba . . . . . 2,055 tons  
             Patria . . . . . 1,200 tons  
 (d) Destroyers and torpedo-boats . . . . . None  
 (e) Submarines . . . . . None

ANNEX TO CHAPTER B OF PART II.

Exempt Vessels.

13 gunboats of a total tonnage of 2,425 tons.  
 Guns of a calibre of 3 inches, 2.24 inches and 1.46 inches.

TABLES ANNEXED TO CHAPTER C OF PART II.

Table I. — Aircraft of the Sea and Land Armed Forces.

High Contracting Parties	a. Total aeroplanes of the armed forces		b. Aeroplanes stationed in the home country		c. Aeroplanes stationed overseas		d. Aeroplanes in aircraft carriers	
	Number	Total horse-power	Number	Total horse-power	Number	Total horse-power	Number	Total horse-power
Cuba . . . . .	16	5,590	16	5,590	None	None	None	None

Table II. — Aeroplanes of the Land, Sea and Air Formations organised on a Military Basis.  
 None.

Table III. — Dirigibles of the Land, Sea and Air Armed Forces.

None.

Table IV. — Dirigibles of the Land, Sea and Air Formations organised on a Military Basis.  
 None.

NOTE. — The above figures include all the aircraft of the armed forces (fighters, observation machines and instructional machines of the Flying School).

EXPENDITURE.

Table A.

SUMMARY OF ACTUAL EXPENDITURE FOR THE FINANCIAL YEAR 1930-31.

	Total in pesos (dollars)
Land Forces . . . . .	9,932,307.44
Naval Forces . . . . .	1,223,697.32
Air Forces . . . . .	<u>271,277.34</u>
Grand Total . . . . .	11,427,282.10

Table B.

LAND FORCES.

Subhead	CATEGORY OF EXPENDITURE	TOTAL in pesos (dollars)
	<i>Head I. — Effectives.</i>	
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	1,606,064.77
B	<i>Ditto</i> : Earmarked . . . . .	4,375,859.18
C	<i>Ditto</i> : Civilian personnel . . . . .	75,410.34
D	None	
E	Maintenance of personnel referred to in subheads A to C . . . . .	1,986,407.20
Ebis	Sundry expenses . . . . .	223,092.15
	<i>Head II. — Transport.</i>	
F	Horses and other animals, forage, harness and shoeing . . . . .	1,211,118.92
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses	142,064.77
	<i>Head III. — Buildings.</i>	
H	Construction of new fortifications and defence works . . . . .	None
K	Barracks, other buildings, upkeep, furniture . . . . .	436,092.59
	<i>Total : Heads I to III . . . . .</i>	10,056,109.92
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material . . . . .	75,264.00
Mbis	Engineer and other warlike stores . . . . .	72,210.86
N	Manufacture of war material in State establishments, etc.	—
	<i>Total : Head IV . . . . .</i>	147,474.86
	<b>GRAND TOTAL . . . . .</b>	<b>10,203,584.78</b>

**Table C.**

NAVAL FORCES.

Subhead	CATEGORY OF EXPENDITURE	TOTAL in pesos (dollars)
	<i>Head I. — Effectives.</i>	
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	335,130.12
B	<i>Ditto</i> : Earmarked . . . . .	392,324.40
C & D	<i>Ditto</i> : Civilian personnel, etc. . . . .	—
E & E bis	Maintenance of personnel referred to in subheads A and B . . . . .	374,600.48
	<i>Head II. — Transport.</i>	
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses	45,774.40
	<i>Head III. — Buildings.</i>	
H	Construction of new fortifications and defence works . . . . .	—
K	Barracks, other buildings, upkeep, furniture . . . . .	73,243.92
	<i>Total : Heads I to III . . . . .</i>	1,221,073.32
	<i>Head IV. — War Material.</i>	
L	Ships : new construction and maintenance . . . . .	—
M	Arms, ammunition and fighting material . . . . .	2,624.00
N	None.	
	<i>Total : Head IV. . . . .</i>	2,624.00
	<b>GRAND TOTAL . . . . .</b>	<b>1,223,697.32</b>

**Table D.**

As the Air Force is part of the Army, expenditure connected therewith is included in Table B.

**Annexed Tables.**

*Tables A to E.*

None.

*Table F. — Expenditure on Pensions for the Financial Year 1930-31.*

I. Military personnel :	Total in pesos (dollars)
(a) Retired and seniority pensions . . . . .	213,703.52
(b) Disability pensions . . . . .	62,701.10
(c) Mixed pensions . . . . .	—
II. Civilian personnel : pensions to the heirs of officers and enlisted men in the sea, land and air armed forces . . . . .	190,231.05
III. War pensions. . . . .	None
IV. Pensions for premature retirement . . . . .	95,618.05
Total . . . . .	562,253.72

NOTE. — These figures include pensions paid in respect of the Army, Air Force and Navy.

*Table G.*

No previous statement has been sent.

[Distributed to the Council, the Members of the League, and the States invited to the Conference.]

Official No.: **C. 210. M. 110.** 1932. IX.  
[Conf. D. 72.]

Geneva, February 8th, 1932.

LEAGUE OF NATIONS

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**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**62\*. COMMUNICATION FROM THE GOVERNMENT OF  
THE UNION OF SOVIET SOCIALIST REPUBLICS**

*Note from the Secretary-General.*

The Secretary-General has the honour to transmit to the States invited to the Conference for the Reduction and Limitation of Armaments information regarding the position of armaments in the Union of Soviet Socialist Republics which has been communicated to him by M. Litvinoff under date of April 25th, 1931.

*Table I (refers to Tables I, III, VI, VIII and X annexed to Article 30 of Part IV of the Draft Convention of December 9th, 1930).*

**PARTICULARS**

of the Effectives of the Red Army on January 1st, 1931.

	Total effectives	Including commanding personnel of middle and higher ranks
1. Land Forces . . . . .	504,303	30,354
2. Air Forces . . . . .	28,658	4,949
3. Naval Forces . . . . .	29,039	2,397
<b>TOTAL . . . . .</b>	<b>562,000</b>	<b>37,700</b>

\* This number indicates that sixty-two documents in regard to the position of the armaments have been published.

Table 2 (refers to Article 4 of Part I and Table IV annexed to Article 30 of Part IV of the Draft Convention of December 9th, 1930).

PARTICULARS  
of the Numerical Effectives of Formations organised on a Military Basis.

Formations organised on a military basis	Total number	Including commanding personnel	Remarks
1. O.G.P.U. frontier guards . . . . .	28,150	2,250	
2. O.G.P.U. troops stationed in the home country . . . . .	17,240	1,100	
Total of O.G.P.U. troops . . . . .	45,390	3,350	
3. Escort guards . . . . .	13,200	570	
TOTAL effectives of formations organised on a military basis . . . . .	58,590	3,920	

Table 3 (refers to Tables I, II and III annexed to Chapter C of Part II of the Draft Convention of December 9th, 1930).

PARTICULARS  
of the Air Armed Forces of the Red Army on January 1st, 1931.

	Number of aeroplanes	Total horse-power of engines
TOTAL for Land and Sea Air Forces . . . . .	750	310,400

Remarks: (1) Aeroplanes on board aircraft-carriers : None.  
(2) Military formations possessing aeroplanes : None.  
(3) Dirigibles : None.

Table 4 (refers to Tables I and II of Part II annexed to Chapter B of Part II of the Draft Convention of December 9th, 1930).

RECAPITULATORY TABLE  
of the War Vessels on January 1st, 1931.

Distribution of naval units by class of vessel	Number of vessels	Displacement tons	Remarks
Capital ships . . . . .	3	71,784	
Cruisers . . . . .	2	14,825	
Destroyers . . . . .	17	25,228	
Submarines . . . . .	16	9,407	
Mine-layers . . . . .	2	6,200	
Minesweepers . . . . .	6	1,680	
TOTAL . . . . .	46	129,124	
Training ships . . . . .	4	26,968	
Auxiliary vessels <sup>1</sup> . . . . .	4	4,800	
TOTAL DISPLACEMENT . . . . .		160,892	
Vessels in the Black Sea taken by Wrangel to Bizerte :			
Capital ship . . . . .	1	22,600	
Light cruiser . . . . .	1	7,143	
Destroyers . . . . .	9	8,565	
Submarines . . . . .	4	2,287	
TOTAL . . . . .	15	40,595	

<sup>1</sup> There are also auxiliary vessels of lesser importance : survey vessels, various vessels used for the port services, floating bases, etc.

Table 5 (refers to Tables A, B, C, D of the Report by the Committee of Experts on Budgetary Questions, dated February 28th, 1931).

RECAPITULATORY TABLE  
of Budgetary Expenditure for the Red Army in 1931.

Category of expenditure	Land forces	Naval forces	Air forces	Total
	<i>In thousands of roubles</i>			
Pay and allowances . . . . .	189,343	29,485	35,346	254,174
Maintenance of personnel . . . . .	377,815	32,818	32,519	443,152
Harness, shoeing, forage, etc. . . . .	93,285	—	—	93,285
Coal, fuel, oil, petrol, lubricants, transport expenses, etc. . . . .	66,903	20,658	26,130	113,691
Defence works . . . . .	2,000	1,000	—	3,000
Construction of barracks, etc. . . . .	174,212	26,187	29,726	230,125
TOTAL . . . . .	903,558	110,148	123,721	1,137,427
Material . . . . .	96,867	25,525	30,181	152,573
TOTAL . . . . .	1,000,425	135,673	153,902	1,290,000

[Distributed to the Council, the  
Members of the League and the  
States invited to the Conference.]

Official No.: **C. 216. M. 112.** 1932. IX.  
[Conf. D. 73.]

Geneva, February 10th, 1932.

10 FEB 1932

LEAGUE OF NATIONS

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**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**64\*. COMMUNICATION FROM THE TURKISH GOVERNMENT.**

*Note by the Secretary-General.*

The Secretary-General has the honour to communicate to the Governments invited to the Conference on the Reduction and Limitation of Armaments a letter from the Minister for Foreign Affairs of Turkey, dated February 5th, 1932, together with an annex containing detailed information on the state of armaments of the said country.

COMMUNICATION FROM THE MINISTER FOR FOREIGN AFFAIRS OF TURKEY  
TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.

Geneva, February 5th, 1932.

Referring to your Circular Letters No. 23 of February 17th and No. 124 of June 13th, 1931, I have the honour to transmit herewith detailed information regarding the position of the armaments of Turkey and the expenditure thereon.

(Signed) M. TEVFIK,

*President of the Delegation of the Turkish  
Republic.*

\* \* \*

Not content with the efforts it has made to repair the ravages of the past, and fully realising the extremely heavy charges and responsibility it has assumed, particularly in the matter of the reforms introduced since it was established, republican Turkey has devoted a large proportion of its budget to economic and social purposes.

The same motives have led it to disarm voluntarily, and to apply the funds thus made available to public works and the rehabilitation of the country in general.

Forced though she was, at the close of the world war, to wage a fresh war in defence of her independence, Turkey has abolished six infantry divisions, three cavalry divisions and several other military formations. In exchange, she has constructed railways and highways of economic value, and restored several towns which were demolished during the last war.

The Government of the Republic, pursuing its endeavours to consolidate universal peace and to create an atmosphere of friendly and cordial relations with all its neighbours, has concluded agreements for the limitation of naval armaments with the Union of Soviet Socialist Republics and with Greece.

Turkey inherited only a very small proportion of the former Ottoman Empire's arms and munitions, most of these having been left outside her present frontiers.

The Turkish armed forces are much below the level of those of other countries, and, far from having an offensive character, serve to educate the nation—a function to which particular attention should here be drawn.

The obvious importance of Turkey's geographical position should also not be overlooked.

\* This figure indicates that sixty-four documents in regard to the position of armaments in the various countries have been published.



TABLES ANNEXED TO CHAPTER B OF PART I.

Maximum total period of service to which the effectives recruited by conscription are liable in the armed forces or formations organised on a military basis :

A. — Armed Forces.

Land	Sea	Air
18 months <sup>1</sup>	3 years	2 years

B. — Formations organised on a Military Basis.

Land	Sea	Air
Gendarmerie, 2½ years Customs Corps, 2½ years	Nil	Nil

TABLES ANNEXED TO CHAPTER A OF PART I.

Table I. — Land Armed Forces stationed in the Home Country.

a.	b.	c.
Total effectives, including the effectives specified in columns b and c	Officers	Other effectives who have completed at least 6 months of service
194,000	20,000	N.C.O.s of the permanent force : 10,000. Trained effectives : 100,000. Untrained effectives : 64,000

Table II. — Land Armed Forces stationed Overseas.

Nil.

Table III. — Total Land Armed Forces.

a.	b.	c.
Total effectives, including the effectives specified in columns b and c	Officers	Other effectives who have completed at least 6 months of service
194,000	20,000	N.C.O.s of the permanent force : 10,000. Trained effectives : 100,000. Untrained effectives : 64,000

NOTES.

- (1) The land army comprises 198,000 men in summer and 133,000 men in winter. The above table shows the average daily effectives for both periods.
- (2) For reasons of economy, the total effectives of the land army have for several years past never exceeded 120,000 to 150,000 men.
- (3) 175,000 men are conscripted annually. According to the law in force, a cadre of 250,000 men is required for the training of the above conscripts.
- (4) The total number of officers includes military officials, civilians and the cadets at the military schools, who number 5,000.

<sup>1</sup> The period of service in technical formations is two years.

*Table IV. — Formations organised on a Military Basis stationed in the Home Country.*

Formation	a. Total effectives including the effectives specified separately in this table	b. Officers or officials ranking as officers
Gendarmerie . . . . .	40,000	3,000
Customs Corps. . . . .	6,600	600

*Table V. — Formations organised on a Military Basis stationed Overseas.*

Nil.

NOTES.

(1) The Turkish gendarmerie is in no sense of the term a military force, in view of its organisation, armament and equipment.

The wide extent of Turkish territory, the inadequate communications, the reforms which have had to be introduced since the Turkish revolution, and the atmosphere of opposition to law and order prevalent on certain sectors of our frontiers, make it quite impossible for the moment to reduce the effectives of the gendarmerie.

(2) The Customs Corps, which is responsible solely for the prevention of smuggling at the frontiers, does not constitute a military force.

(3) The total number of officers also includes the cadets at the military schools.

*Table VI. — Naval Forces.*

a. Total effectives, including effectives specified in columns b and c	b. Officers	c. Professional petty officers
9,200	1,200	1,000

NOTE.

Owing to obsolete units not having been replaced, and also to the fact that the naval armaments have not yet been completed and the navy is only beginning to develop, the total effectives of the sea armed forces have never reached the figures shown.

These effectives will therefore be increased in proportion to the increase in the total tonnage.

*Table VII. — Sea Formations organised on a Military Basis.*

Nil.

*Table VIII. — Air Armed Forces stationed in the Home Country.*

a. Total effectives, including effectives specified separately in this table
8,383 <sup>1</sup>

*Table IX. — Air Armed Forces stationed Overseas.*

Nil.

*Table X. — Total Air Armed Forces.*

8,383.

*Table XI. — Air Formations organised on a Military Basis stationed in the Home Country.*

Nil.

*Table XII. — Air Formations organised on a Military Basis stationed Overseas.*

Nil.

<sup>1</sup> This figure includes officers, civilians and Air Force cadets.

TABLES ANNEXED TO CHAPTER B OF PART II.

Table I. — Global Tonnage.

64,999 metric tons.

NOTE.

In view of her geographical situation, the length of her coast-line, and the fact that her territory is washed by four seas, the total tonnage at present possessed by Turkey is not sufficient, and she reserves the right to increase it to the degree necessitated by her defence requirements.

Table II.

Category	Total Tonnage
(a) Capital ships . . . . .	33,100
(b) Second-class cruisers. . . . .	7,200
(c) Destroyers . . . . .	9,760
(d) Submarines . . . . .	2,910
(e) Submarine-chasers . . . . .	96
(f) Minelayers . . . . .	1,251
(k) Minesweepers . . . . .	1,350
(l) Mine motors. . . . .	141
(m) Special vessels . . . . .	9,095
(o) Motor gunboats . . . . .	96
Total. . . . .	64,999

ANNEX TO TABLE II.

Name	Standard displacement Metric tons	
(a) Yavuz . . . . .	23,100	
Turgutreis. . . . .	10,000	In immediate reserve pending replacement
(b) Hmidiye . . . . .	3,850	} Vessels in commission pending replacement
Mecidiye . . . . .	3,350	
(c) Zafer . . . . .	1,870	} Vessels in commission pending replacement
Tinaztepe . . . . .	1,870	
Kocatepe . . . . .	1,720	
Adatepe . . . . .	1,720	
Peyk . . . . .	840	
Berk . . . . .	840	
Samsun . . . . .	300	
Taşoz. . . . .	300	
Basra. . . . .	300	
(d) I. İnönü . . . . .	505	
II. İnönü . . . . .	505	
Sakarya . . . . .	950	
Dumlupınar . . . . .	950	
(e) Dogan . . . . .	32	
Marti. . . . .	32	
Denizkuşu . . . . .	32	
(f) Intibah . . . . .	616	
Nusrat . . . . .	365	
Selânik . . . . .	270	
(k) Hızırreis . . . . .	450	
Kemalreis. . . . .	450	
İsareis . . . . .	450	
(l) <sup>1</sup> Nos. 5, 8, 9. . . . .	27	9 metric tons each
Nos. 11, 12 . . . . .	24	12 metric tons each
Nos. 13, 14, 15, 16, 17, 18 . . . . .	90	15 metric tons each

<sup>1</sup> Exempt vessels.

ANNEX TO TABLE II (continued).

Name	Standard displacement Metric tons	
(o) <sup>1</sup> 4 gunboats . . . . .	96	24 metric tons each
(m) <sup>1</sup> Reşitpaşa . . . . .	4,458	Submarine supply vessel.
Oiler . . . . .	Nil	
Collier . . . . .	Nil	
Muinizafer . . . . .	2,350	Torpedo training-ship
Trabzon . . . . .	1,337	
Dalgiç . . . . .	250	
Konca . . . . .	250	
Filya . . . . .	450	
Total. . . . .	64,999	

TABLES ANNEXED TO CHAPTER C OF PART II.

Table I. — Aeroplanes of the Land, Sea and Air Armed Forces.

Number	Total horse-power
370 <sup>2</sup>	185,000

Aeroplanes stationed overseas: Nil.  
Aeroplanes in aircraft-carriers: Nil.

Table II. — Aeroplanes of the Land, Sea and Air Formations organised on a Military Basis.

Nil.

Table III. — Dirigibles of the Land, Sea and Air Forces.

Nil.

Table IV. — Dirigibles of the Land, Sea and Air Forces organised on a Military Basis.

Nil.

MODEL STATEMENT.

Table A. — Return of Actual Expenditure for the Year 1931.

	Total in Turkish £
Land Forces . . . . .	44,134,743
Naval Forces . . . . .	7,860,451
Air Forces . . . . .	3,456,814
Grand Total. . . . .	55,452,008

<sup>1</sup> Exempt vessels.

<sup>2</sup> This figure shows the total number of fighter aeroplanes, training aeroplanes and liaison aeroplanes belonging to the army and the navy. Some of these machines are unusable, and others would require to undergo technical inspection.

This number includes aeroplanes which were ordered in 1931 and have not yet been delivered.

Table B. — Land Forces.

Subhead	Category of expenditure	Total
	<i>Head I. — Effectives.</i>	Turkish £
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	15,265,710
B	<i>Ditto</i> : N.C.O.s and men . . . . .	6,241,012
C	<i>Ditto</i> : Civilian personnel. . . . .	3,214,200
	Personnel not normally forming part of formations and services :	
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .	None
E	Maintenance of personnel referred to in subheads A to D . . . . .	9,241,591
	<i>Total : Head I . . . . .</i>	33,962,513
	<i>Head II. — Transport.</i>	
F	Horses and other animals, forage, harness and shoeing . . . . .	3,405,490
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	
	<i>Head III. — Buildings.</i>	
H	Construction of new fortifications and defence works . . . . .	40,000
K	Barracks, other buildings, upkeep, furniture . . . . .	1,134,930
	<i>Total: Head III . . . . .</i>	1,174,930
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material . . . . .	4,231,320
M(a)	Engineer and other warlike stores . . . . .	1,112,690
N	Manufacture of war material in " non-autonomous " State establishments (expenditure not divisible between subheads M and M (a) . . . . .	None
	<i>Total : Head IV . . . . .</i>	5,344,010
	<i>Head V. — Miscellaneous.</i>	
	Debts carried forward to the current financial period, together with expenditure for the upkeep of cemeteries . . . . .	247,800
	<b>GRAND TOTAL . . . . .</b>	<b>44,134,743</b>

NOTES.

- (1) The total number of officers also includes cadets at the military schools.
- (2) This total does not include expenditure on technical and cartographical institutions and repair-shops, which amounted to £T4,113,896.
- (3) The reductions made represent a total of £T29,987,351 as compared with the budget for 1925.

Table C. — Naval Forces.

Subhead	Category of expenditure	Total
	<i>Head I. — Effectives.</i>	Turkish £
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	1,385,457
B	<i>Ditto</i> : N.C.O.s and men . . . . .	332,220
C	<i>Ditto</i> : Civilian personnel . . . . .	220,763
	Personnel not normally forming part of formations and services :	
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .	None
E	Maintenance of personnel referred to in subheads A to D . . . . .	691,808
	<i>Head II. — Transport.</i>	
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	667,300
	<i>Head III. — Buildings.</i>	
H	Construction of new fortifications and defence works . . . . .	19,805
K	Barracks, other buildings, upkeep, furniture . . . . .	328,098
	<i>Head IV. — War Material.</i>	
L	Ships : new construction and maintenance . . . . .	4,065,000
M	Arms, ammunition and fighting material . . . . .	150,000
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads L and M) . . . . .	None
	GRAND TOTAL . . . . .	7,860,451

Table D. — Air Forces.

Subhead	Category of expenditure	Total
	<i>Head I. — Effectives.</i>	Turkish £
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	550,400
B	<i>Ditto</i> : N.C.O.s and men . . . . .	90,200
C	<i>Ditto</i> : Civilian personnel . . . . .	584,000
	Personnel not normally forming part of formations and services :	
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .	None
E	Maintenance of personnel referred to in subheads A to D . . . . .	465,400
	<i>Head II. — Transport.</i>	
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	212,000
	<i>Head III. — Buildings.</i>	
K	Barracks, other buildings, upkeep, furniture . . . . .	64,080
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material. . . . .	1,490,734
	GRAND TOTAL . . . . .	3,456,814

(Communiqué au Conseil, aux membres de la Société et aux Etats invités à la Conférence)

ERRATUM AU DOCUMENT  
C.216.M.112.1932.IX.  
(Conf.D.73)

Genève, 3 mars 1932.

SOCIETE DES NATIONS.

INDICATIONS RELATIVES A L'ETAT DES ARMEMENTS  
DES DIVERS PAYS.

67. ERRATUM A LA COMMUNICATION DU GOUVERNEMENT TURC EN DATE DU 5 FEVRIER 1932.  
(C.216.M.112.1932.IX.)  
Conf.D.73.

Page 4, paragraphe c),

lire: c) Zafer .....	1870	
Tinaztepe .....	1870	
Kocateppe .....	1720	
Adtepe .....	1720	
Peyk .....	840	)
Berk .....	840	) Bâtiments en service
Samsun .....	300	) jusqu'à leur rempla-
Tasoz .....	300	) cement.
Basra .....	300	)

Page 8,

lire: K ..... 46080

Totaux 3.456.814 (addition exacte)

LEAGUE OF NATIONS.

PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES.

67. ERRATA TO THE COMMUNICATION FROM THE TURKISH GOVERNMENT DATED FEBRUARY 5th  
1932. (C.216.M.112.1932.IX.)  
Conf.D.73.

Page 4, paragraphe c)

read: c) Zafer .....	1870	
Tinaztepe .....	1870	
Kocatepe .....	1720	
Adtepe .....	1720	
Peyk .....	840	)
Berk .....	840	) Vessels in commission
Samsun .....	300	) pending replacement.
Tasoz .....	300	)
Basra .....	300	)

Page 8,

read: K ..... 46080

Total 3.456.814 (correct addition).

Série de Publications de la Société des Nations

IX DESARMEMENT  
1932. IX. 16 Erratum



[Communiqué au Conseil et  
aux Membres de la Société.]

N° officiel: **C.658(1). M.269(1)**. 1931. IX.

Genève, le 3 février 1932.

SOCIÉTÉ DES NATIONS

16  
**CONVENTION GÉNÉRALE  
EN VUE DE DÉVELOPPER LES MOYENS  
DE PRÉVENIR LA GUERRE**

(Genève, le 26 septembre 1931)

LEAGUE OF NATIONS

**GENERAL CONVENTION  
TO IMPROVE THE MEANS  
OF PREVENTING WAR**

(Geneva, September 26th, 1931)

Série de Publications de la Société des Nations

IX. DÉSARMEMENT ✓  
1932. IX. 17.

## CONVENTION GÉNÉRALE EN VUE DE DÉVELOPPER LES MOYENS DE PRÉVENIR LA GUERRE

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SA MAJESTÉ LE ROI DES ALBANAIS; LE PRÉSIDENT DU REICH ALLEMAND; LE PRÉSIDENT FÉDÉRAL DE LA RÉPUBLIQUE D'AUTRICHE; SA MAJESTÉ LE ROI DES BELGES; SA MAJESTÉ LE ROI DES BULGARES; LE PRÉSIDENT DE LA RÉPUBLIQUE DE COLOMBIE; SA MAJESTÉ LE ROI DE DANEMARK ET D'ISLANDE; LE PRÉSIDENT DU GOUVERNEMENT DE LA RÉPUBLIQUE ESPAGNOLE; LE PRÉSIDENT DE LA RÉPUBLIQUE FRANÇAISE; LE PRÉSIDENT DE LA RÉPUBLIQUE HELLÉNIQUE; LE PRÉSIDENT DE LA RÉPUBLIQUE DE LITHUANIE; SON ALTESSE ROYALE LA GRANDE-DUCHESSE DE LUXEMBOURG; SA MAJESTÉ LE ROI DE NORVÈGE; LE PRÉSIDENT DE LA RÉPUBLIQUE DE PANAMA; SA MAJESTÉ LA REINE DES PAYS-BAS; LE PRÉSIDENT DE LA RÉPUBLIQUE DU PÉROU; LE PRÉSIDENT DE LA RÉPUBLIQUE PORTUGAISE; SA MAJESTÉ LE ROI DE SIAM; SA MAJESTÉ LE ROI DE SUÈDE; LE CONSEIL FÉDÉRAL SUISSE; LE PRÉSIDENT DE LA RÉPUBLIQUE TCHÉCOSLOVAQUE; LE PRÉSIDENT DE LA RÉPUBLIQUE DE L'URUGUAY,

Sincèrement désireux de développer la confiance mutuelle en augmentant l'efficacité des moyens de prévenir la guerre,

Constatant qu'à cet effet, la mission pacificatrice et conciliatrice du Conseil de la Société des Nations pourrait être facilitée par des engagements préalables que prendraient volontairement les Etats,

Ont résolu de conclure une convention et, à cet effet, ont nommé pour leurs plénipotentiaires, savoir:

*Sa Majesté le Roi des Albanais:*

M. Lec KURTI, Ministre résident, Délégué permanent auprès de la Société des Nations.

*Le Président du Reich allemand:*

M. Hans H. VÖLCKERS, Consul général à Genève.

*Le Président fédéral de la République d'Autriche:*

M. E. PFLÜGL, Envoyé extraordinaire et Ministre plénipotentiaire, Représentant du Gouvernement fédéral auprès de la Société des Nations.

*Sa Majesté le Roi des Belges:*

M. LE JEUNE DE MÜNGBACH, Envoyé extraordinaire et Ministre plénipotentiaire près le Conseil fédéral suisse.

*Sa Majesté le Roi des Bulgares:*

M. N. MOUCHANOFF, Président du Conseil des Ministres et Ministre des Affaires étrangères et des Cultes.

*Le Président de la République de Colombie:*

Le Docteur A. J. RESTREPO, Délégué permanent auprès de la Société des Nations.

*Sa Majesté le Roi de Danemark et d'Islande:*

M. William BORBERG, Délégué permanent auprès de la Société des Nations.

## GENERAL CONVENTION TO IMPROVE THE MEANS OF PREVENTING WAR

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HIS MAJESTY THE KING OF THE ALBANIANS; THE PRESIDENT OF THE GERMAN REICH; THE FEDERAL PRESIDENT OF THE AUSTRIAN REPUBLIC; HIS MAJESTY THE KING OF THE BELGIANS; HIS MAJESTY THE KING OF THE BULGARIANS; THE PRESIDENT OF THE REPUBLIC OF COLOMBIA; HIS MAJESTY THE KING OF DENMARK AND ICELAND; THE PRESIDENT OF THE GOVERNMENT OF THE SPANISH REPUBLIC; THE PRESIDENT OF THE FRENCH REPUBLIC; THE PRESIDENT OF THE HELLENIC REPUBLIC; THE PRESIDENT OF THE LITHUANIAN REPUBLIC; HER ROYAL HIGHNESS THE GRAND-DUCHESS OF LUXEMBURG; HIS MAJESTY THE KING OF NORWAY; THE PRESIDENT OF THE REPUBLIC OF PANAMA; HER MAJESTY THE QUEEN OF THE NETHERLANDS; THE PRESIDENT OF THE REPUBLIC OF PERU; THE PRESIDENT OF THE PORTUGUESE REPUBLIC; HIS MAJESTY THE KING OF SIAM; HIS MAJESTY THE KING OF SWEDEN; THE SWISS FEDERAL COUNCIL; THE PRESIDENT OF THE CZECHOSLOVAK REPUBLIC; THE PRESIDENT OF THE REPUBLIC OF URUGUAY,

Being sincerely desirous of developing mutual confidence by increasing the efficacy of the means of preventing war,

Noting that, for this purpose, the task of the Council of the League of Nations in ensuring peace and conciliation might be facilitated by undertakings assumed voluntarily in advance by the States,

Have decided to conclude a Convention and have for that purpose appointed as their plenipotentiaries:

*His Majesty the King of the Albanians:*

M. Lec KURTI, Resident Minister, Permanent Delegate accredited to the League of Nations.

*The President of the German Reich:*

M. Hans H. VÖLCKERS, Consul-General at Geneva.

*The Federal President of the Austrian Republic:*

M. E. PFLÜGL, Envoy Extraordinary and Minister Plenipotentiary, Representative of the Federal Government accredited to the League of Nations.

*His Majesty the King of the Belgians:*

M. LE JEUNE DE MÜNSBACH, Envoy Extraordinary and Minister Plenipotentiary to the Swiss Federal Council.

*His Majesty the King of the Bulgarians:*

M. N. MOUCHANOFF, Prime Minister and Minister for Foreign Affairs and Religions.

*The President of the Republic of Colombia:*

Dr. A. J. RESTREPO, Permanent Delegate accredited to the League of Nations.

*His Majesty the King of Denmark and Iceland:*

M. William BORBERG, Permanent Delegate accredited to the League of Nations.

*Le Président du Gouvernement de la République espagnole :*

M. Alejandro LERROUX GARCÍA, Ministre d'Etat.

*Le Président de la République française :*

M. René MASSIGLI, Ministre plénipotentiaire, Délégué adjoint à la douzième session de l'Assemblée de la Société des Nations.

*Le Président de la République hellénique :*

M. Nicolas POLITIS, Envoyé extraordinaire et Ministre plénipotentiaire près le Président de la République française.

*Le Président de la République de Lithuanie :*

M. Petras KLIMAS, Envoyé extraordinaire et Ministre plénipotentiaire près le Président de la République française.

*Son Altesse Royale la Grande-Duchesse de Luxembourg :*

M. Joseph BECH, Ministre d'Etat, Président du Gouvernement.

*Sa Majesté le Roi de Norvège :*

M. Birger BRAADLAND, Ministre des Affaires étrangères.

*Le Président de la République de Panama :*

M. Narciso GARAY, Envoyé extraordinaire et Ministre plénipotentiaire près le Président de la République française et près Sa Majesté britannique.

*Sa Majesté la Reine des Pays-Bas :*

M. W. I. DOUDE VAN TROOSTWIJK, Envoyé extraordinaire et Ministre plénipotentiaire près le Conseil fédéral suisse.

*Le Président de la République du Pérou :*

M. A. GONZÁLEZ-PRADA, Envoyé extraordinaire et Ministre plénipotentiaire près Sa Majesté britannique.

*Le Président de la République portugaise :*

M. Vasco DE QUEVEDO, Envoyé extraordinaire et Ministre plénipotentiaire près le Conseil fédéral suisse et près la Société des Nations.

*Sa Majesté le Roi de Siam :*

Son Altesse Sérénissime le Prince DAMRAS, Envoyé extraordinaire et Ministre plénipotentiaire près Sa Majesté britannique, Représentant permanent auprès de la Société des Nations.

*Sa Majesté le Roi de Suède :*

M. K. I. WESTMAN, Envoyé extraordinaire et Ministre plénipotentiaire près le Conseil fédéral suisse.

*Le Conseil fédéral suisse :*

M. Giuseppe MOTTA, Président de la Confédération suisse, Chef du Département politique fédéral.

*Le Président de la République tchécoslovaque :*

Le Docteur Eduard BENEŠ, Ministre des Affaires étrangères.

*Le Président de la République de l'Uruguay :*

M. Enrique E. BUERO, Envoyé extraordinaire et Ministre plénipotentiaire près Sa Majesté le Roi des Belges et près Sa Majesté la Reine des Pays-Bas.

Lesquels, après avoir déposé leurs pouvoirs trouvés en bonne et due forme, sont convenus des dispositions suivantes :

*Article premier.*

Les Hautes Parties contractantes s'engagent, pour le cas où il s'élèverait entre elles un différend dont le Conseil de la Société des Nations serait saisi, à accepter et à mettre à exécution les mesures

*The President of the Government of the Spanish Republic:*

M. Alejandro LERROUX GARCÍA, Minister of State.

*The President of the French Republic:*

M. René MASSIGLI, Minister Plenipotentiary, Substitute Delegate to the Twelfth Session of the Assembly of the League of Nations.

*The President of the Hellenic Republic:*

M. Nicolas POLITIS, Envoy Extraordinary and Minister Plenipotentiary accredited to the President of the French Republic.

*The President of the Republic of Lithuania:*

M. Petras KLIMAS, Envoy Extraordinary and Minister Plenipotentiary accredited to the President of the French Republic.

*Her Royal Highness the Grand-Duchess of Luxemburg:*

M. Joseph BECH, Minister of State, President of the Government.

*His Majesty the King of Norway:*

M. Birger BRAADLAND, Minister for Foreign Affairs.

*The President of the Republic of Panama:*

M. Narciso GARAY, Envoy Extraordinary and Minister Plenipotentiary accredited to the President of the French Republic and to His Britannic Majesty.

*Her Majesty the Queen of the Netherlands:*

M. W. I. DOUDE VAN TROOSTWIJK, Envoy Extraordinary and Minister Plenipotentiary to the Swiss Federal Council.

*The President of the Republic of Peru:*

M. A. GONZÁLEZ-PRADA, Envoy Extraordinary and Minister Plenipotentiary accredited to His Britannic Majesty.

*The President of the Portuguese Republic:*

M. Vasco DE QUEVEDO, Envoy Extraordinary and Minister Plenipotentiary to the Swiss Federal Council and to the League of Nations.

*His Majesty the King of Siam:*

His Serene Highness Prince DAMRAS, Envoy Extraordinary and Minister Plenipotentiary accredited to His Britannic Majesty, Permanent Representative accredited to the League of Nations.

*His Majesty the King of Sweden:*

M. K. I. WESTMAN, Envoy Extraordinary and Minister Plenipotentiary to the Swiss Federal Council.

*The Swiss Federal Council:*

M. Giuseppe MOTTA, President of the Swiss Confederation, Head of the Federal Political Department.

*The President of the Czechoslovak Republic:*

Dr. Eduard BENEŠ, Minister for Foreign Affairs.

*The President of the Republic of Uruguay:*

M. Enrique E. BUERO, Envoy Extraordinary and Minister Plenipotentiary accredited to His Majesty the King of the Belgians and to Her Majesty the Queen of the Netherlands.

Who, having deposited their full powers, found in good and true form, have agreed as follows:

*Article 1.*

The High Contracting Parties undertake, in the event of a dispute arising between them and being brought before the Council of the League of Nations, to accept and apply the conservatory

conservatoires d'ordre non militaire ayant trait à l'objet même du différend que le Conseil, agissant suivant les pouvoirs qu'il tient du Pacte de la Société des Nations, pourrait recommander en vue d'empêcher l'aggravation de ce différend.

Le Conseil fixera la durée de ces mesures conservatoires. Il pourra la prolonger si les circonstances le rendent nécessaire.

#### *Article 2.*

Si, dans des circonstances qui, de l'avis du Conseil, ne créent pas l'état de guerre entre les Puissances en cause, parties à la présente Convention, les forces d'une de ces Puissances ont pénétré sur le territoire ou dans les eaux territoriales de l'autre, ou dans une zone démilitarisée en vertu d'accords internationaux, ou les survolent, le Conseil peut prescrire des mesures pour en assurer l'évacuation par lesdites forces. Les Hautes Parties contractantes s'engagent à se conformer sans retard aux mesures qui seront ainsi prescrites, sans préjudice des autres pouvoirs que le Conseil tient de l'article 11 du Pacte.

#### *Article 3.*

Si les circonstances visées à l'article 2 se sont produites ou si, en cas de menace de guerre, les conditions particulières, et, notamment, les possibilités de contact entre les forces des parties en cause le rendent nécessaire, le Conseil pourra fixer des lignes qui ne devront pas être dépassées par les forces terrestres, navales ou aériennes, ainsi que, en tant que besoin, pour éviter les incidents, par les aéronefs civils. Les Hautes Parties contractantes s'engagent à se conformer aux recommandations du Conseil à ce sujet.

Les lignes visées à l'alinéa précédent seront fixées, si possible, d'un commun accord avec les parties en cause.

A défaut de pareil accord, le Conseil fixera ces lignes avec l'assentiment de la partie dont les forces sont visées, étant entendu qu'il n'en résultera pas le retrait des forces en arrière des limites extérieures des organisations défensives existant aux frontières des Hautes Parties contractantes intéressées, au moment où le Conseil de la Société des Nations prend sa décision, et que ces lignes ne comporteront l'abandon d'aucun autre ouvrage, position ou ligne de communication essentiels pour la sécurité ou le ravitaillement de la partie intéressée.

Il appartiendra, en tout cas, au Conseil de déterminer le délai dans lequel lesdites lignes seront fixées dans les conditions ci-dessus indiquées.

Les Hautes Parties contractantes conviennent, enfin, de donner aux commandants de leurs forces, si le Conseil le leur recommande, l'ordre catégorique de prendre toutes les précautions nécessaires pour éviter des incidents.

#### *Article 4.*

Le Conseil désignera, s'il le juge utile, ou si une des parties en cause le demande avant que le Conseil ait pris une des décisions visées aux articles 2 et 3, des commissaires chargés exclusivement de constater sur les lieux l'exécution des mesures conservatoires d'ordre militaire recommandées par le Conseil dans les conditions indiquées dans les articles 2 et 3.

En réglant l'exécution des mesures qu'il aura prescrites, il appartiendra au Conseil, sur la demande motivée d'une Haute Partie contractante partie au différend, de faire coïncider cette exécution, autant qu'il le jugera nécessaire, avec l'arrivée des commissaires sur les lieux.

Les Hautes Parties contractantes s'engagent à accorder à ces commissaires toutes facilités pour l'accomplissement de leur mission.

Ces commissaires ne pourront procéder à une inspection plus étendue qu'il n'est nécessaire pour accomplir la mission définie dans le paragraphe premier. Ils ne pourront procéder non plus à aucune inspection d'une base navale ou aérienne ni à une inspection d'ouvrages ou d'établissements militaires dans un but autre que la constatation du retrait des forces.

Les règles à suivre pour la constitution et pour le fonctionnement des commissions de surveillance feront l'objet d'un règlement d'application qui sera préparé par les organismes compétents de la Société des Nations, de manière à pouvoir entrer en vigueur en même temps que la présente Convention.

#### *Article 5.*

Si une violation des mesures définies aux articles 2 et 3 est constatée par le Conseil et est maintenue en dépit de ses injonctions, le Conseil avisera aux moyens de tous ordres afin d'assurer l'exécution de la présente Convention.

Si la guerre éclate à la suite de cette violation, les Hautes Parties contractantes considéreront ladite violation comme fournissant la présomption que la partie qui s'en est rendue coupable a recouru à la guerre au sens de l'article 16 du Pacte.

#### *Article 6.*

Les Hautes Parties contractantes s'engagent à assurer par les moyens dont elles disposent la publicité que le Conseil croirait devoir faire de ses délibérations, décisions et recommandations, lorsqu'il est saisi dans les hypothèses prévues dans la présente Convention.

#### *Article 7.*

Dans les cas visés aux articles 1, 2, 3, 4, 5 et 6, et sauf mention contraire contenue dans ces articles, les décisions et recommandations du Conseil seront obligatoires aux fins de la présente

measures of a non-military nature relating to the substance of the dispute which the Council, acting in accordance with the powers conferred upon it by the Covenant of the League of Nations, may recommend with a view to preventing the aggravation of the dispute. .

The Council shall fix the period of duration of these conservatory measures. It may extend this period should circumstances render it necessary.

*Article 2.*

If, in circumstances which, in the Council's opinion, do not create a state of war between the Powers at issue which are parties to the present Convention, the forces of one of those Powers enter the territory or territorial waters of the other or a zone demilitarised in virtue of international agreements, or fly over them, the Council may prescribe measures to ensure their evacuation by those forces. The High Contracting Parties undertake to carry out without delay the measures so prescribed, without prejudice to the other powers vested in the Council under Article 11 of the Covenant.

*Article 3.*

If the circumstances referred to in Article 2 have arisen, or if, in the event of a threat of war, special conditions, and in particular the possibilities of contact between the forces of the parties to the dispute, render it necessary, the Council may fix lines which must not be passed by their land, naval or air forces and, where necessary in order to avoid incidents, by their civil aircraft. The High Contracting Parties undertake to comply with the Council's recommendations in this matter.

The lines referred to in the previous paragraph shall, if possible, be fixed by agreement with the parties at issue.

Failing such agreement, the Council shall fix the lines with the consent of the party whose forces are affected, provided always that this does not involve the withdrawal of the forces further back than the exterior lines of the defence organisations existing on the frontier of the High Contracting Parties concerned at the time when the Council of the League of Nations takes its decision, and that the lines do not involve the abandonment of any other work, position or line of communication essential to the security or the supplies of the party concerned.

It shall, in every case, rest with the Council to determine the period within which the said lines shall be fixed under the conditions specified above.

The High Contracting Parties further agree to give strict orders to the commanders of their forces, if the Council so recommends, to take all necessary precautions to avoid incidents.

*Article 4.*

The Council shall, if it thinks fit, or if one of the parties at issue so requests before the Council has reached any of the decisions referred to in Articles 2 and 3, appoint commissioners for the sole purpose of verifying on the spot the execution of the conservatory measures of a military character recommended by the Council under the conditions specified in Articles 2 and 3.

When regulating the execution of the measures it has prescribed, the Council shall, at the reasoned request of a High Contracting Party which is a party to the dispute, cause that execution to coincide with the arrival of the commissioners on the spot, so far as it may think necessary.

The High Contracting Parties undertake to afford these commissioners every facility for the performance of their duties.

The commissioners may not make a more extensive inspection than is necessary to enable them to carry out the duty defined in paragraph I. Nor may they make any inspection of a naval or air base, nor may they inspect military works or establishments for any purpose other than to verify the withdrawal of the forces.

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

*Article 5.*

If any violation of the measures defined in Articles 2 and 3 is noted by the Council and continues in spite of its injunctions, the Council shall consider what means of all kinds are necessary to ensure the execution of the present Convention.

Should war break out as a consequence of this violation, such violation shall be regarded by the High Contracting Parties as *prima facie* evidence that the party guilty thereof has resorted to war within the meaning of Article 16 of the Covenant.

*Article 6.*

The High Contracting Parties undertake to provide, by the means at their disposal, such publicity as the Council may think fit for its proceedings, decisions and recommendations when a dispute is brought before it in the cases contemplated by the present Convention.

*Article 7.*

In the cases referred to in Articles 1, 2, 3, 4, 5 and 6, the Council's decisions and recommendations shall, except as otherwise provided in those articles, be binding for the purposes of the

Convention, si elles ont recueilli l'unanimité des voix, le vote des parties engagées dans le différend ne comptant pas dans le calcul de cette unanimité.

*Article 8.*

Les dispositions de la présente Convention ne s'appliqueront qu'entre les Hautes Parties contractantes.

*Article 9.*

La présente Convention ne pourra être interprétée comme restreignant, de quelque façon que ce soit, la mission et les pouvoirs du Conseil de la Société des Nations, tels qu'ils résultent du Pacte.

Elle ne saurait davantage porter atteinte au droit de libre passage à travers le canal de Suez prévu par la Convention sur la libre navigation du canal maritime de Suez, signée à Constantinople le 29 octobre 1888.

*Article 10.*

La présente Convention pourra être signée jusqu'au 2 février 1932 au nom de tout Membre de la Société des Nations ou de tout Etat non membre auquel le Conseil de la Société des Nations aura, à cet effet, communiqué un exemplaire de ladite Convention.

*Article 11.*

La présente Convention sera ratifiée, et les ratifications seront déposées au Secrétariat de la Société des Nations.

Le Secrétaire général donnera connaissance de chaque dépôt aux Membres de la Société des Nations et aux Etats non membres visés à l'article 10, en indiquant la date à laquelle ce dépôt aura été effectué.

*Article 12.*

A partir du 3 février 1932, tout Membre de la Société des Nations et tout Etat non membre visé à l'article 10, au nom duquel la Convention n'aura pas été signée à cette date, sera admis à y adhérer.

Son adhésion fera l'objet d'un acte déposé au Secrétariat de la Société des Nations. Le Secrétaire général notifiera chaque adhésion à tous les Membres de la Société des Nations et à tous les Etats non membres visés à l'article 10, en indiquant la date à laquelle l'acte d'adhésion aura été déposé.

*Article 13.*

Un procès-verbal sera dressé par le Secrétaire général de la Société des Nations dès que des ratifications ou des adhésions auront été déposées au nom de dix Membres de la Société des Nations ou Etats non membres.

Une copie certifiée conforme de ce procès-verbal sera remise à chacun des Membres de la Société des Nations et à tout Etat non membre visé à l'article 10, par les soins du Secrétaire général de la Société des Nations.

*Article 14.*

La présente Convention sera enregistrée par les soins du Secrétaire général de la Société des Nations quatre-vingt-dix jours après la date du procès-verbal visé à l'article 13. Elle entrera alors en vigueur à l'égard des Membres de la Société des Nations ou des Etats non membres au nom desquels des ratifications ou adhésions auront été déposées à la date de ce procès-verbal.

A l'égard de chacun des Membres ou Etats non membres au nom desquels des ratifications ou des adhésions seront ultérieurement déposées, la Convention entrera en vigueur le quatre-vingt-dixième jour après la date du dépôt de sa ratification ou de son adhésion.

Chacune des Hautes Parties contractantes aura la faculté de faire savoir au Secrétaire général de la Société des Nations, au moment du dépôt de sa ratification ou de la notification de son adhésion et à l'exclusion de toute autre réserve, qu'elle subordonne la mise en vigueur de la Convention, en ce qui la concerne, à la ratification ou à l'adhésion notifiée au nom de certains Etats, expressément désignés par elle.

*Article 15.*

La présente Convention ne pourra pas être dénoncée avant l'expiration de cinq années à dater de son entrée en vigueur, conformément à l'article 14.

Chaque dénonciation sera notifiée par écrit au Secrétaire général de la Société des Nations, qui en donnera connaissance à tous les Membres de la Société des Nations et aux Etats non membres visés à l'article 10. Cette dénonciation ne produira ses effets qu'à l'égard de la Haute Partie contractante qui l'aura notifiée et une année après que la notification aura été reçue par le Secrétaire général.

*Article 16.*

Les textes français et anglais de la présente Convention font également foi.



present Convention, provided that they are concurred in by all the Members voting other than the parties to the dispute.

*Article 8.*

The provisions of the present Convention shall only apply as between the High Contracting Parties.

*Article 9.*

The present Convention may not be interpreted as restricting the task or the powers of the Council of the League of Nations as laid down in the Covenant.

Nor should it affect the right of free passage through the Suez Canal provided for in the Convention on the Free Navigation of the Suez Maritime Canal signed at Constantinople on October 29th, 1888.

*Article 10.*

The present Convention shall remain open until February 2nd, 1932, for signatures on behalf of any Member of the League of Nations or of any non-member State to which the Council of the League of Nations has communicated a copy of the Convention for this purpose.

*Article 11.*

The present Convention is subject to ratification. Ratifications shall be deposited with the Secretariat of the League of Nations.

The Secretary-General shall give notice of the deposit of each ratification to the Members of the League of Nations and to the non-member States mentioned in Article 10, indicating the date of its deposit.

*Article 12.*

As from February 3rd, 1932, any Member of the League of Nations and any non-member State mentioned in Article 10 on whose behalf the Convention has not been signed before that date may accede thereto.

Accession shall be effected by an instrument deposited with the Secretariat of the League of Nations. The Secretary-General of the League of Nations shall give notice of each accession to the Members of the League of Nations and to the non-member States mentioned in Article 10, indicating the date of the deposit of the instrument.

*Article 13.*

A *procès-verbal* shall be drawn up by the Secretary-General of the League of Nations as soon as ratifications or accessions on behalf of ten Members of the League of Nations or non-member States have been deposited.

A certified copy of this *procès-verbal* shall be sent by the Secretary-General of the League of Nations to each Member of the League of Nations and to each non-member State mentioned in Article 10.

*Article 14.*

The present Convention shall be registered by the Secretary-General of the League of Nations ninety days after the date mentioned in Article 13. It will then enter into force as regards all Members of the League of Nations or non-member States on whose behalf ratifications or accessions have been deposited on the date of the *procès-verbal*.

As regards any Member of the League or non-member State on whose behalf a ratification or accession is subsequently deposited, the Convention shall enter into force on the ninetieth day after the date of the deposit of a ratification or accession on its behalf.

Each of the High Contracting Parties shall have the right to inform the Secretary-General of the League of Nations at the moment of the deposit of his ratification or of the notification of his accession, to the exclusion of all other reservations, that he makes the entry into force of the Convention, in so far as he is concerned, conditional on ratification or accession on behalf of certain countries named by him.

*Article 15.*

The present Convention may not be denounced before the expiration of five years from its coming into force in accordance with Article 14.

Denunciation shall be effected by a notification in writing addressed to the Secretary-General of the League of Nations, who shall inform all Members of the League of Nations and the non-member States mentioned in Article 10. Each denunciation shall take effect one year after the receipt by the Secretary-General of the notification, but only as regards the High Contracting Party on whose behalf it has been notified.

*Article 16.*

The French and English texts of the present Convention shall both be authoritative.

EN FOI DE QUOI les plénipotentiaires susmentionnés ont signé la présente Convention.

FAIT à Genève, le vingt-six septembre mil neuf cent trente et un, en un seul exemplaire qui sera déposé dans les archives du Secrétariat de la Société des Nations. Une copie certifiée conforme sera transmise par les soins du Secrétaire général à tous les Membres de la Société des Nations et à tous les Etats non membres auxquels le Conseil de la Société des Nations aura décidé de communiquer un exemplaire de la présente Convention, conformément à son article 10.

IN FAITH WHEREOF the above-mentioned Plenipotentiaries have signed the present Convention.

DONE at Geneva, on the twenty-sixth day of September, one thousand nine hundred and thirty-one, in a single copy, which shall be deposited in the archives of the Secretariat of the League of Nations, and of which certified true copies shall be transmitted by the Secretary-General to all the Members of the League of Nations and to any non-member State to which the Council of the League of Nations has decided to communicate a copy of the present Convention, in accordance with Article 10.

ALBANIE

Lec KURTI

ALBANIA

ALLEMAGNE

Vorbehaltlich der Ratifikation <sup>1</sup>

Dr. Hans Hermann VÖLCKERS

GERMANY

AUTRICHE

E. PFLÜGL

AUSTRIA

---

<sup>1</sup> Traduction :

Sous réserve de ratification.

<sup>1</sup> Translation :

Subject to ratification.

BELGIQUE

Jules LE JEUNE DE MÜNSBACH

BELGIUM

BULGARIE

N. MOUCHANOFF.

BULGARIA

COLOMBIE

A. J. RESTREPO

COLOMBIA

DANEMARK

William BORBERG.

DENMARK

ESPAGNE

A. LERROUX

SPAIN

FRANCE

R. MASSIGLI

FRANCE

En signant la présente Convention, je déclare au nom du Gouvernement de la République que la ratification ne pourra pas intervenir avant qu'il ait été mis à même de s'assurer que le règlement prévu à l'article 4 et qui doit être élaboré pour entrer en vigueur en même temps que la Convention, assure les garanties de contrôle qui lui paraissent indispensables. — R. M. <sup>1</sup>

GRÈCE

*ad referendum*

N. POLITIS

GREECE

LITHUANIE

P. KLIMAS

LITHUANIA

LUXEMBOURG

BECH

LUXEMBURG

NORVÈGE

Birger BRAADLAND.

NORWAY

---

<sup>1</sup> *Translation :*

On signing the present Convention, I declare, on behalf of the Government of the Republic, that ratification cannot take place until it has been possible to ascertain that the settlement provided for in Article 4, and which must be elaborated in order to enter into force at the same time as the Convention, ensures the guarantees of control which are deemed necessary by the French Government. — R. M.

PANAMA

PANAMA

En signant la présente Convention, je déclare, au nom de mon Gouvernement, que ma signature ne porte nullement atteinte aux stipulations des traités de conciliation et d'arbitrage conclus jusqu'à cette date par la République de Panama avec d'autres Puissances. <sup>1</sup>

Narciso GARAY

PAYS-BAS

THE NETHERLANDS

Y compris les Indes Néerlandaises, Surinam et Curaçao. <sup>2</sup>

W. DOUDE VAN TROOSTWIJK

PÉROU

PERU

A. GONZÁLEZ-PRADA

PORTUGAL

PORTUGAL

Vasco DE QUEVEDO

SIAM

SIAM

DAMRAS

SUÈDE

SWEDEN

K. I. WESTMAN

Sous réserve de ratification de S.M. le Roi de Suède avec l'approbation du Riksdag. <sup>3</sup>

SUISSE

SWITZERLAND

MOTTA.

TCHÉCOSLOVAQUIE

CZECHOSLOVAKIA

D<sup>r</sup> Eduard BENEŠ.

URUGUAY

URUGUAY

E. E. BUERO

Copie certifiée conforme.  
*Pour le Secrétaire général :*

Certified true copy.  
*For the Secretary-General :*

*Conseiller juridique du  
Secrétariat.*

*Legal Adviser of  
the Secretariat.*

<sup>1</sup> Translation :

On signing the present Convention, I declare, on behalf of my Government, that my signature does not affect in any way the provisions of the treaties of conciliation and arbitration concluded up to this date by the Republic of Panama with other Powers.

<sup>2</sup> Translation :

Including the Netherlands Indies, Surinam and Curaçao.

<sup>3</sup> Translation :

Subject to ratification by His Majesty the King of Sweden with the approval of the Riksdag.

Geneva, February 13th, 1932.

**LEAGUE OF NATIONS**

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

17

**Proposals of the Polish Delegation with regard to the  
Gradual Attainment of Moral Disarmament**

Referring to its memorandum of September 17th, 1931 (document Conf. D. 16), the Polish Government, being convinced of the absolute necessity of achieving moral disarmament in every field of public life controlled by the organs of government, and anxious to facilitate the work of the Conference for the Reduction and Limitation of Armaments by creating an atmosphere of mutual confidence, has the honour to suggest to the Conference that the following proposals be forthwith brought under consideration:

**I. REFORMS TO BE INTRODUCED IN NATIONAL LEGISLATION.**

Inasmuch as the laws in force in the various countries do not take into account the new necessities arising out of the development of international relations, but confine themselves to protecting purely national interests, the Polish Government proposes that consideration be given to the possibility of adjusting national laws to the present stage of development of international life. The object of such consideration would be to define a class of actions incompatible with satisfactory international relations and dangerous to the peace of the world, such as the inciting of public opinion to warlike sentiments, propaganda aimed at inducing the State to violate international law, and the deliberate spreading of false or distorted reports or forged documents likely to embitter the relations between States.

On the basis of the results of this consideration, it would be possible to conclude a first international convention whereby Governments would agree to make the actions so specified punishable offences under their laws.

This first step might be followed by others as international ties were drawn closer.

**II. PRESS.**

Inasmuch as newspapers and periodicals determine the main currents of public opinion, and thereby exercise a considerable influence on international life, the Polish Government proposes that a conference be held, as soon as possible, of qualified representatives of journalists' and publishers' professional associations, to consider what steps could be taken to put the idea of moral disarmament into effect so far as the Press is concerned. This conference might further discuss the specific proposals formulated in the Polish memorandum of September 17th, 1931.

The results of the proceedings of this conference might afford a basis for concerted action, both by Governments and by professional Press associations.

**III. EDUCATION.**

Inasmuch as the future peace of the world depends upon the spirit in which the young are brought up, and the whole effort to organise an international community would be in vain if the young were not taught to look towards peace as the supreme good, the Polish Government proposes that the recommendations and suggestions already adopted should be progressively put into

effect by international undertakings. In this connection, attention should be drawn to the desirability of a general revision of school text-books, to the introduction, in educational institutions of every grade, of instruction concerning the League, international co-operation and the life of other peoples, and to the importance of Government encouragement for closer relations between students and teachers in different countries.

#### IV. BROADCASTING, THE CINEMATOGRAPH AND THE STAGE.

Inasmuch as international opinion is influenced by every kind of public manifestation of thought, such as broadcasting, the cinema and the stage, the Polish Government proposes that steps be taken to prevent, in these directions, abuses which would be dangerous to a good international understanding.

As regards broadcasting, the Polish Government is of opinion that considerable progress would be made if a general convention could be concluded on the subject. It should be observed that that part of the broadcasting programmes which deals with international relations is generally reserved for Governments and official news agencies. If Governments would undertake to adhere to the principles of moral disarmament in their exercise of this privilege, they would contribute greatly to the achievement of moral disarmament in this field.

Films and plays are generally subject to Government censorship, and the Polish Government therefore proposes that the Governments should undertake to prohibit the exhibition of films and the performance of plays which might embitter international relations, and, on the other hand, to encourage—*e.g.*, by exemption from tax—films and plays conveying propaganda in favour of peace.

#### V.

Needless to say, the realisation of all these ideas in regard to the attitude of Governments to private activities would be entirely valueless if the Governments did not adhere to the fundamental ideas of moral disarmament in their mutual relations. The achievement here contemplated will not be complete unless the international policy of Governments is in harmony with their efforts in the direction of moral disarmament.

#### PROCEDURE.

The Polish Government proposes that the question of moral disarmament be referred to the General Commission, which will doubtless appoint a sub-committee to draft the necessary convention or conventions.

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Geneva, February 12th, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

18

COLLABORATION OF WOMEN IN THE ORGANISATION  
OF PEACE

*Note by the Secretary-General:*

In accordance with a decision taken by the Council of the League of Nations at its meeting on January 26th, 1932, the Secretary-General has the honour to communicate to the delegates at the Conference for the Reduction and Limitation of Armaments a memorandum on the question of the Collaboration of Women in the Organisation of Peace, with particular reference to their possible collaboration during the Conference. The report by the representative of Spain, adopted at the above-mentioned meeting of the Council, is added for easy reference.

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

MEMORANDUM BY THE SECRETARY-GENERAL.<sup>1</sup>

The Twelfth Assembly of the League of Nations adopted on September 24th, 1931, a resolution introduced by the Spanish delegation regarding the co-operation of women in the organisation of peace. The resolution was as follows:

“ The Assembly,

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

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

When this resolution was referred to it, the Council, at its meeting on September 29th, decided, as a first step, to consult the women's organisations, in order to ascertain their views as to the means of giving effect to the resolution. It instructed the Secretary-General to carry out this consultation, adding that it should refer both to the ways in which women could co-operate at the Disarmament Conference and also to their collaboration in the general work of the League. The results of the first consultation were to be communicated to the Council before the Disarmament Conference met— *i.e.*, at its January session, while a complete report would be submitted to the Assembly in September 1932.

In order to facilitate this consultation of women's organisations, the Secretary-General had a circular letter drawn up which referred *inter alia* to the Assembly resolution, and also contained a commentary taken from the report of the Third Committee of the Assembly and the report to the Council inviting the associations to send before January 1st, 1932, any observations they might wish to make on their co-operation with the Disarmament Conference.

This circular letter was sent towards the end of November to twenty-two women's international organisations, to certain national organisations with which the Secretariat is in particularly close touch and to a number of prominent persons in different countries, more especially the women delegates to the League of Nations Assembly.

<sup>1</sup> Council document C. 77. 1932, dated January 22nd 1932.



Up to the present, nine associations or groups have sent communications to the Secretariat. They are:

(a) *The Disarmament Committee of the Women's International Organisations*.<sup>1</sup> This Committee comprises 14 large international organisations, namely:

- (a) The International Council of Women, which has national councils in 41 countries.
- (2) The Women's International League for Peace and Freedom, which has national sections in 26 countries and corresponding members in 21 countries.
- (3) The International Alliance of Women for Suffrage and Equal Citizenship, which has affiliated societies in 44 countries.
- (4) The International Co-operative Women's Guild, which has affiliated national organisations in 12 countries, local organisations in 11 countries and correspondents in 11 other countries.
- (5) The World's Young Women's Christian Association, which has associations in 50 countries with a total of 7,000 branches.
- (6) The League of Jewish Women, which has members in various countries, principally countries of eastern Europe and Switzerland.
- (7) The World Organisation of Jewish Women.
- (8) The International Federation of Business and Professional Women, which has national branches in 15 countries.
- (9) The World's Women's Christian Temperance Union, which comprises 700,000 members in 40 countries.
- (10) The International Federation of University Women, which has national associations in 31 countries.
- (11) The World Union of Women for International Concord, which is represented in 29 countries and has 75,000 members.
- (12) The National American Committee on the Cause and Cure of War, the combined membership of which included one-fifth of the adult women of the United States.
- (13) The European Federation of Soroptimist Clubs.
- (14) The League of Mothers and Women Educationalists in the Cause of Peace.

(b) *The International Union of Catholic Women's Leagues*, which comprises 60 federated leagues in numerous countries.

(c) *The International Trade Union Committee of Women Workers*, which represents more than two million women organised in the trade unions affiliated to the International Federation of Trade Unions.

(d) *The Federation of German Women's Associations*.

(e) *The Federation of German University Women*.

(f) *The French Union for the Suffrage of Women*.

(g) *The National Council of French Women*.

(h) *The Bureau of the Committee of the National Women's Suffrage Union*, which represents a group of French women working "for the organisation of peace by a policy of international rapprochement, while guaranteeing security and national defence".

(i) *The National Council of Danish Women*.

These communications<sup>2</sup> may therefore be regarded as representative of the opinions, views and aspirations of a large number of women from different parts of the world, in so far as it has been possible to get into touch with them in the very short space of time at the Secretary-General's disposal before the opening of the Disarmament Conference. They also give some idea of the working, aims and activities of most of these organisations.

The International Trade Union Committee of Women Workers has informed the Secretariat that it would send its reply through the Secretary-General of the International Federation of Trade Unions. The latter states that, as regards disarmament, the members of women's trade unions have wholly and unreservedly supported the general view of the international labour movement represented on the Joint Disarmament Commission of the Socialist Workers' International and the International Federation of Trade Unions.

Apart from certain demands which do not affect the question of the co-operation of women in the work of the Conference for the Limitation and Reduction of Armaments (appointment of women delegates both to assemblies and to conferences and a wider appeal for the co-operation of women in the executive work of the League of Nations), the principal suggestions hitherto submitted may be summarised as follows:

- (1) That the Council should study the possibility of inviting representatives of women's organisations as experts or observers at meetings of the Conference, both plenary and private;

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<sup>1</sup> This organisation was founded in September 1931 for the purpose of centralising women's work for disarmament.

<sup>2</sup> They are deposited in the archives of the Secretariat and may be consulted by the members of the Council.

- (2) That the women's organisations should, during the Conference, be able to send to the President studies, memoranda, etc., relating to some particular aspect of the disarmament problem;
- (3) That the women's organisations should be able to keep in touch with delegates, so as to be in a position to inform their national organisations as to the views and intentions of the delegations of their respective countries;
- (4) That the President of the Conference should appoint a day to receive at a plenary meeting of the Conference women's deputations desiring to submit to the Conference texts or declarations in favour of disarmament signed by millions of men and women of all countries;
- (5) That the documentary information placed by the Secretariat at the disposal of the Press should also be communicated to these organisations, and that arrangements should be made for their accredited representatives to have access to meetings of the Conference.

The various points raised would seem to be of a nature which can only be decided by the Conference itself, but the Secretariat, for its part, would be prepared to make the necessary arrangements for access to the Conference halls and for the regular distribution of documents.

## II. COLLABORATION OF WOMEN IN THE ORGANISATION OF PEACE.

### REPORT OF THE REPRESENTATIVE OF SPAIN.

The Twelfth Assembly of the League of Nations adopted on September 24th, 1931, a resolution concerning the co-operation of women in the organisation of peace, and requested the Council to examine the possibility of women co-operating more fully in the work of the League. At its meeting of September 29th, 1931, the Council instructed the Secretary-General to submit a report at the January session on the question of the collaboration of women with the Disarmament Conference. The present memorandum, of which my colleagues have certainly already taken note, has been prepared by the Secretary-General.

It is clear that most of the points raised in the memoranda presented by the women's organisations and summarised in the report before us are either questions of national concern or questions which can best be settled by the Conference itself. I would therefore venture to propose that the Secretary-General should be requested to communicate his memorandum in due course to the Conference.

At the same time, the Council will no doubt desire to thank the women's organisations for the memoranda submitted. They will also wish to express their appreciation of the splendid work done by women in favour of peace, as well as to express the hope that the Conference will be able to utilise the services of the women's organisations in the manner suggested, or in some other way.

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[Distributed to the Council, the Members of the League and the States invited to the Conference.]

Official No.: **C. 221. M. 116.** 1932. IX.  
[Conf. D.61.]

Geneva, February 8th, 1932.

LEAGUE OF NATIONS

19

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**51. COMMUNICATION FROM THE GREEK GOVERNMENT**

COMMUNICATION FROM THE PERMANENT DELEGATE OF GREECE TO THE  
LEAGUE OF NATIONS TO THE SECRETARY-GENERAL.

Geneva, August 21st, 1931.

With reference to your Circular Letters No. 23.1931.IX, dated February 17th, and No. 124.1931.IX, dated June 13th last, I have the honour to enclose tables containing the particulars desired with regard to the position of the armaments of Greece.

While they represent the present state of the country's armaments, these figures are not equal to the minimum which the Greek Government regards as compatible with national security.

The prolonged state of war and the enormous losses sustained by Greece have made it impossible for her as yet to attain that minimum.

(Signed) R. RAPHAEL,  
Permanent Delegate.

MODEL TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED  
DURING THE YEAR IN THE LAND ARMED FORCES AND LAND FORMATIONS  
ORGANISED ON A MILITARY BASIS (BUDGETARY YEAR 1930-31).

Table I. — Land Armed Forces stationed in the Home Country.

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Officers	c. Other effectives who have completed at least 18 months of service	d. Soldiers whose period of service has exceeded the legal period of service but is less than 18 months (information to be supplied only for effectives recruited by conscription)	e. (Optional statement) Recruits not trained as defined in the national legislation
Greece . . . . .	61,094	5,042			13,150

*Table III. — Total Land Armed Forces.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Officers	c. Other effectives who have completed at least 18 months of service	d. Soldiers whose period of service has exceeded the legal period of service but is less than 18 months (information to be supplied only for effectives recruited by conscription)	e. (Optional statement) Recruits not trained as defined in the national legislation
Greece .....	61,094	5,042			13,150

*Table IV. — Formations organised on a Military Basis stationed in the Home Country.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	b. Officers	c. Other effectives who have completed at least 18 months of service	d. Soldiers whose period of service has exceeded the legal period of service but is less than 18 months (information to be supplied only for effectives recruited by conscription)	e. (Optional statement) Recruits not trained as defined in the national legislation
Greece .....	12,565	709			

NOTES TO TABLE IV.

The figures in this table concern the gendarmerie only, as the other services (police, Customs officers and foresters) are formations whose staff of officers, effectives, training and armament do not render them capable of being used for military purposes. The gendarmerie also, notwithstanding its military formation, is not an organisation capable of being used for military purposes, in view of its special constitution. It is not composed of conscripts, but entirely of volunteers, and performs its duties under the direction of the Ministry of the Interior.

AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR 1930  
IN THE AIR ARMED FORCES.

*Table X. — Total Air Armed Forces.*

High Contracting Parties	a. Total effectives, including the effectives specified separately in this table	c. Effectives who have completed at least 2 months of service (officers, non-commissioned officers and men)	d. (Optional statement) Recruits not trained as defined in the national legislation
Greece .....	2,379 <sup>1</sup>	—	—

<sup>1</sup> Of whom 23 are reservists.

TABLES ANNEXED TO ARTICLE 36 OF THE DRAFT CONVENTION.

*Table I. — Aeroplanes of the Land, Sea and Air Armed Forces.*

High Contracting Parties	a. Total aeroplanes of the armed forces		b. (Optional) Aeroplanes stationed in the home country		c. (Optional) Aeroplanes stationed overseas		d. (Optional) Aeroplanes in aircraft-carriers	
	Number	Total horse-power	Number	Total horse-power	Number	Total horse-power	Number	Total horse-power
Greece . . . . .	119	54,000 <sup>1</sup>	—	—	—	—	—	—

EFFECTIVES OF THE NAVAL FORCES.

CHAPTER A (ARTICLE 2 OF THE DRAFT CONVENTION).

Table VI				Table VII		
	Officers	Petty Officers	Men	Officers	Petty Officers	Men
Greece .	636	1,009	6,245	121 <sup>2</sup>	793 <sup>3</sup>	614 <sup>4</sup>

NAVAL MATERIAL.

TABLE I (ARTICLE II OF THE DRAFT CONVENTION).

Greece.	Global standard displacement : 53,000 metric tons.
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TABLE II (ARTICLE II).

	Standard displacement (metric tons)
Capital ships <sup>5</sup> . . . . .	25,084
Cruisers, 1st class . . . . .	9,450
Cruisers, 2nd class . . . . .	2,116
Destroyers . . . . .	9,432
Submarines . . . . .	3,952

*Exempt Vessels (Annex I).*

Destroyers . . . . .	1,170
Torpedo-boats . . . . .	1,785
Coastal torpedo-boats (Thornycroft)	24

LIST OF UNITS, WITH TONNAGE OF EACH.

	Name	Standard displacement (metric tons)
<i>Capital Ships:</i>		
	Kilkis . . . . .	12,542
	Limnos . . . . .	12,542
<i>Cruisers:</i>		
1st class:	Averoff . . . . .	9,450
2nd class:	Elly . . . . .	2,116

<sup>1</sup> Engine-power is calculated in horse-power of 75 kilogramme-metres per second, according to the rules laid down by the International Commission for Air Navigation.

<sup>2</sup> Viz. : 78 officers of the harbour service, 13 of the lighthouse service, 30 of the technical services.

<sup>3</sup> Viz. : 359 petty officers of the lighthouse service, 108 of the harbour service, 326 of the technical services.

<sup>4</sup> Viz. : 96 of the lighthouse service, 336 of the harbour service, 182 of the technical services.

<sup>5</sup> This class does not include the battleship *Salamis* (18,905 tons standard displacement), which was under construction but has been left uncompleted.

	Name	Standard displacement (metric tons)
<i>Destroyers:</i>		
	P. Coundouriotis . . . . .	1,329
	Ydra . . . . .	1,329
	Spetse . . . . .	1,329
	Psara . . . . .	1,329
	Leon . . . . .	1,029
	Panther . . . . .	1,029
	Aetos . . . . .	1,029
	Ierax . . . . .	1,029

<i>Submarines:</i>		
	Catsonis . . . . .	576
	Papanicolis . . . . .	576
	Proteus . . . . .	700
	Nireus . . . . .	700
	Triton . . . . .	700
	Glafkos . . . . .	700

*Exempt Vessels (Annex I).*

*Combatant vessels of under 610 metric tons displacement:*

<i>Destroyers:</i>		
	Thyella, Sfendoni . . . . .	310
	Niki, Aspis . . . . .	275

<i>Torpedo-boats:</i>		
	Pergamos, Proussa . . . . .	241
	Kios, Kidoniae, Kyzikos . . . . .	241
	Doris, Erethoussa, Aigli, Alcyoni . . . . .	145

<i>Coastal torpedo-boats (Thornycroft):</i>		
	T1, T2 . . . . .	12

*Auxiliary vessels:*

<i>Repair-ship:</i>	Ifestos
<i>Oiler:</i>	Promitheus
<i>Training-ship:</i>	Aris
<i>Lighthouse service:</i>	Plias
<i>Survey service:</i>	Nautilus
<i>Squadron tanker:</i>	Avra
<i>Transports:</i>	Corgialenios Paralos Tenedos

COMMUNICATION FROM THE PERMANENT DELEGATE OF GREECE TO THE  
LEAGUE OF NATIONS TO THE SECRETARY-GENERAL.

Geneva, January 31st, 1932.

I have the honour to enclose, in the form recommended by the Committee of Experts on Budgetary Questions (doc. C.182.M.69.1931.IX, pp. 36 *et seq.*), a statement of the budgetary expenditure on the land and air forces of Greece, accompanied, in the case of the land armed forces, by a reconciliation table drawn up in accordance with the recommendations given in Chapter 14 of that Committee's report.

I am instructed by my Government to repeat, in regard to expenditure, the declaration contained in my previous letter concerning the minimum of armaments compatible with the national security of Greece.

Budgetary information relating to the sea armed forces will be transmitted shortly.

*(Signed)* R. RAPHAEL,  
Permanent Delegate.

**Table B.**

Subhead	CATEGORY OF EXPENDITURE	LAND FORCES				TOTAL
		Armed forces stationed in the home country (optional)	Armed forces stationed overseas (optional)	Formations organised on a military basis stationed in the home country (optional)	Formations organised on a military basis stationed overseas (optional)	
		1	2	3	4	
	<i>Head I. — Effectives.</i>	Drachmae	Drachmae	Drachmae	Drachmae	Drachmae
	Personnel normally forming part of formations and services :					
A	Pay and allowances of all kinds : Officers . . . . .	317,164,000				317,164,000
B	<i>Ditto</i> : N.C.O.s and men . . . . .	15,935,000				15,935,000
C	<i>Ditto</i> : Civilian personnel . . . . .	36,456,000				36,456,000
	Personnel not normally forming part of formations and services :					
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .	—				—
E	Maintenance of personnel referred to in subheads A to D . . . . .	396,972,000				396,972,000
	<i>Head II. — Transport.</i>					
F	Horses and other animals, forage, harness and shoeing . . . . .	45,556,000				45,556,000
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	24,122,000				24,122,000
	<i>Head III. — Buildings.</i>					
H	Construction of new fortifications and defence works . . . . .	—				—
K	Barracks, other buildings, upkeep, furniture . . . . .	163,564,000				163,564,000
	<i>Total : Heads I to III . . . . .</i>	1,000,769,000				1,000,769,000
	<i>Head IV. — War Material.</i>					
M	Arms, ammunition and fighting material . . . . .	216,382,000				216,382,000
M(a)	Engineer and other warlike stores . . . . .	57,258,000				57,258,000
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads M and M (a)) . . . . .	—				—
	<i>Total : Head IV . . . . .</i>	273,640,000				273,640,000
	<b>GRAND TOTAL . . . . .</b>	<b>1,274,409,000</b>				<b>1,274,409,000</b>

**Annexed Tables.**

<i>Table A. — Expenditure on Pay of Reserves for the Year 1930-31.</i>		Drachmae
1.	Remuneration outside periods of training of personnel not employed	none
2.	Remuneration during training of reservists called up . . . . .	none

*Table B. — Expenditure on Shipbuilding for the Year 1930-31.* . . . . . This table does not concern the Ministry of War

*Table C. — Statement of the amount outstanding, at the end of the Financial Year 1930-31, of block credits voted in respect of expenditure for more than one Year.* . . . . . none

*Table D. — Statement of the Amount outstanding on the 31st March, 1931, in respect of Purchases on Credit or Deferred Payments relating to Goods delivered or Services rendered in Cases where the Due Dates of Payment are later than those Customary in Contracts of the Same Kind which do not provide any Special Credit Facilities* . . . . . none

*Table E. — Statement for the Financial Year 1930-31 of Loans made to, or Participations acquired in, Enterprises having among their Objects the Furnishing of Goods or Services for Armament Purposes where these have been excluded from the Return on the Ground that they are not regarded as Armament Expenditure* . . . . . none

<i>Table F. — Expenditure in respect of Pensions for the Year 1930-31:</i>		
I.	Military personnel:	
	(a) Service pensions . . . . .	222,500,000
	(b) Invalidity pensions . . . . .	42,900,000
	(c) Mixed pensions . . . . .	—
II.	Civil personnel: Pensions . . . . .	—
III.	War pensions, if a distinction is made in the national budget between ordinary pensions and war pensions (if not, these pensions must appear under headings I and II) . . . . .	229,430,000
IV.	Pensions or other compensation granted, apart from the regulations regarding normal pensions, for premature retirement, discharge or loss of office resulting from a reduction of the forces . . . . .	—

*N.B.* — Of the sums shown in the above table, the amount inserted under Head I (b) (42,900,000) is charged solely to the Budget of the Ministry of War; the amount under Head I (a) (222,500,000) to the Budget of the Ministry of Finance; and the amount under Head III (229,430,000) to the Budget of the Ministry of Public Assistance.

<i>Table G. — Principal modifications made since the Last Return in:</i>	
1.	Provisions relating to the grant of pensions and of any contributions made by the personnel towards the cost of these pensions . . . . .
2.	Provisions relating to the taxation of the pay or pensions of the personnel . . . . .
3.	Provisions relating to social insurance or analogous benefits of the personnel, and to the contributions made by the personnel for this purpose . . . . .
	} No previous return supplied

**EXPLANATION OF THE PRINCIPLES FOLLOWED IN FILLING UP THE MODEL STATEMENT.**

The model statement has been filled up in accordance with the indications given in the report of the Committee of Budgetary Experts and the returns for the financial year 1930-31.

As recommended in Chapter 14 of the report of the Committee of Experts on Budgetary Questions, and with a view to indicating as accurately as possible how the figures for the various items and heads of the budgetary accounts for the year have been distributed among the subheads of the Model Statement, tables have been annexed to this latter showing the items and heads of the army accounts and the subheads of the Model Statement to which they correspond.

The column showing the expenditure on formations organised on a military basis has not been filled in as Greece possesses no formations of this kind other than the gendarmerie, which is not covered by the definition given in Article 4 of the draft Convention. Moreover, the expenses of this formation are charged to the Budget of the Ministry of the Interior.



DISTRIBUTION OF THE ITEMS AND HEADS OF THE BUDGETARY ACCOUNTS  
OF THE ARMY AMONG THE HEADS AND SUBHEADS OF THE MODEL STATEMENT  
(FINANCIAL YEAR 1930-31).

Subhead of the Model Statement	Items and Heads		Category of Expenditure	Amount in drachmae
	Item	Head		
A	1	1	Pay: Officers . . . . .	289,877,000
	4	1	Travelling expenses . . . . .	13,166,000
	4	3	Travelling expenses of officers for training . . . . .	977,000
	4	4	Expenses and allowances to officers abroad . . . . .	5,214,000
	9	1	Instructional material for the Survey Service . . . . .	2,776,000
	9	2	Allowances to personnel of the Survey Service . . . . .	1,450,000
	15	1	Supplies of material to the Military Schools . . . . .	941,000
	15	2	Cost of training officers abroad . . . . .	1,937,000
	15	3	Training expenses at the Army Medical School . . . . .	795,000
	15	4	Prizes . . . . .	31,000
				<u>317,164,000</u>
B	1	3	Pay and allowances: N.C.O.s and men . . . . .	15,935,000
C	1	4	Pay and salaries: technical personnel . . . . .	10,035,000
	1	5	Pay and salaries: administrative personnel . . . . .	19,511,000
	1	6	Daily pay: technical personnel . . . . .	6,910,000
			<u>36,456,000</u>	
E	2	1	Provisions, bread, and supplies of wheat and flour . . . . .	204,963,000
	6	1	Clothing . . . . .	126,158,000
	6	2	Equipment . . . . .	2,357,000
	6	3	Camp stores . . . . .	3,189,000
	6	5	Miscellaneous tools . . . . .	261,000
	6	6	Miscellaneous intendance stores . . . . .	121,000
	6	7	Washing, cleaning and scavenging . . . . .	7,478,000
	11	1	Medical stores . . . . .	9,658,000
	11	2	Organisation of medical centres . . . . .	2,446,000
	11	3	Pharmaceutical stores . . . . .	6,381,000
	11	4	Cost of hospital accommodation for officers and men . . . . .	28,025,000
	16	1	Military justice: travelling expenses of witnesses . . . . .	43,000
	17	1	Cost of correspondence . . . . .	4,087,000
	17	2	Printing expenses for the army . . . . .	380,000
	17	3	Cost of foreign telegrams . . . . .	16,000
	17	4	Newspaper subscriptions . . . . .	337,000
18	1-10	Miscellaneous expenses . . . . .	1,072,000	
			<u>396,972,000</u>	
F	3	1	Forage . . . . .	45,840,000
	14	1	Veterinary stores and shoeing . . . . .	520,000
	14	2	Pay and allowances: farrier personnel . . . . .	196,000
			<u>46,556,000</u>	
G	7	1,2	Purchase of motor-cars, lorries, motor cycles, bicycles and sundry material . . . . .	8,417,000
	8	3	Upkeep and purchase of telegraphic and telephonic material . . . . .	1,340,000
	12	3	Upkeep of motor vehicles for the artillery . . . . .	130,000
	4	2	Cost of transport of men, animals and material . . . . .	14,235,000
			<u>24,122,000</u>	
		<i>Carried forward</i> . . . . .	837,205,000	

DISTRIBUTION OF THE ITEMS AND HEADS OF THE BUDGETARY ACCOUNTS  
OF THE ARMY AMONG THE HEADS AND SUBHEADS OF THE MODEL STATEMENT  
(FINANCIAL YEAR 1930-31) (continued).

Subhead of the Model Statement	Items and Heads		Category of Expenditure	Amount in drachmae
	Item	Head		
			<i>Brought forward</i> . . . . .	837,205,000
K	8	1	Upkeep of military buildings, repairs . . . . .	8,520,000
	8	2	Rent of buildings and depots . . . . .	8,100,000
	5	1-4	Lighting and heating . . . . .	7,605,000
	8	5	Pay and allowances to civil engineers — plans for proposed works . . . . .	189,000
	6	4	Office furniture . . . . .	650,000
			Erection of barracks and other buildings. . . . .	138,500,000
				<hr/> 163,564,000
M	12	1,2	Purchase of training and miscellaneous artillery material . . . . .	6,882,000
			Miscellaneous artillery stores . . . . .	209,500,000
				<hr/> 216,382,000
M(a)	8	4	Tools and miscellaneous material for engineers . . . . .	1,408,000
			Purchase of engineer stores . . . . .	55,850,000
				<hr/> 57,258,000
			TOTAL . . . . .	<hr/> 1,274,409,000

**Table D.**

Subhead	CATEGORY OF EXPENDITURE	AIR FORCES
	<i>Head I. — Effectives.</i>	
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds: Officers . . . . .	25,079,641
B	<i>Ditto</i> : N.C.O.s and men . . . . .	16,623,000
C	<i>Ditto</i> : Civilian personnel . . . . .	2,269,000
	Personnel not normally forming part of formations and services :	
D	Persons undergoing preparatory military training, reservists and reserve organisations . . . . .	210,000
E	Maintenance of personnel referred to in Subheads A to D . . . . .	13,748,000
	<i>Head II. — Transport.</i>	
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	22,876,000
	<i>Head III. — Buildings.</i>	
K	Barracks, other buildings, upkeep, furniture . . . . .	34,217,000
	<i>Total: Heads I to III</i> . . . . .	<hr/> 115,022,641
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material . . . . .	63,990,819
		<i>Note: This sum refers almost entirely to purchases of aero- planes and engines and accessories and spare parts therefor.</i>
M(a)	Total sums paid to the Phaleron works for the manufacture and repair of flying material . . . . .	16,000,000

COMMUNICATION FROM THE PERMANENT DELEGATE OF GREECE TO THE LEAGUE OF NATIONS TO THE SECRETARY-GENERAL.

Geneva, February 26th, 1932.

With reference to the last paragraph of my letter No. 231/IX/2 of January 31st last, I have the honour to forward to you herewith a statement of the budgetary expenditure allocated to the naval forces of Greece.

This statement refers to the budgetary year 1930-31, for which no final balance sheet has yet been prepared.

It is therefore possible that the sums actually expended may be found to be slightly in excess of the figures appearing in the statement.

(Signed) R. RAPHAËL,  
Permanent Delegate.

Table C.

Sub-head	CATEGORY OF EXPENDITURE	NAVAL FORCES		
		Armed forces (optional)	Formations organised on a military basis (optional)	TOTAL
		(1)	(2)	(3)
	<i>Head I. — Effectives.</i>	Drachmae	Drachmae	Drachmae
	Personnel normally forming part of formations and services :			
A	Pay and allowances of all kinds : Officers <sup>1</sup> . . . . .	57,962,562	33,791,000 <sup>2</sup>	91,753,562
B	<i>Ditto</i> : N.C.O.s and men . . . . .	100,333,000		100,333,000
C	<i>Ditto</i> : Civilian personnel . . . . .	12,022,131		12,022,131
	Personnel normally forming part of formations and services :			
D	Persons undergoing <sup>3</sup> preparatory military training, reservists and reserve organisations . . . . .			
E	Maintenance of personnel referred to in sub-heads A to D . . . . .	72,253,876	2,037,662	74,291,538
	<i>Head II. — Transport.</i>			
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	30,429,000		30,429,000
	<i>Head III. — Buildings.</i>			
H	Construction of new fortifications and defence works . . . . .			
K	Barracks, other buildings, upkeep, furniture . . . . .	23,147,307	1,248,629	24,395,936
	<i>Head IV. — War Material.</i> <sup>4</sup>			
L	Ships : new construction and maintenance . . . . .	212,225,825		212,225,825
M	Arms, ammunition and fighting material . . . . .	9,469,000		9,469,000
N	Manufacture of war material in non-autonomous State establishments (expenditure not divisible between subheads L and M) . . . . .			
	<b>GRAND TOTAL . . . . .</b>	<b>517,842,701</b>	<b>37,077,291</b>	<b>554,919,992</b>

<sup>1</sup> Pensions : 35,000,000.

<sup>2</sup> Including non-commissioned officers and men.

<sup>3</sup> Included under B.

<sup>4</sup> Not including the 30,000,000 drachmae, paid out of the fund for the national fleet, for the building of new vessels.

Geneva, February 18th, 1932.

**LEAGUE OF NATIONS**

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

20

**Proposals of the German Delegation**

When the German Government rejected the draft Convention at the last session of the Preparatory Disarmament Commission, they made it clear that, at the Conference itself, they would do their utmost, in co-operation with the other countries, to help finding the right way to disarmament. It is in this spirit that the German delegation submit the following proposals to the Conference.

In drafting these proposals the German delegation started from the fact that Germany and three other countries have already carried through disarmament for some years past under a regulation which was set up by the same Powers that drafted Article 8 of the Covenant and declared at the same time that the disarmament of the above-mentioned four countries was to be the first step towards general disarmament as provided for in the Covenant. Germany therefore considers her own disarmament as indicative of the course which the disarmament of all Members of the League will have to follow, having regard to the fundamental equality of rights of all Members of the League which excludes all discrimination in regard to any of them. The principles governing the general reduction and limitation of armaments, which the Conference is called upon to lay down, must be equally applicable to all Members of the League and to all countries associating themselves with the League's action for disarmament.

The defects and omissions of the draft Convention, which have made it unacceptable to the German Government, can be seen from the reservations incorporated in the report of the Preparatory Commission. A few examples will be sufficient.

One of the chief defects of the draft Convention is the insufficient limitation of land material. A mere reduction of expenditure, as provided for in the draft, does neither affect the existing material in service or on stock, nor does it provide a reliable basis for the future limitation of fresh material. The draft Convention enables the countries generally to keep, and even to increase, their heavy offensive armaments. The air armament as such, in particular, is allowed to subsist in the draft. By exempting from reduction and limitation the main part of reserve aircraft and reserve airplane engines the draft even creates the possibility of a competition between the signatory States in the development of these instruments of aggression. As to personnel, the draft Convention allows the various systems of recruitment to be maintained, but in the case of conscript armies it does not include in its provisions the trained reserves on which the strength of such armies rests. Finally, by departing in almost every decisive point from the rules of disarmament imposed upon Germany at the end of the war, while expressly maintaining these same rules for Germany in its general provisions, the draft Convention makes it impossible to reach an acceptable solution of the problem of disarmament.

The following proposals, which are not exhaustive but reproduce the opinion of the German Government in its general outline, are intended to carry through an effective reduction and limitation of armaments extending to all important factors of armaments. They include, in particular, measures of fundamental importance in regard to the prevention of an aggression. The proposals are based upon the principle that there can be only one system of disarmament in future which must be equally applicable to all countries; such a system would produce an equitable and effective solution of the problem of disarmament if armament figures to be incorporated in it for all countries were fixed at the lowest possible level. These proposals are furthermore taking into account the necessity to safeguard the national safety of nations as provided for in Article 8 of the Covenant.

In submitting these proposals to the Conference, the German delegation wish to make it clear that the German Government cannot accept a Convention unless its provisions are equally applicable to Germany and to other signatory countries.

## I. LAND FORCES.

### A. *Personnel.*

1. The personnel of the land forces shall generally be recruited only by means of voluntary enlistment.

2. Should this solution prove to be unacceptable to the Conference, and should, in consequence, the choice of their military system be left to the decision of the countries themselves, it will be necessary, in the case of conscript armies, to make adequate allowance for trained reserves, which are known to constitute the main part of armies in case of war and to include these trained reserves in the general reduction.

3. Due regard must be had in any case to the special circumstances of States having a militia system.

4. The number of officers should be fixed at the lowest possible figure for all countries alike in terms of a percentage of the total effective strength of the armies, and that figure must not be exceeded.

5. Police forces, gendarmerie and similar organisations must be limited and subjected to provisions excluding their utilisation for military purposes.

### B. *Material.*

6. It shall be generally and absolutely forbidden to maintain and utilise the following categories of arms:

- (a) Outside fortresses and field works: guns of more than 77-mm. and howitzers of more than 105-mm.;
- (b) In fortresses and field works: guns of more than 150-mm. and howitzers of more than 210-mm.;
- (c) Mortars and trench-mortars of every kind of a calibre of more than 150-mm.;
- (d) Tanks of every kind.

7. The armaments allowed under the above regulation shall be fixed for each State both as regards categories and quantities, together with a uniform allowance for replacements. Countries which do not possess armament factories and work-shops of their own can furthermore be authorised to retain certain reserve stocks. Armaments existing beyond the authorised limit must be destroyed.

### C. *Fortifications.*

8. The construction and maintenance of fortresses, field works and works which, owing to their proximity to the frontier constitute a direct menace to the neighbouring country and might possibly obstruct measures taken for the prevention of war, shall be prohibited. (As regards coast-defence works, see II.C.)

## II. NAVAL FORCES.

### A. *Material.*

9. The maximum tonnage of the various types of vessels shall be reduced simultaneously with a proportional reduction of the total tonnage. No vessel of war shall, in future, exceed 10,000 tons or carry guns of a calibre of more than 280-mm.

10. The maintenance of both naval and land air forces being prohibited under Chapter III, the maintenance of aircraft carriers is likewise generally forbidden.

11. Submarines shall be abolished and forbidden.

12. The following "definitions" shall apply to all vessels except special ships or vessels exempt from limitation:

- (a) *Capital ships*: vessels of war whose displacement exceeds 6,000 tons standard displacement or which carry a gun with a calibre exceeding 150-mm.;

(b) *Cruisers*: vessels of war exceeding 800 tons of standard displacement or the calibre of whose guns exceeds 105-mm.;

(c) *Destroyers*: vessels of war whose standard displacement does not exceed 800 tons and the calibre of whose guns does not exceed 105-mm.

13. *The non-floating material* shall be fixed for each country both as regards categories and quantities.

#### B. *Personnel.*

14. The naval personnel shall only be recruited by way of voluntary enlistment. The system of limitation, however, should be adapted to the system to be applied to the personnel of land forces.

15. As regards officers and warrant officers, a percentage of the total strength shall be fixed as maximum limit.

#### C. *Fortifications.*

16. Coast-defence fortifications may, in principle, be maintained in their present extent. Fortifications, however, which control natural waterways between two open seas shall be forbidden, in order to secure to all nations free and unhampered passage through these waterways.

### III. AIR FORCES.

17. The maintenance of air forces of any kind is forbidden. The total air force material which has so far been either in service or in reserve or on stock shall be destroyed, except those armaments which are to be incorporated in the quantities allowed for land and naval forces.

18. The dropping of bombs or any other objects or materials serving military purposes from aircraft, as well as all preparations to this effect shall be forbidden without any exception.

19. With a view to strictly enforcing the prohibition of any military aviation, the following shall, *inter alia*, be forbidden.

(a) Any instruction and training of any person in aviation having a military character or a military purpose.

(b) Any instruction or training of members of the army or navy in civil aviation.

(c) The construction, maintenance, importation or putting into commission of aircraft which is in any way armoured or protected or supplied with devices for the reception of warlike armaments of any kind, such as guns, machine-guns, torpedoes, bombs, or which are supplied with gunsights or devices for the dropping of bombs and with similar warlike instruments.

(d) The maintenance of any relations between the military or naval administration and civil aviation for any military purpose.

### IV. GENERAL CLAUSES.

#### A. *Chemical Arms.*

20. The prohibition of the military utilisation of asphyxiating, poisonous or similar gases and all similar liquids, matters or processes as well as of all other means of bacteriological warfare shall be extended to the preparation of the utilisation of these weapons.

#### B. *Traffic in Arms and Manufacture of Arms.*

21. The export and import of war armaments and their ammunition as well as of war material shall be strictly prohibited. Countries, however, which are not in a position to manufacture the quantities of arms, war materials and munitions allotted to them shall be given the possibility of importing the necessary quantities from abroad.

22. The manufacture of war armaments and munitions as well as of war material shall only be carried out in a limited number of private or State factories or workshops which shall be made public. The Governments undertake to ensure by appropriate measures that the production does not exceed the quantities allowed for their own use and for export to countries without an armament industry.

#### C. *Expenditure.*

23. In conformity with the obligations of the Members of the League embodied in Article 8 of the Covenant, to exchange full and frank information as to the scale of their armaments, this exchange must also extend to expenditure for armaments.

*Observation.* — The German delegation are of opinion that the numerous deviations from the solid basis of the gold standard which have recently occurred are going to bring about such a decisive and unforeseen change in purchasing power that, for the time being, the method of financial limitation cannot be used as an effective measure of disarmament. Under the present economic and monetary circumstances, the application of this method would give rise to continual derogations which would seriously interfere with the steady advance of the process of

contractual disarmament. Moreover, the establishment of a common plan for the financial limitation would be connected with extraordinary difficulties owing to the great differences which are at present existing in the various countries as to the stocks of material in hand. On the other hand, regard must be had to the fact that any really effective direct disarmament would be automatically accompanied by the indispensable decrease of the heavy financial burdens under which the nations are suffering owing to the exaggerated level of armaments.

*D. Control.*

24. The carrying through and the observation of the disarmament clauses shall be secured by a procedure of control equally applicable to all countries.

*V. Transitory Provisions.*

25. In so far as the realisation of the present proposals necessitates measures of a technical nature or measures of organisation, the Conference shall have to lay down provisions regarding the procedure and the periods which the various States shall have to observe in adjusting their present armaments to the level fixed by the Convention.

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Genève, le 19 février 1932.

**SOCIÉTÉ DES NATIONS**

**CONFÉRENCE POUR LA RÉDUCTION ET LA LIMITATION  
DES ARMEMENTS**

21

**Proposition de la Délégation italienne  
relative à l'interdiction des moyens de guerre  
ayant un caractère spécifiquement agressif**

Etant convaincue que la réduction et la limitation des armements envisagées par l'article 8 du Pacte pourront être grandement facilitées par l'application simultanée de la limitation quantitative et de la limitation qualitative:

*La Délégation italienne a l'honneur de proposer que la Conférence examine préalablement la question de l'interdiction de tous les moyens de guerre ayant un caractère particulièrement agressif*

A cet effet, la Délégation italienne rappelle qu'elle s'est déjà déclarée prête à accepter un plan organique de limitation qualitative comprenant:

*Dans le domaine naval:*

1. Abolition simultanée des bâtiments de ligne et des sous-marins;
2. Abolition des navires porte-avions.

*Dans le domaine terrestre:*

1. Abolition des artilleries lourdes de toute espèce;
2. Abolition des chars d'assaut de toute espèce.

*Dans le domaine aérien:*

Abolition de l'aviation de bombardement.

*Dans tous les domaines:*

1. Abolition des moyens agressifs de guerre chimiques et bactériologiques de toute espèce;
2. Revision des lois de guerre en vue d'assurer une protection plus complète et plus efficace des populations civiles.



Geneva, February 19th, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

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**Proposal by the Italian Delegation  
relating to the Prohibition of War Material of a  
Specifically Aggressive Character**

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Being convinced that the reduction and limitation of armaments contemplated by Article 8 of the Covenant can be greatly facilitated by the simultaneous application of a quantitative and qualitative limitation:

*The Italian delegation has the honour to propose that the Conference examine first of all the question of prohibiting all war material of a specifically aggressive character.*

In this connection the Italian delegation would remind the Conference that it has already announced its willingness to accept an organised scheme of qualitative limitation covering:

*In the Sphere of Naval Armaments:*

1. Simultaneous abolition of capital ships and submarines;
2. Abolition of aircraft-carriers.

*In the Sphere of Land Armaments:*

1. Abolition of heavy artillery of every kind;
2. Abolition of tanks of every kind.

*In the Sphere of Air Armaments:*

Abolition of bombing aircraft.

*In Every Sphere:*

1. Abolition of aggressive chemical and bacteriological weapons of every kind;
  2. Revision of the laws of war with a view to the more complete and effective protection of the civil population.
-

9 FEB 1932

Geneva, February 19th, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

22

Proposals of the Soviet Delegation.

*Note by the Secretary-General:*

At the request of the President of the Conference for the Reduction and Limitation of Armaments, the Secretary-General has the honour to transmit to the delegates to the Conference the following documents:

Letter from M. Litvinoff, President of the Delegation of the Union of Soviet Socialist Republics, with annexes:

- (a) Draft Resolution for General, Total and Immediate Disarmament;
- (b) Amendments to Draft Convention for the Proportional and Progressive Reduction of Armaments;
- (c) Schemes;
- (d) Explanatory Note.

COMMUNICATION FROM M. LITVINOFF, PRESIDENT OF THE SOVIET DELEGATION,  
TO THE PRESIDENT OF THE CONFERENCE.

Geneva, February 18th, 1932.

I have the honour to send you herewith the proposals of the Soviet delegation to the Conference for Disarmament.

In accordance with my statement of February 11th, I have the honour to ask you to put the enclosed draft resolution before the Conference. This resolution, if accepted by the Conference, would enable it to make the draft convention for total and general disarmament advanced by the Soviet delegation at the Preparatory Commission on February 15th, 1928, and at the time sent to all Governments, the basis of its further work.

Should the Conference reject this resolution, I would ask you, in accordance with my statement of February 11th last, to place before the Conference the draft convention for the proportional and progressive reduction of armaments presented to the Preparatory Commission by the Soviet delegation on March 23rd, 1928.

I venture to bring to your notice that, in a resolution of April 19th, 1929, the Preparatory Commission, after consideration of this draft convention, decided to transmit it for the discussion of the Conference now sitting. Taking into consideration the memorandum of the Soviet delegation of December 9th, 1930, and the note to the report of the Preparatory Commission of the same date, I regard the draft convention for the proportional and progressive reduction of armaments as being thus already before the Conference.

Realising, however, that the aforesaid draft convention for the reduction of armaments was submitted to the Preparatory Commission four years ago, since when great progress has been made in military technique, and being, moreover, desirous of taking into account certain opinions expressed during the discussion of this draft convention in the Preparatory Commission, the Soviet Delegation thinks fit to make certain amendments to its own draft convention, and I have the honour to enclose these amendments herewith.

(Signed) M. LITVINOFF.

(a) DRAFT RESOLUTION.

Animated by the firm desire for an effective and solidly organised peace;  
Actuated by the determination to create genuine security for all States and all peoples by preventing the possibility of future wars;  
Convinced that the very existence of armaments and the tendency they show constantly to increase inevitably lead to armed international conflicts which tear the workers from their peaceful occupations and bring innumerable calamities in their train;  
Considering that military expenditure, which imposes an intolerable burden upon the masses of the people, fosters and enhances the economic crisis with all its consequences;  
Noting that the States which it represents have renounced war as an instrument of national policy;  
Believing that the only effective means of contributing to the organisation of peace and the establishment of security against war is the general, complete and rapid abolition of all armed forces, setting out from the principle of equality for all;  
Convinced that the idea of general and complete disarmament answers to the sincere aspirations of the masses towards peace:  
The Conference decides to base its work on the principle of general and complete disarmament.

(b) AMENDMENTS TO THE SOVIET DRAFT CONVENTION ON THE REDUCTION OF ARMAMENTS  
(Conf.<sup>f</sup>D. 87).

*Article 1* of the draft to be modified as follows:

"In accordance with the preamble to the present Convention, the Contracting States, when effecting the progressive and proportional reduction of the effectives or their armed land forces, agree to divide all the Contracting States into the following groups:

"States maintaining in peace time armed land forces:

- "A. Of over 200,000 men;
- "B. Of 30,000 to 200,000 men;
- "C. Of 30,000 men or less.

"Remarks. — 1. States disarmed as a result of the world war are not included in any of the groups provided for in the present article.

"2. States having contracted alliances or agreements of mutual military assistance in case of armed conflicts shall be classified in the groups provided for in the present article, for the purpose of the reduction of their armaments, on the basis of a figure representing the total land forces of these States added together.

"Remarks 1, 2 and 3 of the draft shall be maintained and shall become Remarks 3, 4 and 5 respectively."

*Article 2* of the draft shall be modified as follows:

"The effectives of the land armed forces shall be reduced:

- "1. For States in Group A, by 50 per cent;
- "2. For States in Group B, from 0 to 50 per cent according to the number of their effectives and to the scale of progressive and proportional reduction attached;
- "3. For States in Group C, the effectives shall be limited to the present level.

"Remark. — The effectives of the armed land forces of the States disarmed as a result of the world war are not included in the above schedule and shall be fixed separately."

*Article 12* of the draft shall be modified as follows:

"In accordance with the preamble to the present Convention, the Contracting States agree to effect a reduction of their naval forces on the following basis:

"A. Countries having a fleet of an aggregate tonnage exceeding 500,000 tons shall reduce it by 50 per cent, such reduction to affect both the aggregate tonnage of the entire fleet and the tonnage of each category, without right of transfer.

"B. Countries having a fleet with an aggregate tonnage of 100,000 to 500,000 tons shall reduce it both as regards aggregate tonnage and the tonnage of each of the categories from 0 per cent to 50 per cent in accordance with the scale of progressive and proportional reduction attached.

"These countries shall enjoy a right of transfer from 0 per cent to 100 per cent in inverse proportion to the ratio of reduction of their respective fleets.

"C. States having a fleet whose aggregate tonnage does not exceed 100,000 tons shall retain their fleet at the present level with unlimited right of transfer.

“ D. States having aircraft carriers shall destroy them within a period of six months as from the entry into force of the present Convention ”.

“ *Remarks.* — 1. Standards for the naval armed forces of the States disarmed as a result of the world war are not contained in the above schedule and shall be fixed separately.

“ 2. States having contracted alliances or agreements of mutual military assistance in the case of armed conflicts shall be classified in the groups provided for in the present article, for the purpose of the reduction of their armaments, on the basis of a tonnage equal to the total tonnage of these States added together ”.

*Article 21* of the draft shall be modified as follows:

“ In conformity with the preamble to the present Convention, the Contracting States agree, when carrying into effect the progressive and proportional reduction of air armaments, to divide all the Contracting States into the following groups:

“ States possessing in peace time air armed forces:

- “ E. Of more than  $N^1$  aeroplanes in service;
- “ F. From 100 to  $N$  aeroplanes in service;
- “ G. Not more than 100 aeroplanes in service.

“ States in Group E shall reduce their armed air forces by 50 per cent.

“ States in Group F shall reduce their armed air forces from 50 to 0 per cent in proportion to the number of aeroplanes in service and according to a scale of progressive and proportional reduction.

“ States in Group G shall retain their armed air forces at the present level.

“ This reduction shall apply both to the number of aeroplanes in service and to the total horse-power of these aeroplanes. In estimating this reduction, account shall be taken of the number and total horse-power both of aeroplanes in service in the armed air forces and of aeroplanes in service capable of use for war purposes and employed in formations organised on a military basis.

“ The total engine-power of each aeroplane shall not exceed 600 h.p. on the ground.

“ *Remark.* — States having contracted alliances or agreements of mutual military assistance in case of armed conflicts shall be classified in the groups provided for in the present article, for the purpose of the reduction of their armaments, on the basis of a figure equal to the total number of aeroplanes in service in the armed air forces of these States added together and to the total aggregate engine-power of these aeroplanes ”.

*Article 24* of the draft shall be modified as follows:

“ When the number of aeroplanes in service is reduced in virtue of Article 21, 22 and 23 of the present Convention, aeroplanes with engines of over 600 h.p. shall be scrapped first.”

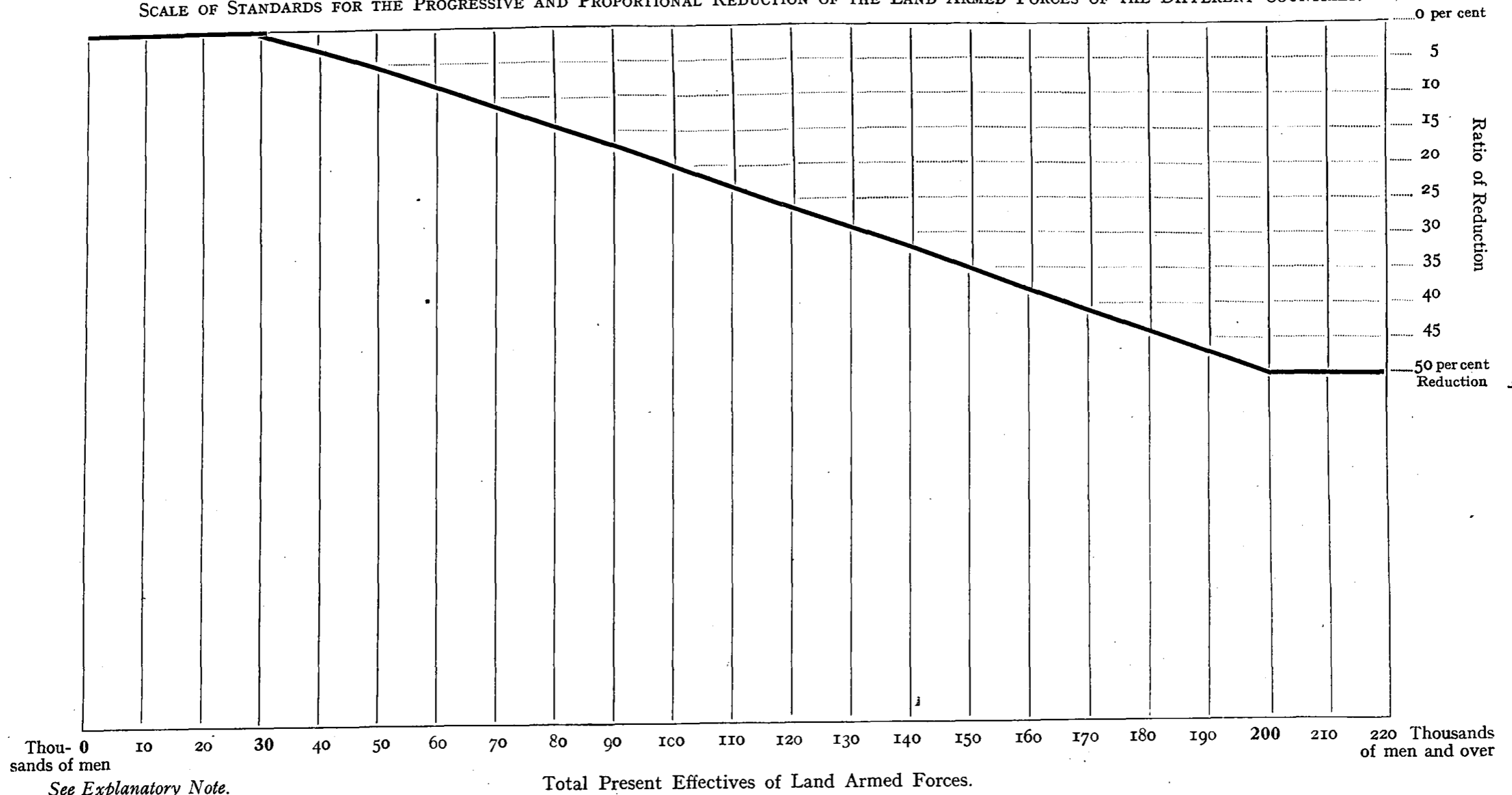
(c) SCALE OF PROGRESSIVE AND PROPORTIONAL REDUCTION OF ARMAMENTS.

(See *Schemes*, pages 4 and 5.)

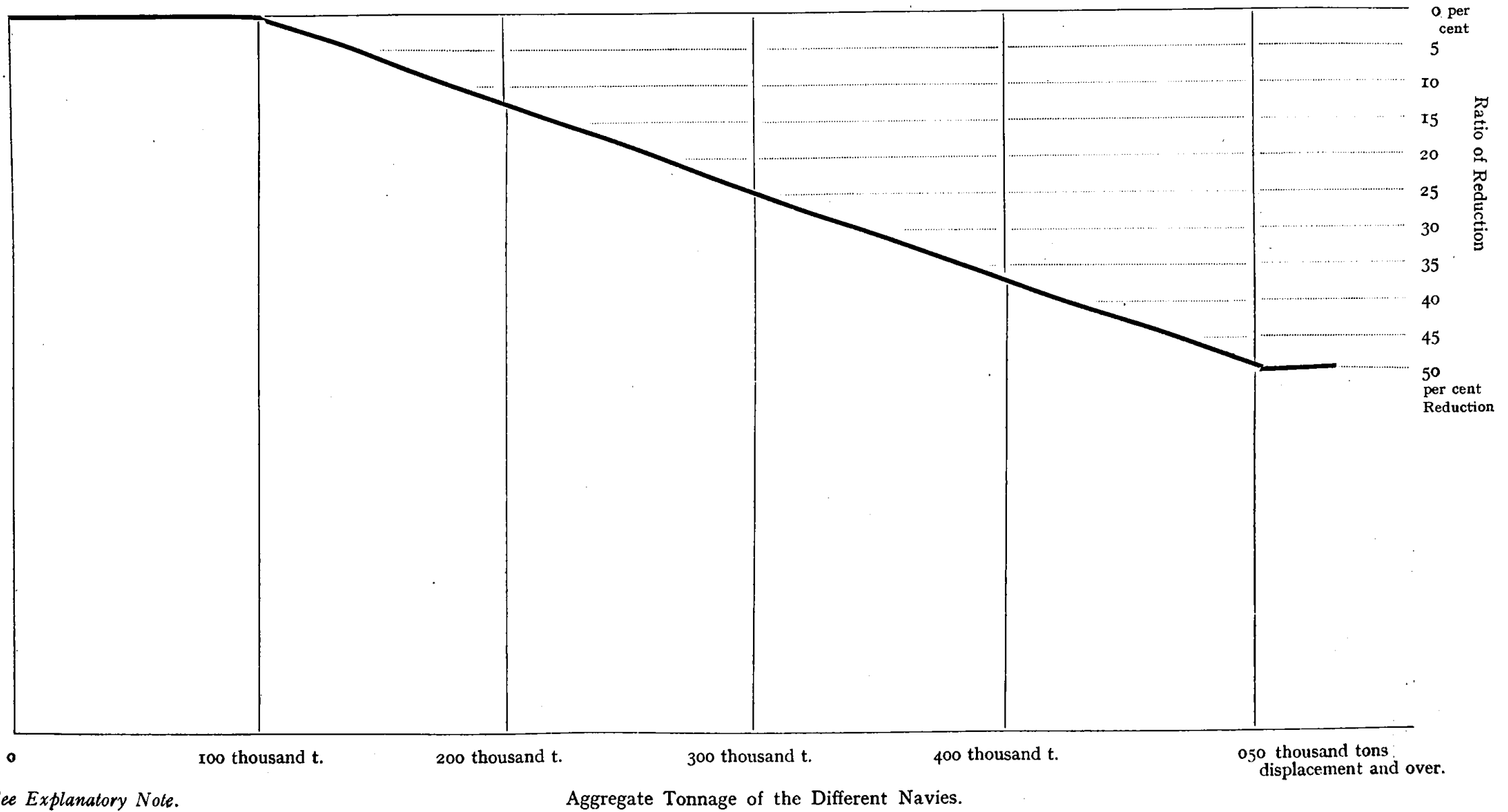
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<sup>1</sup> The figure  $N$  will be fixed according to the decision taken by the Conference with regard to the abolition of bombing-machines.

SCALE OF STANDARDS FOR THE PROGRESSIVE AND PROPORTIONAL REDUCTION OF THE LAND ARMED FORCES OF THE DIFFERENT COUNTRIES.



SCALE OF STANDARDS FOR THE PROGRESSIVE AND PROPORTIONAL REDUCTION OF THE NAVAL ARMAMENTS OF THE DIFFERENT COUNTRIES.



See Explanatory Note.

(d) EXPLANATORY NOTE.

The principle of progressive and proportional reduction of land, sea or air forces consists in reducing these forces in direct ratio to their size, so that the forces of the countries possessing the most powerful armaments shall be subject to the maximum reduction. For other countries, this reduction will take place in a ratio directly proportional to the size of their armaments. Thus, applying this principle to the reduction of land armies, it is possible and it will be more equitable to prescribe a certain maximum uniform reduction for armies exceeding a given figure. On the other hand, it is possible to exempt from any reduction the smallest armies, *i.e.*, those below another given figure. As regards all the other armies included between these maximum and minimum limits, their reduction should be fixed according to a ratio directly proportional to the effectives of each. This system will also be applicable to naval and air forces.

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Geneva, February 24th, 1932.

**LEAGUE OF NATIONS**

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

**MORAL DISARMAMENT**

23

**Documentary Material forwarded by the International  
Organisation on Intellectual Co-operation.**

*Note by the Secretary-General.*

At the request of the President of the International Committee on Intellectual Co-operation, and with the approval of the President of the Conference for the Reduction and Limitation of Armaments, the Secretary-General has the honour to transmit to the delegates to the Conference the following documents :

- I. Letter from Professor Gilbert Murray, President of the International Committee on Intellectual Co-operation.
- II. Annexes :
  - (a) Note on Intellectual Co-operation and Moral Disarmament ;
  - (b) Memorandum on the Organisation and Working of Intellectual Co-operation from the point of view of Moral Disarmament.

**I. LETTER FROM PROFESSOR GILBERT MURRAY, PRESIDENT  
OF THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.**

January 19th, 1932.

Dear Mr. Henderson,

In response to the letter of the Polish Government on " Moral Disarmament ", I beg to enclose a statement of those activities of the I.C.I.C. <sup>1</sup> which are concerned, directly or indirectly, with that object.

The Committee, to quote one of its own documents, regards international co-operation as the normal method of world government and of human progress, and has in all its activities a twofold purpose : first, the advance of knowledge and the maintenance of intellectual standards, and, secondly, the increase of mutual understanding and good will between nations. Both these objects, as we understand them, require regular practice of international co-operation in the fields of science, art and letters. For example, if we try to organise co-operation between museums or libraries in different nations, our object is both to make each institution more practically useful, and also to encourage students and researchers in each country to look confidently to their colleagues in other countries for friendly aid. In the work of the International Committee of Experts on " Instruction in the Aims of the League ", or in the regular Conferences of the various National Institutes for the scientific study of international politics, this double object is attained even more clearly.

<sup>1</sup> International Committee on Intellectual Co-operation.



One part of the Committee's work is now practically finished. The various international learned societies which immediately after the war were split into mutually hostile divisions are now reconciled and united. Also the extreme distress of the learned class in central and eastern Europe is not nearly so acute as it was. But the field of work for Moral Disarmament which lies before us in the future is almost unlimited, or limited chiefly by the smallness of our means. Any further tasks in this direction which the Council or the Disarmament Conference may think fit to lay upon us will, I can assure you, be accepted by my colleagues and myself with the utmost readiness and executed with all the care and zeal of which we are capable.

Believe me, with great respect,

Your obedient servant,

(Signed) Gilbert MURRAY.

## II. ANNEXES.

### (a) NOTE ON INTELLECTUAL CO-OPERATION AND MORAL DISARMAMENT

Part of the problem known as Moral Disarmament comes to a great extent under the heading of intellectual co-operation.

It is clear that neither the Committee nor its committees are concerned with certain aspects of the vast problem of bringing the peoples together, which the League of Nations is endeavouring to solve. By organising international relations and encouraging the continuous and regular collaboration of the countries of which it is composed, the League endeavours to create a better international atmosphere and to put an end to rivalries and enmities.

Sometimes valuable forms of collaboration co-ordinated by the League with a view to international intellectual co-operation happen to be associated with other activities, giving the support of their high authority to work undertaken in other fields. In July last, for example, the Committee of Scientific Advisers met at Geneva, followed later by the International Committee on Intellectual Co-operation itself, and in their endeavour to defend the rights and future of the human intellect passed resolutions of great moral weight in favour of the success of the Disarmament Conference.

But the Intellectual Co-operation Organisation is directly concerned only with the moral disarmament to which the Polish Memorandum relates. It has already taken action in this connection, drawn up a programme and achieved results. There is no need to dwell on the obvious truth that it is building for the future and that its work will require much time, relying as it does above all on the education and instruction of peoples, and in particular of the younger generations. Complete success can only be attained by progressive stages: but once it is attained there can be no doubt that it will be decisive. To hasten this result, the support of the Governments represented at the Disarmament Conference on those points in the programme of intellectual co-operation which relate more directly to the endeavour to promote a spirit of international peace, understanding and friendship would be of the utmost help.

One of the first suggestions that occur is that of an appeal to the Press to facilitate the work of moral disarmament both by refraining from envenoming disputes and by exercising a positive pacific influence. These questions have not been dealt with up to the present internationally by the Intellectual Co-operation Organisation of the League. It is clear that there are great possibilities in this field of work for moral disarmament. The desired results might even be an immediate improvement in international relations, to say nothing of the educative effect which action by the Press might have in the long run. The present memorandum confines itself to the programme laid down for the work of intellectual co-operation and does not deal with these questions: but there can be no doubt that the Intellectual Co-operation organisation, which is already in touch with a number of international associations of journalists, might help the League to solve these questions, if the latter were to decide to take action in this direction, which might be conducted jointly by a number of its organisations.

### I. Urgent Questions.

Of those activities of the Intellectual Co-operation Organisation which are most closely concerned with the promotion of a spirit of mutual understanding and comprehension, some are capable, if actively pushed, of yielding rapid results. This class of questions includes the following:

(a) *Instruction in the Work of the League.* — Machinery has already been set up (see attached annex) to induce the Governments to give teaching of this kind in their schools at all stages. Documentary material has been placed at their disposal, particularly with a view to facilitating the training of teachers. The various countries periodically notify the Secretariat of the League of the steps which they have taken and of the results achieved. How and to what extent can this form of activity be intensified? This, it would appear, is the question which an assembly of representatives of Governments desiring to deal with this problem should put to itself.

It is conceivable that a firm obligation might be assumed to devote time at every stage of education to instruction in the work of the League under conditions to be determined. The conditions would relate, not merely to the time to be given to such instruction in the schools and particularly in the teachers' training colleges, but also to the subjects of instruction and to some extent the governing principles on which the lessons should be based (official documents, scrutiny of books used, prize competitions for teachers and pupils, visits of study to existing international institutions, etc.).

But, once the principle of such an undertaking was admitted, it would remain for experts to determine the manner and form. The question of the adaptation of the teaching, the age of the pupils and the character of the school calls for treatment by persons with special knowledge.

(b) *International Relations.* — While recognising the importance of instruction in the work of the League, it must be said that it cannot have its full value unless it is placed within its proper framework and combined with instruction in international relations. This question, which already arises in the case of secondary education, is of the first importance in higher education and in the training of professors and teachers for all forms of teaching. The possibilities are the same as in the case of instruction in the work of the League in the narrower sense: but here again, once a decision of principle has been reached or an international obligation assumed, the advice of experts would be necessary to determine the exact steps to be taken. This impinges on the organisation of universities and of national education, and the Committee on Intellectual Co-operation should be asked to make a careful study of the point. A first step has already been taken by the Conference of Institutions for the Scientific Study of International Relations in connection with the Sub-Committee of Experts for instruction in the aims of the League.

(c) *School Text-books.* — Instruction in international relations is linked up with the still wider question which has so often been discussed, particularly at congresses of historians and educationalists, of how the nations are to get to know one another better. We are here confronted with a series of part problems — instruction in civilisation, and in history, and the revision of text-books. The Assembly of the League has several times dealt with this latter limited aspect of the general problem, and the Committee on Intellectual Co-operation has itself considered the subject last year with a view to proposing solutions. A report with documentary material attached prepared by the Institute contains particulars of all the measures which have been proposed officially or privately. It was considered on February 15th by a small committee of experts, historians and educationalists, which proposed a series of concrete measures. Many of these measures, which are to be submitted for approval to the Committee on Intellectual Co-operation and the Assembly, will (if they are approved) call for action by the Governments themselves or by the League. Here is a definite programme which might be applied almost immediately. Further developments are also under contemplation, for example, in connection with the improvement of the instruction given.

(d) *Broadcasting.* — The Committee on Intellectual Co-operation has asked the International Institute to undertake an enquiry into the educational aspects of broadcasting, with a view to submitting the results to experts in order to ascertain what conclusions can be drawn therefrom. The last Assembly extended the field of this enquiry to the questions raised from the standpoint of a good understanding between nations in connection with the use of wireless.

Apart from teaching, there are a whole series of openings in this new field for action to encourage the spirit of international peace. The questions in this case are similar to those which arise in the case of the Press, and of equal importance. One form of partial solution is the agreement between the Polish and German broadcasting companies of March 31st, 1931, which is quoted in an annex to the Polish Memorandum.

Other aspects of the broadcasting problem might also be made the subject of agreements. Broadcasting is a powerful means of education for those who have left school and for communicating information to the masses. Various steps have been taken publicly or privately to encourage the diffusion of news or to promote instruction in international institutions, objective accounts of international problems and a variety of talks of a kind to promote knowledge of foreign nations. The enquiry undertaken by the International Institute of Intellectual Co-operation will contribute a number of definite suggestions in this connection, action on which will in most cases depend on official initiative.

(e) *Cinema.* — Cinematographic activities of an international character are specially studied by the League's Institute of Educational Cinematography in Rome. It has dealt with various aspects of this wide problem.

It may be mentioned that the Committee on Intellectual Co-operation took steps last July for a meeting of specialists, which will take place in the course of the year, to deal with the question of educational films on the subject of the League. There can be no doubt that it is possible to improve the production of films of this kind. Such improvement would be a considerable step forward and of great use to teachers whose task it is to instruct youth in the new forms of international machinery.

An even wider problem arises in connection with films intended to foster the peace spirit, which are of more importance than productions dealing with war and its ravages. Valuable films calculated to spread the spirit of peace and concord can be made which do not deal with international disputes; and it is these in all probability which are the most useful. Here, again, is a question for competent experts to consider, and which might form part of international action.

Some of the steps to be taken in order to make use of that powerful form of propaganda, the cinema, might perhaps also be applied to the theatre, as suggested by the Polish Memorandum. International action in this latter connection is under study by the Institute of Intellectual Co-operation.

## II. Educational.

It has been so frequently repeated that the future of peace depends more than anything on education that there is no need to dwell on the importance of international collaboration in the matter of education. A great part of the work of the Intellectual Co-operation Organisation is devoted to fostering direct contact between departments dealing with education, in order to induce them to compare and exchange methods and to treat jointly and not separately questions of general interest which to-day arise for all civilised nations. On most of these points new work has been undertaken by the Intellectual Co-operation Organisation, some of it since the last meeting in July 1931 of the International Committee, and this has naturally not yet been able to yield all its fruits. But it can already be stated that the work has been warmly welcomed, and that there is a possibility of rapidly organising co-operation in this field. Of the subjects under consideration, the following may be mentioned:

(a) *Collaboration in Primary and Secondary Education.* — A Committee of Experts which met on February 11th in Paris has just recommended the development of National Centres of Educational Documentation where they already exist, or their establishment in countries where they do not yet exist. It is proposed that these centres should collaborate directly with one another and, through the Institute of Intellectual Co-operation, inform one another of the results obtained in consequence of educational progress in their respective countries. They are to encourage the exchange of gramophone records, films, etc., and in a word to set up a form of continuous collaboration which should be particularly fruitful.

This new form of international collaboration might be powerfully assisted by Governmental sympathy.

(b) *Travel of Primary and Secondary School Children.* — The Institute of International Co-operation is preparing for submission to the Committee in July next, after consultation of qualified experts, of a report on the best method of organising these trips, of which there are a large number already, though the number might be still further increased. Special attention will be directed to the preparation for such trips so as to enable the school children and young persons concerned to obtain a better understanding of foreign countries.

Such matters might be settled by agreements between the various Governments.

(c) *Exchange of Professors and Students.* — The important question of *exchange agreements* is under consideration by the Committee of Directors of Higher Education which is to meet in the near future at the Institute. It will be of direct concern to the Governments. The same is the case in regard to the question of the equivalence of diplomas. In this connection reference may be made to the bilateral intellectual agreements concluded since the war between a large number of countries.

(d) *Study Scholarships.* — The attention of the Governments has frequently been drawn by the Committee of Intellectual Co-operation to the question of scholarships for tenure in foreign countries. Last year again the Committee of Scientific Advisers urged that "the success of military disarmament with which all the nations are concerned calls for moral disarmament", and suggested that, in the attainment of this object, the principal hope must be based on those who have been able, to some extent at any rate, to pass their years of training in foreign countries and so to become "soldiers of peace and friends of international intellectual co-operation".

(e) *Scientific Study of International Problems.* — The question of instruction in the work of the League and in international relations has been given prominence in order to draw attention to its possible developments. But the contribution to the work of the League made by the Conference of Schools of Political Science and Institutes for Economic and Political Research should also be mentioned. Each year this Conference will study, on the basis of memoranda prepared by the Institutes in question, a problem of international interest and will discuss it without passing resolutions in a spirit of scientific objectivity and research. The Conference deserves all possible encouragement.

### *III. Intellectuals in International Life.*

The object of the whole work of the Intellectual Co-operation Organisation is to give their proper place in international life to circles which devote themselves to disinterested work, together with the great national administrations and organisations having the same object. The aid and support of their most distinguished representatives will be solicited in future on more definite lines. At the instance of the Committee on Arts and Letters, regular exchanges of views are to be established between the masters of contemporary thought, in order to create something of what has been called "an intellectual policy". The creation of this current of thought, and the direct appeal to representative persons of the highest intellectual eminence with a view to interesting them in international aims, is of vital importance for moral disarmament. The first results of the exchanges of views proposed will be published by the Institute of Intellectual Co-operation. It may be hoped that this undertaking will be able in the future to develop on a wide scale.

### *IV. Co-ordination of International Work in General.*

The enumeration of the above points must not give rise to the impression that the contribution of the Intellectual Co-operation movement to the work of moral disarmament is confined even within these already wide limits. The object has been merely to call attention to the most immediate possibilities of action, aid and support. But in reality the central idea of intellectual co-operation work is to promote in all spheres which come within its range a co-ordination of effort and a collaboration capable, not merely of saving time and facilitating information, distribution and progress, but also of promoting the creation, gradually perhaps but none the less certainly, of the international outlook. The Intellectual Co-operation Organisation aims in particular at creating new links between all the big administrations dealing with intellectual subjects. In addition to the educational problems already referred to, it appeals to university offices, to students' associations, institutes of history and art, etc. It unites in collaboration (aimed primarily at practical objects) the ministries of fine arts and the great museums. Much of the joint work which it does for purely educational purposes is designed to enable the peoples to know one another better and in particular to appreciate each other's civilisations and disinterested achievements. It aims at performing the same services for research work by establishing liaison between the great libraries and record offices, as well as by the work it has begun in connection with translations, and by the programme which it has drawn up in agreement with the big international institutions for the co-ordination of the exact and natural sciences in scientific matters.

A network of international relations which is already close, though far too little known, also extends, thanks to the League of Nations, over the whole world. The scheme of this new form of collaboration is set forth in the memorandum annexed to this explanatory note. The operation of its machinery in all its forms will there be described. It is only right to conclude by stating that the official international organisations dealing with this task derive valuable assistance from the great international associations, especially from the Liaison Committee of educational organisations, from the University League of Nations Unions and from a number of private organisations. The interest aroused by the efforts which are grouped under the general name of intellectual co-operation is certainly increasing from year to year. A new and powerful impulse may yield decisive results.

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#### *(b) MEMORANDUM ON THE ORGANISATION AND WORKING OF INTELLECTUAL CO-OPERATION FROM THE POINT OF VIEW OF MORAL DISARMAMENT.*

From the outset the League of Nations has endeavoured to promote a better international organisation of intellectual activities. The first Assembly requested the Council on December 18th, 1920, to associate itself as closely as possible with the efforts made to attain this end; it already realised the educational value of this work, which would also help to establish friendly relations and co-operation between the various countries and would enable the League to obtain the support of intellectuals. It considered the possibility of setting up for this purpose a technical organ attached to the League.

#### *I. The task of the Intellectual Co-operation Organisation.*

"The International Organisation of Intellectual Co-operation of the League of Nations" has now taken concrete shape and is working side by side with the Health, Communications and Transit and Economic and Financial Organisations, and forms one of the four technical organisations of the League.

The system of international relations which has developed since 1920 under the auspices of the League, would have been incomplete without an attempt to carry out in the intellectual sphere what was being done in the political, juridical, technical, social and humanitarian field. If we bear in mind the part played in the formation of States by national relations of an intellectual character we shall naturally be led to regard intellectual relations between the various nations as the most valuable aid to international action and to conclude with Paul Valéry that a League of Nations implies a League of

human intellects. All the texts relating to the establishment of an international organisation of intellectual co-operation lay stress on this essential aspect of the problem. The Council in its report of September 2nd, 1921 concerning the setting up of an international committee on intellectual co-operation recognised that "no association of nations can hope to exist without the spirit of reciprocal intellectual activity between its members".

The most explicit declaration is doubtless that made by the Committee of Enquiry appointed in 1930 to revise, in the light of eight years' experience, the work of the Intellectual Co-operation Organisation:

"The object of intellectual co-operation is international collaboration with a view to promoting the progress of general civilisation and human knowledge, and notably the development and diffusion of science, letters and arts. *Its purpose is to create an atmosphere favourable to the pacific solution of international problems.* Its scope is that of the League of Nations . . . .

"*The activity of the League of Nations in the sphere of intellectual co-operation aims at the promotion of collaboration between nations in all fields of intellectual effort in order to promote a spirit of international understanding as a means to the preservation of peace.*"

## II. Composition.

On two occasions, in 1926 and in 1931 — the second time as a result of the reorganisation carried out in 1930 — the League Assembly formally approved the International Organisation of Intellectual Co-operation.

This organisation consists of:

(a) An International Committee on Intellectual Co-operation which acts as the advisory organ of the Council and Assembly. It consists of 17 members appointed by the Council, and is the supreme organ of intellectual co-operation whose work and activities it directs and superintends.

(b) Three permanent institutions: an Intellectual Co-operation Section in the League Secretariat, an International Institute of Intellectual Co-operation at Paris and an International Educational Cinematographic Institute in Rome.

1. *Intellectual Co-operation Section in the League Secretariat* — The Intellectual Co-operation Section acts as the Secretariat of the Intellectual Co-operation Organisation, and in particular of the International Committee on Intellectual Co-operation, the Permanent Committee on Arts and Letters and the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations. It is also its duty to prepare the reports of the Intellectual Co-operation Organisation for the Council and Assembly and to see that the decisions of those organs in regard to intellectual co-operation are carried out.

The Section also includes the Geneva branch of the Educational Information Centre, which is responsible for ensuring liaison with Governments on all questions concerning the instruction of youth in the aims and activities of the League.

2. According to its organic statute, the principal object of the *International Institute of Intellectual Co-operation* at Paris is to prepare the work to be discussed by the Committee on Intellectual Co-operation, to ensure in all countries the carrying out of the decisions and recommendations of that Committee, and under the direction of that Committee and by every means in its power to promote through international co-operation the organisation of intellectual work throughout the world. In short, the Institute is the executive organ of the Committee.

Its officials are nationals of at least 15 different countries. Placed in 1924 at the disposal of the League by the French Government and accepted by it, the Institute is entirely dependent on the League in all matters relating to the recruiting of its staff, the establishment of its programme of work and the utilisation of its resources.

3. *The International Educational Cinematographic Institute.* — It is the object of the Institute to encourage by means of useful action and suggestions the production, distribution and exchange of educational films.

It also endeavours to make known the best methods of using films from an educational standpoint.

It likewise serves as an organ of international information in all matters relating to educational cinematography.

(c) Thirty-nine national committees in the following countries: Australia, Austria, Belgium, Bolivia, Brazil, Bulgaria, Chile, Cuba, Czechoslovakia, Free City of Danzig, Denmark, Estonia, France, Finland, Germany, Great Britain, Greece, Hungary, Iceland, India, Italy, Japan, Latvia, Lebanon, Lithuania, Luxemburg, Mexico, Netherlands, Norway, Poland, Portugal, Roumania, Salvador, Spain, Sweden, Switzerland, United States of America, Union of South Africa, Yugoslavia. These national committees were set up to serve as a link between the International Committee on the one hand and intellectual life in the various countries on the other. Through them nearly 600 representatives of the various branches of culture in all these countries are associated in the work of intellectual co-operation.

The number of national committees has been steadily increasing since 1922. The necessity for providing them with more effective and more powerful means of action is also becoming more and more urgent.

(d) A large number of committees of experts whose terms of reference, periods of appointment and size vary according to circumstances.

Some are of a permanent character<sup>1</sup>; other committees with limited terms of reference meet each year at Paris to furnish information on some specific question put to them by the International Committee or to solve some particular problem on the programme of intellectual co-operation. For the most part they deal with problems which directly concern international *rapprochement*.

Apart from the 600 members of the national committees, the 17 members of the International Committee, the officials of the Geneva Secretariat and Paris and Rome Institutes, the number of persons serving on the committees of experts of the Intellectual Co-operation Organisation is estimated at approximately 150. In addition, some 40 States have delegates accredited to the Institute.

### III. Working.

We see, therefore, that the League has placed a powerful and extensive organisation at the service of international understanding. Needless to say, this organisation provides the opportunity for a large number of personal contacts. It also permits of the establishment of a double current of ideas between the League and intellectual circles; through the Geneva Secretariat or the Paris Institute proposals coming from all the States represented on the Council or in the Assembly can rapidly be communicated to the 40 national committees now in existence. Moreover, suggestions made by any national committee reach the Council and Assembly of States Members of the League in a very short space of time through the International Committee.

A large number of examples might be given. Proposals made by the national committees have been carried out thanks to the League's machinery of intellectual co-operation; after being examined by the Paris Institute they have been submitted to the Committee on Intellectual Co-operation and, after approval by it, to the League Assembly and Council.

Ideas of interests to contemporary civilisation or which tend to promote international collaboration in instruction and education may thus pass in a short space of time from a national proposal to an international reality.

Conversely, the rapid co-operation of the various countries with the League is ensured by the working of the existing machinery. When the Committee on Intellectual Co-operation and the Assembly asked for an enquiry to be carried out into the educational aspects of broadcasting and the international problems raised by its use from the point of view of international *rapprochement*, the Institute got into touch with the national committees on intellectual co-operation. Three months after the decision of the Assembly, a list of the persons best fitted to carry out this enquiry had been drawn up by the Institute, they were being consulted and the enquiry was in progress; the results will be submitted next summer to the International Committee on Intellectual Co-operation and to the League Assembly.

### IV. Programme.

It is impossible in this short memorandum to describe the full programme of intellectual co-operation; however, a few concrete particulars of the activities most closely related to international *rapprochement* are given below.

1. *The Instruction of Youth in the Aims of the League.* — As long ago as 1923 the Assembly considered the question of familiarising young people with the principles and work of the League and of training the younger generation to regard international co-operation as the normal method of conducting world affairs. It recommended the

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<sup>1</sup> 1 The Permanent Committee of Arts and Letters (Geneva).

2 The Committee for the Instruction of Youth in the Aims of the League (Geneva).

3 The Directors' Committee of National University Offices (Paris).

4 The Committee of International Students' Organisations (Paris).

5 The Conference of Institutions for the Scientific Study of International Relations (Berlin, London, Paris, Copenhagen, etc.).

6 The Committee of Library Experts (Paris)—includes the Directors of several important national libraries.

7 The Committee of Expert Archivists (Paris)—also includes the Directors of various central record offices.

8 The Committee of Experts on Museography (Paris).

9 The Committee of Representatives of Legal Institutions dealing especially with intellectual rights (Paris).

Governments of Member States to arrange for the youth in their respective countries to be made aware of the aims of the League, and thus contributed to the work of moral disarmament on the lines laid down in the Polish memorandum. A Sub-Committee of Experts was set up and attached to the International Committee of Intellectual Co-operation.

The "Recommendations" (document A.26 1927. XII) made by this Sub-Committee of Experts aroused considerable interest in all countries. They were transmitted to all Governments of Member States and to the private groups concerned. The Committee recommended *inter alia* the introduction of compulsory instruction in regard to the League, the elimination from school text-books of passages prejudicial to mutual understanding between nations and the preparation of suitable literature for teachers and pupils. It also contemplated a series of educational measures to enable young people to acquire a better understanding of foreign nations and to instil them with the ideals of international co-operation. In this connection the Committee made a series of suggestions concerning the interchange of school pupils and university students, foreign travel, the utilisation of libraries, the cinema and wireless.

With a view to co-ordinating the work an Educational Information Centre was established, one section being set up in the Secretariat and the other at the International Institute of Intellectual Co-operation. The information collected from Governments and private organisations appears in a half-yearly publication of the Secretariat, the *Educational Survey*. A book on the aims and organisation of the League, specially intended for members of the teaching profession, was also prepared. This publication has been translated into twenty-four languages, partly with the help of grants from the League, and about 250,000 copies have been printed.

We will confine ourselves to a few brief indications of the official action taken by Governments to give effect to the recommendations of the Sub-Committee of Experts. According to the reports which have reached the League Secretariat, 33 States have taken steps to introduce instruction in regard to the League into the curricula of primary and secondary schools. In certain countries, lectures and special courses have also been instituted in higher educational establishments. Twenty-three Governments have dealt with the recommendations of the Sub-Committee of Experts in ministerial notes or special communications in their official journals and have encouraged the publication of special manuals and works dealing with the League and international co-operation. Nineteen Governments have taken active steps to promote the revision of school text-books in order to adapt them to modern ideas on international relations. Twenty-one States grant special facilities to students, boy scouts, young people and children travelling in groups. Fourteen States directly encourage in some form or other the interchange of school children and students. Lastly, three Governments have convened national conferences of teachers with a view to adopting the recommendations of the Sub-Committee of Experts to the special needs of their country.

Further, the Intellectual Co-operation Organisation and its Sub-Committee of Experts have arranged for the Educational Information Centre to examine a number of questions all tending to promote the development of instruction in regard to the League and international co-operation. The chief questions are :

(a) *Enquiry among Governments as to the measures adopted by the ministries of education to prepare teachers and professors in all types of schools for instructing their pupils in regard to the League, with a view to promoting international understanding.* — The Assembly, in order that the work might proceed methodically, had proposed that the Secretariat should obtain information from Governments at regular intervals. The Sub-Committee of Experts was of opinion that, with a view to facilitating the Governments' task, the scope of these enquiries should be restricted. It had emphasised on several occasions the importance which it attached to the training of teachers and this question is on its programme for the current year. The 1931 Assembly sanctioned this decision and on February 6th, 1932, the Secretary-General sent a circular letter to all Member States mentioning the questions which the enquiry was to cover. It will be the duty of the Sub-Committee of Experts to examine the Governments' replies and to make any suitable recommendations.

(b) *Enquiry into the activities of institutions for the scientific study of international relations in so far as they help to make known the aims and work of the League.* — For the purpose of establishing close co-operation between institutes engaged in the study of international relations and the work of the Sub-Committee of Experts, a Joint Committee consisting of three members of the Annual Conference of Institutes and three members of the Committee was set up. It adopted a resolution requesting the Intellectual Co-operation Organisation to arrange for its Educational Information Centre to carry out an enquiry into the nature and methods of instruction on international relations in so far as this helps to make known the work of the League, as it was of opinion that a comparison of experiences and of the results obtained in the international field would be helpful. A memorandum was accordingly sent in January to all institutes for the study of international relations, asking them for

detailed reports on their work. As soon as the enquiry is sufficiently advanced, the Joint Committee will be called upon to examine the reports submitted and to express its opinion as to the further measures to be taken.

(c) *Films dealing with the League.* — As a general description of the aims and organisation of the League and its organs must necessarily be of an abstract character so far as school-children are concerned, the Sub-Committee of Experts had already suggested in its "Recommendations" that recourse should be had to visual instruction. The Sub-Committee accordingly requested the Educational Information Centre to obtain from the various circles concerned suggestions as to the possibility of preparing appropriate scenarios and financing the production of films of this description. The International Institute of Intellectual Co-operation, the International Educational Cinematographic Institute at Rome, the International Labour Office and the Information Section of the Secretariat have been asked to lend their assistance. Representatives of these various bodies will meet at Paris during the year to draw up a programme of work. It is obvious that the production of a film or a series of films dealing with the League and its work should merely be the first step towards the preparation of a complete series of educational films demonstrating foreign civilisations and also the economic, political and cultural interdependence of the nations. Such a series of films would form an effective contribution to the work of moral disarmament.

2. *Co-operation between Musées pédagogiques (collections of teaching material) and the Directors of Primary Education.* — Although the organisation of national study centres and collections of teaching material differs in some respects, it also has common features and aims at placing complete equipment, working facilities and documentation at the disposal of educationalists. While respecting the different conditions prevailing in various countries, the Institute proposed to arrange for the establishment in each of these national centres of a documentation section dealing with the League and important international questions. In order to facilitate the development of such a section, it is also proposed to set up a service for the exchange of works and bibliographies concerning international questions and books describing the life and characteristics of the different nations. For the purpose of studying and deciding upon the methods to be employed, the Institute convened in February a Committee of Experts, including representatives of the Musées pédagogiques and the directors of primary education in the different countries.

In addition to these questions which are connected with the propagation of the international spirit, the experts will also study general educational questions calling for an international agreement, such as the organisation of international school exhibitions and the interchange of lecturers between the different national centres.<sup>1</sup>

3. *Revision of School Text-books with a View to the Rectification of Passages prejudicial to Mutual Understanding between Nations and to the Spirit of International Friendship.* — This question, which is of primary importance to the work of moral disarmament now being carried out by the International Committee on Intellectual Co-operation, led in 1925 to the adoption of the Casares resolution, which provided a practical method of correcting certain errors in school text-books. The International Institute of Intellectual Co-operation, which was requested to examine the possibility of an enquiry into the matter, carried out preparatory studies dealing with the measures so far taken in this connection by official and private institutions in the various countries and the results obtained. This documentation, which has just been published, contains a large number of suggestions and deals with almost all the questions raised by this delicate problem of the revision of school text-books; methods of teaching history and of editing text-books; how to reconcile historical truth with goodwill towards foreign nations; the part that can be played by teachers and professors and by public administrations.

This report is to serve as a basis for the work of a Committee of Experts which is to meet at the Institute on February 15th and 16th, 1932. This Committee will include the representatives of the Teaching Commission of the International Committee on Historical Science, educationalists, institutes for the scientific study of international relations and the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League. It will be for this Committee in the light of the experience gained to recommend the most suitable means of action.<sup>2</sup>

4. *Educational Broadcasting and Propaganda for the League.* — In view of the growing success of broadcasting, the widest possible use should be made of the facilities which wireless companies put at the disposal of the teaching profession with a view to propaganda in favour of the international spirit. The Institute has accordingly been requested by the International Committee on Intellectual Co-operation to undertake (in conjunction with

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<sup>1</sup> This Committee, which has just met, proposed the organisation of national collections of teaching material and regular exchanges between them through the Institute, which will involve constant co-operation between the official educational administrations of the different countries.

<sup>2</sup> As stated in the explanatory note, the Committee has just met and has made definite recommendations, several of which advocate Government action.



the International Broadcasting Union of Geneva and other important organisations which have done similar work) an enquiry into the educational aspects of broadcasting, with special reference to instruction on the League and the means of promoting mutual understanding between the nations, both in schools and among adults.

The principal object of this enquiry, which is now in progress, is to obtain opinions and suggestions as to the methods employed and the results achieved. It is addressed chiefly to educationalists who have been able to appreciate the value of these new methods of instruction.

This enquiry has also dealt with certain international problems raised by broadcasting, such as collaboration between educational broadcasting associations in the different countries, with a view to avoiding subjects which might prejudice international understanding, in accordance with the agreement concluded in March 1931 between the German and Polish broadcasting companies; the means of encouraging this spirit of co-operation and understanding; the transmission of lectures and the exchange of lecturers between educational broadcasting centres.

The results of this enquiry will be published in the form of a series of recommendations with practical suggestions for the use of teachers. They will be submitted to the League to enable it to draw up a programme of work for the next few years.

5. *Travel and interchange of School Pupils.* — There is no more effective means than this of promoting *rapprochement* between young people in different countries. Attention has been drawn to this question on several occasions by the Sub-Committee of Experts and by the International Committee on Intellectual Co-operation itself.

The Institute has accordingly undertaken an enquiry into the methods and principles on which these exchanges are at present carried out between the different countries with a view to determining the practical means of achieving the best results and co-ordinating the work of the various national centres for the interchange of young people.

A Committee on Inter-School Correspondence has also been set up and the Institute will act as its permanent secretariat. The Committee's task is to facilitate and co-ordinate the work of the national bureaux of school correspondence.

For this purpose, the permanent secretariat has instituted an enquiry into the organisation of national centres, their methods and the results obtained. The conclusions of this enquiry and the report on the activities of the different national centres will be published in a bulletin issued by the secretariat.

6. *Conference for the Scientific Study of International Relations.* — The large number of problems of a political, economic, legal, social and historical nature created by the war have led to a complete change in the methods of instruction in regard to international relations. During the post-war period, many new chairs were founded in the Universities, new study centres, both national and international, and also centres of instruction and research were set up in nearly every country. We may feel some astonishment at the number and diversity of the tendencies displayed during that period, but they all possess the common feature of placing the study on "international affairs" more and more on an international footing. These new tendencies might with advantage be put at the service of the Intellectual Co-operation Organisation in its efforts to bring about moral disarmament.

The Intellectual Co-operation Committee has already realised the importance of forming a link between the various national and international institutions, the number of which has been steadily increasing since the war and which are engaged in the study of political, economic, legal, social and historical problems from an international standpoint.

In March 1928, the International Institute of Intellectual Co-operation convened a meeting, in Berlin, of the most distinguished representatives of national centres for advanced international studies, for the purpose of co-ordinating their work. In view of the extremely interesting results of this first meeting, it was decided that the Conference should be convened each year. It includes the representatives of institutes and schools of advanced international studies in the different countries and representatives of the large international study centres. A small Executive Committee follows up the questions on the agenda in the intervals between the sessions of the Conference, and the International Institute of Intellectual Co-operation acts as the permanent secretariat.

Until 1930, the Conference devoted its attention to the organisation of close collaboration between its members. Thanks to its permanent secretariat, a complete system for the exchange of information, publications and bibliography has been organised. Various publications, including hand-books which are kept absolutely up to date, are issued with a view to facilitating the task of professors and students and establishing intercourse between national institutions hitherto unacquainted with each other.

At the last meeting held at Copenhagen in 1931, vaster prospects were opened up for the future.

The institutions represented at the Conference decided that the latter should itself become a research centre. The Conference will now carry out enquiries into one of the most important and most characteristic problems of international relations of the present day. Each national group representing the institutions in that particular country will

submit reports on the subject selected, and these reports will form the subject of general discussion at the international meetings. Both the work and the discussions will be conducted in a spirit of scientific research.

This new (scientific and not political) method of study and discussion on the international plane, based on documentation of a national character, systematically collected and arranged, may be of great assistance to the work of moral disarmament.

The Conference also endeavours to promote the interchange of professors and lecturers between institutions in different countries. From this year onwards, it has decided to explain to the public the different national points of view in regard to the problems raised by the Conference for the Reduction and Limitation of Armaments, thus furnishing a first practical proof of its desire to serve the cause of moral disarmament.

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• [Distributed to the Council, the Members of the League and the States invited to the Conference.]

**ANNEX**  
to Document **C. 654. M. 266.** 1931. IX.  
[Conf. D. 21.]

Geneva, March 3rd, 1932.

LEAGUE OF NATIONS

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

**68. ANNEX TO THE COMMUNICATION FROM THE  
CZECHOSLOVAK GOVERNMENT DATED SEPTEMBER 8th, 1931.**

COMMUNICATION FROM THE CZECHOSLOVAK MINISTER FOR FOREIGN AFFAIRS  
TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.

Geneva, February 29th, 1932.

With reference to my note of September 8th, 1931, which you were good enough to publish in document C.654.M.266.1931.IX, I have the honour to communicate in the annex, of which three copies are attached, detailed information concerning the expenditure on the Czechoslovak army during 1930.

The attached statement has been filled up in accordance with the recommendations of the Committee of Experts on Budgetary Questions. As in the final accounts of the Czechoslovak Ministry of National Defence the expenditure on land and air forces is entered jointly, this expenditure has had to be separated into two categories, involving, in the case of several subheads, the calculation of the respective percentages.

I shall be glad if you will be so good as to take the necessary steps with a view to the publication of this information.

(Signed) Dr. Eduard BENES.

MODEL STATEMENT.

Table A.

RETURN OF ACTUAL EXPENDITURE FOR ALL FORCES FOR THE YEAR 1930.

	Czechoslovak Crowns
Land Forces. . . . .	1,585,261,598.05
Air Forces . . . . .	<u>227,998,522.55</u>
Grand Total. . . . .	1,813,260,120.60

**Tables B and D.**

Sub-head	Category of expenditure	Land forces	Air forces	Total
		(1)	(2)	(3)
	<i>Head I. — Effectives.</i>	Czechoslovak Crowns	Czechoslovak Crowns	Czechoslovak Crowns
	Personnel normally forming part of formations and services :			
A	Pay and allowances of all kinds: Officers . . . . .	287,978,579.10	13,850,974.00	301,829,553.10
B	<i>Ditto</i> : N.C.O.s and men . . . . .	207,828,651.80	12,838,705.60	220,667,357.40
C	<i>Ditto</i> : Civilian personnel . . . . .	37,393,040.05	557,161.70	37,950,201.75
	Personnel not normally forming part of formations and services:			
D	Persons undergoing preparatory military training, reservists and reserve organisations . .	13,441,323.45	485,494.00	13,926,817.45
E	Maintenance of personnel referred to in subheads A to D. . . . .	403,661,729.90	18,950,922.00	422,612,651.90
	<i>Head II. — Transport.</i>			
F	Horses and other animals, forage, harness and shoeing . . . . .	108,350,048.70	—	108,350,048.70
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	64,280,532.05	13,186,715.85	77,467,247.90
	<i>Head III. — Buildings.</i>			
H	Construction of new fortifications and defence works . . . . .	—	—	—
K	Barracks, other buildings, upkeep, furniture . . . . .	119,712,987.75	23,609,644.90	143,322,632.65
K(a)	Expenditure not divisible between subheads A to K. . . . .	17,428,529.15	—	17,428,529.15
	<i>Total: Heads I to III. . . . .</i>	1,260,075,421.95	83,479,618.05	1,343,555,040.00
	<i>Head IV. — War Material.</i>			
M	Arms, ammunition and fighting material . . . . .	233,931,428.25	134,282,957.40	368,214,385.65
M(a)	Engineer and other warlike stores	81,962,410.30	9,115,915.40	91,078,325.70
N	Manufacture of war material in non-autonomous State establishments . . . . .	9,292,337.55	1,120,031.70	10,412,369.25
	<i>Total: Head IV . . . . .</i>	325,186,176.10	144,518,904.50	469,705,080.60
	<b>GRAND TOTAL . . . . .</b>	<b>1,585,261,598.05</b>	<b>227,998,522.55</b>	<b>1,813,260,120.60</b>

Geneva, February 25th, 1932.

19 FEB. 1932

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

24

**Survey of Proposals made by Various Delegations  
during the General Discussion.**

This document has been prepared in conformity with the decision taken by the Conference on February 24th, 1932.

It comprises a survey, divided into subjects, of the proposals made during the general discussion by thirty-three delegations. The figures given refer to those of the Conference documents in which these proposals are to be found, and also to the document (Conf.D.93) in which extracts from the speeches have been reproduced at the request of the delegations. The figures in parentheses indicate the numbered paragraphs in certain of those documents.

The survey is completed by an alphabetical index in which the references refer to its chapters and sub-chapters.

Series of League of Nations Publications

IX. DISARMAMENT ✓  
1932. IX. 25.

LIST OF DELEGATIONS WHOSE PROPOSALS ARE REFERRED TO  
IN THIS SURVEY.

	Conf. D.	Page
Argentina . . . . .	92 and 93	52, 13
Austria . . . . .	93	14
Belgium . . . . .	93	14
Brazil . . . . .	93	15
Bulgaria . . . . .	93	15
Canada . . . . .	93	15
Chile . . . . .	93	16
China . . . . .	88	50
Czechoslovakia . . . . .	91	52
Denmark . . . . .	90	51
Finland . . . . .	93	16
France . . . . .	56	23
Germany . . . . .	79 and 93	29, 17
Haiti . . . . .	80	32
Hejaz . . . . .	97	54
Hungary . . . . .	93	17
Italy . . . . .	81 and 93	33, 18
Japan . . . . .	94	53
Latvia . . . . .	93	18
Netherlands . . . . .	84	48
Norway . . . . .	89	51
Persia . . . . .	93	19
Poland . . . . .	76 and 93	27, 19
Portugal . . . . .	93	20
Roumania . . . . .	93	20
Spain . . . . .	74 and 93	27, 21
Sweden . . . . .	83	48
Switzerland . . . . .	86	49
Turkey . . . . .	78 and 93	29, 22
Union of Soviet Socialist Republics . . . . .	82 <sup>1</sup>	34
United Kingdom . . . . .	95	54
United States of America . . . . .	85	49
Yugoslavia . . . . .	93	22

SURVEY

I. ORGANISATION OF PEACE.

A. ARBITRATION.

Denmark . . . . .	90 (8)	51
France . . . . .	56 (V)	26
Haiti . . . . .	80 (5)	33
Portugal . . . . .	93	20

B. SECURITY.

I. *General Proposals.*

Austria . . . . .	93	14
Belgium . . . . .	93 (5)	14
Bulgaria . . . . .	93	15
Canada . . . . .	93	15
Czechoslovakia . . . . .	91 (last para.)	52
Denmark . . . . .	90 (9)	51
Finland . . . . .	93	16
France . . . . .	56 (V)	26
Germany . . . . .	93	17

<sup>1</sup> See also Conf.D.87 (new edition of the Draft Convention submitted to the Preparatory Commission), page 39.

B. SECURITY (continued).

I. General Proposals (continued).

	Conf. D.	Page
Haiti . . . . .	80 (I and 5)	32-33
Japan . . . . .	94 (2)	53
Latvia . . . . .	93	18
Persia . . . . .	93	19
Poland . . . . .	93	19
Portugal . . . . .	93	20
Roumania . . . . .	93	20
Spain . . . . .	93	21
Yugoslavia . . . . .	93	22

2. Definition of the Aggressor.

Belgium . . . . .	93 (6)	15
France . . . . .	56 (V)	26
Haiti . . . . .	80 (I)	32
Roumania . . . . .	93	20

3. Creation of an International Force.

Bulgaria . . . . .	93	15
Czechoslovakia . . . . .	91 (6)	52
Denmark . . . . .	90 (7)	51
Finland . . . . .	93	16
France . . . . .	56 (III)	25
Haiti . . . . .	80 (8)	32
Latvia . . . . .	93	18
Poland . . . . .	93	19
Roumania . . . . .	93	20
Spain . . . . .	93	21

4. Placing at the Disposal of the League of Nations or Other International Authority of Certain Material.

France . . . . .	56 (I and II)	23-24
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C. MORAL DISARMAMENT.

China . . . . .	88 (II)	50
Persia . . . . .	93	19
Poland . . . . .	76 (see also Conf.D.16)	27
Roumania . . . . .	93	20
Spain . . . . .	93	21

D. ADAPTATION OF PACTS, TREATIES AND NATIONAL LAWS.

Austria . . . . .	93	14
Bulgaria . . . . .	93	15
Germany . . . . .	93	17
Haiti . . . . .	80 (4 and 7)	33
Poland . . . . .	76 (I) and 93	27, 19
Roumania . . . . .	93	20

II. DIRECTIVES AND PRINCIPLES OF A GENERAL ORDER FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

Austria . . . . .	93	14
Belgium . . . . .	93 (I and 7)	14, 15
Brazil . . . . .	93	15
Bulgaria . . . . .	93	15
Chile . . . . .	93	16
China . . . . .	88 (I and III)	50
Czechoslovakia . . . . .	91 (2 and 7)	52
Denmark . . . . .	90 (3 and 6)	51
Finland . . . . .	93	16

II. DIRECTIVES AND PRINCIPLES OF A GENERAL ORDER FOR THE REDUCTION AND LIMITATION OF ARMAMENTS (*continued*).

	Conf. D.	Page
France . . . . .	56	23
Germany . . . . .	79 and 93	29, 17
Haiti . . . . .	80 (2)	33
Hejaz . . . . .	97	54
Hungary . . . . .	93	17
Italy . . . . .	81 and 93 (1 and 2)	33, 18
Japan . . . . .	94 (2 and 3)	53
Latvia . . . . .	93	18
Norway . . . . .	89 (1 and 5)	51
Persia . . . . .	93	19
Poland . . . . .	93	19-20
Portugal . . . . .	93	20
Roumania . . . . .	93	20
Spain . . . . .	74 and 93	27, 21
Switzerland . . . . .	86 (2)	50
Turkey . . . . .	78 (1) and 93	29, 22
U. S. S. R. . . . .	82	34
United Kingdom . . . . .	95	54

III. DRAFT CONVENTION DRAWN UP BY THE PREPARATORY COMMISSION: ATTITUDE OF THE VARIOUS DELEGATIONS.

Argentina . . . . .	93 (1)	13
Belgium . . . . .	93 (2)	14
Canada . . . . .	93	15
Czechoslovakia . . . . .	91 (1)	52
Finland . . . . .	93	16
France . . . . .	56	23
Germany . . . . .	79 and 93	29, 17
Hungary . . . . .	93	17
Italy . . . . .	93 (2 b)	18
Japan . . . . .	94 (1)	53
Norway . . . . .	89 (1)	51
Netherlands . . . . .	84 (1)	48
Poland . . . . .	93 (2, 4 and 5)	19
Portugal . . . . .	93	20
Sweden . . . . .	83 (1)	48
Switzerland . . . . .	86 (1)	50
United States of America . . . . .	85 (1)	49

IV. ALTERNATIVE OR COMPLEMENTARY DRAFTS OF CONVENTIONS.

France . . . . .	56	23
Germany . . . . .	79 and 93	29, 17
U. S. S. R. . . . .	82 and 87	34, 39

V. PERSONNEL.

A. EFFECTIVES.

Germany . . . . .	79 (1 to 4, 14 and 15)	30, 31
Netherlands . . . . .	84 (2 a)	48
Spain . . . . .	93	21
Sweden . . . . .	83 (2 a)	48
U. S. S. R. . . . .	82 and 87	34, 39
United Kingdom . . . . .	95 (1)	54
United States of America . . . . .	85 (7)	49



B. TRAINED RESERVES.

	Conf. D.	Page
Germany . . . . .	79 (2)	30
Netherlands . . . . .	84 (2 a)	48
Sweden . . . . .	83 (2 a)	48
U. S. S. R. . . . .	87	39

C. FORMATIONS ORGANISED ON A MILITARY BASIS.

Germany . . . . .	79 (5)	30
Poland . . . . .	93	19
Turkey . . . . .	78 (5)	29
U. S. S. R. . . . .	87	39

D. PERIOD OF SERVICE.

Latvia . . . . .	93	18
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VI. MATERIAL OF LAND ARMAMENTS.<sup>1</sup>

A. INDIRECT LIMITATION.

Spain . . . . .	74	27
Sweden . . . . .	83 (2 and 6)	48
Switzerland . . . . .	86 (3)	50
United States of America . . . . .	85 (9)	49

B. DIRECT LIMITATION.

Austria . . . . .	93	14
Germany . . . . .	79 (7, 23)	31, 32
Hungary . . . . .	93	17
Netherlands . . . . .	84 (2 b)	48
Norway . . . . .	89 (2)	52
Spain . . . . .	74	27
Sweden . . . . .	83 (2 b)	48
Switzerland . . . . .	86 (3)	50
U.S.S.R. . . . .	87	39
United States of America . . . . .	85 (9)	49

C. ABOLITION OR LIMITATION OF CERTAIN LAND ARMS.

1. Heavy Artillery.

Austria . . . . .	93	14
Belgium . . . . .	93 (3)	14
China . . . . .	88 (III)	50
Germany . . . . .	79 (6)	30-31
Italy . . . . .	81	33
Latvia . . . . .	93	18
Netherlands . . . . .	84	48
Portugal . . . . .	93	20
Spain . . . . .	93	21
Sweden . . . . .	83 (2 c)	48
Switzerland . . . . .	86 (6)	50
Turkey . . . . .	78 (2 b)	29
U.S.S.R. . . . .	87	39
United Kingdom . . . . .	95 (2)	54
United States of America . . . . .	85 (8)	49

2. Tanks:

Austria . . . . .	93	14
China . . . . .	88 (III)	50

<sup>1</sup> See also XVI.B.

C. ABOLITION OR LIMITATION OF CERTAIN ARMS (*continued*).

	Conf. D.	Page
2. <i>Tanks</i> (continued).		
Germany . . . . .	79 (6)	30-31
Italy . . . . .	81	33
Latvia . . . . .	93	18
Netherlands . . . . .	84	48
Spain . . . . .	93	21
Sweden . . . . .	83 (2 c)	48
Switzerland . . . . .	86 (6)	50
Turkey . . . . .	78 (2 c)	29
U.S.S.R. . . . .	87	39
United States of America . . . . .	85 (8)	49

D. LAND FORTIFICATIONS.

Germany . . . . .	79 (8)	31
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VII. MATERIAL OF NAVAL ARMAMENTS.<sup>1</sup>

A. ABOLITION OR LIMITATION OF CERTAIN CATEGORIES OF WARSHIPS.

1. *Warships of all categories.*

Germany . . . . .	79 (9 and 12)	31
Spain . . . . .	74	27
Turkey . . . . .	78 (2 d)	29
U.S.S.R. . . . .	82 and 87	34, 39
United Kingdom . . . . .	95 (4)	54
Yugoslavia . . . . .	93	22

2. *Capital Ships.*

Argentina . . . . .	92 (1) and 93 (3)	52-53, 13
China . . . . .	88 (III)	50
Germany . . . . .	93	17
Italy . . . . .	81	33
Japan . . . . .	94 (6)	53
U.S.S.R. . . . .	87	39

3. *Aircraft-Carriers.*

China . . . . .	88 (III)	50
Germany . . . . .	79 (10)	31
Italy . . . . .	81	33
Japan . . . . .	94 (7, 8, 9)	53
U.S.S.R. . . . .	82	34

4. *Submarines.*

Austria . . . . .	93	14
China . . . . .	88 (III)	50
Germany . . . . .	79 (II)	31
Italy . . . . .	81	33
Spain . . . . .	74	27
U.S.S.R. . . . .	87	39
United Kingdom . . . . .	95 (3)	54
United States of America . . . . .	85 (4)	49

B. MERCHANT VESSELS.

Germany . . . . .	93	17
Japan . . . . .	94 (10)	53
Spain . . . . .	74	27
U.S.S.R. . . . .	87	39

<sup>1</sup> See also XVI.C.

C. NON-FLOATING MATERIAL.

	Conf. D.	Page
Germany . . . . .	79 (13)	31
U.S.S.R. . . . .	87	39

D. FORTIFICATIONS CONTROLLING INTERNATIONAL SEA ROUTES.

Germany . . . . .	79 (16)	31
Spain . . . . .	93	21

E. TREATIES OF WASHINGTON AND LONDON: APPLICATION AND EXTENSION.

Japan . . . . .	94 (7)	53
United States of America . . . . .	85 (2 and 3)	49

VIII. MATERIAL OF AIR ARMAMENTS. <sup>1</sup>

A. MILITARY AVIATION: ABOLITION OR LIMITATION.

1. *General Proposals.*

Denmark . . . . .	90 (2 a)	51
Germany . . . . .	79 (17 and 19)	31-32
Hejaz . . . . .	97 (2)	54
Spain . . . . .	74	27
Sweden . . . . .	83 (3 a)	48
Turkey . . . . .	78 (2 a)	29
U.S.S.R. . . . .	82 and 87	39, 34

2. *Bombing Aircraft.*

Austria . . . . .	93	14
Belgium . . . . .	93 (3)	14
China . . . . .	88 (III)	50
France . . . . .	56 (I-2)	24
Hungary . . . . .	93	17
Italy . . . . .	81	33
Latvia . . . . .	93	18
Portugal . . . . .	93	20
Roumania . . . . .	93	20
Switzerland . . . . .	86 (6)	50
U.S.S.R. . . . .	87	39

B. CIVIL AVIATION: INTERNATIONALISATION OR CONTROL.

Belgium . . . . .	93 (3)	14
Denmark . . . . .	90 (2 b)	51
Spain . . . . .	74	27
France . . . . .	56 (I-1)	23
Sweden . . . . .	83 (3 b)	48
Switzerland . . . . .	86 (4)	50
U.S.S.R. . . . .	87	39

IX. EXPENDITURE ON NATIONAL DEFENCE. <sup>2</sup>

Denmark . . . . .	90 (3)	51
Germany . . . . .	79 (23)	32
Norway . . . . .	89 (2)	51

<sup>1</sup> See also XVI.D.

<sup>2</sup> See also VI.A.

IX. EXPENDITURE ON NATIONAL DEFENCE *(continued)*.

	Conf. D.	Page
Persia . . . . .	93	19
Poland . . . . .	93	19
Portugal . . . . .	93	20
Sweden . . . . .	83 (4)	48
Switzerland. . . . .	86 (3)	50
U.S.S.R. . . . .	87	39

X. CHEMICAL AND BACTERIOLOGICAL ARMS.

A. PROHIBITION OF USE.

Argentina . . . . .	93	13
Austria . . . . .	93	14
Belgium . . . . .	93 (3)	14
Czechoslovakia . . . . .	91 (4 and 5)	52
Denmark . . . . .	90 (5)	51
Germany . . . . .	79 (20)	32
Haiti . . . . .	80 (3)	32
Hejaz . . . . .	97 (1)	54
Italy. . . . .	81	33
Japan . . . . .	94 (5)	53
Latvia . . . . .	93	18
Netherlands . . . . .	84 (5)	48
Portugal . . . . .	93	20
Roumania . . . . .	93	20
Sweden . . . . .	83	48
Switzerland. . . . .	86 (7 a)	50
Turkey. . . . .	78 (3 and 4)	29
U.S.S.R. . . . .	87	39
United Kingdom . . . . .	95	54
United States of America . . . . .	85 (6)	49
Yugoslavia . . . . .	93	22

B. PROHIBITION OF PREPARATION AND (OR) OF CONTROL OF MANUFACTURE  
OF CHEMICAL PRODUCTS (OF USE FOR WAR).

Austria . . . . .	93	14
Denmark . . . . .	90 (5)	51
Germany . . . . .	79 (20)	32
Latvia . . . . .	93	18
Netherlands . . . . .	84 (5)	48
Sweden . . . . .	83 (5)	48
Turkey. . . . .	78 (3 and 4)	29
U.S.S.R. . . . .	87	39

XI. PUBLICITY (EXCHANGE OF INFORMATION).

Germany . . . . .	79	29
Netherlands . . . . .	84 (3)	48
Switzerland. . . . .	86 (5)	50
U.S.S.R. . . . .	87	39

XII. SUPERVISION (PERMANENT DISARMAMENT COMMISSION).

Argentina . . . . .	93 (2)	13
Austria . . . . .	93	14
Belgium . . . . .	93 (4)	14
Czechoslovakia . . . . .	91 (3)	52
Denmark . . . . .	90 (4)	51

XII. SUPERVISION (PERMANENT DISARMAMENT COMMISSION) *(continued)*.

	Conf. D.	Page
Finland . . . . .	93	16
Germany . . . . .	79 (24)	32
Haiti . . . . .	80 (2)	33
Norway . . . . .	89 (4 and 5)	51
Poland . . . . .	93	19
Portugal . . . . .	93	20
Roumania . . . . .	93	20
Sweden . . . . .	83 (6)	48
Switzerland . . . . .	86 (9)	50
U.S.S.R. . . . .	87	39
United Kingdom . . . . .	95	54

XIII. SPECIAL PROVISIONS TO BE INSERTED IN THE CONVENTION.

Germany . . . . .	79 (25)	32
Spain . . . . .	74	27
U.S.S.R. . . . .	87	39

XIV. TRADE IN ARMS, AMMUNITION AND WAR MATERIAL.

Czechoslovakia . . . . .	91 (3)	52
Germany . . . . .	79 (21)	32
Norway . . . . .	89 (4)	51
Spain . . . . .	74	27
Switzerland . . . . .	86 (9)	50

XV. MANUFACTURE OF ARMS, AMMUNITION AND WAR MATERIAL.

Czechoslovakia . . . . .	91 (3)	52
Germany . . . . .	79 (22)	32
Norway . . . . .	89 (4)	51
Spain . . . . .	74	27
Switzerland . . . . .	86 (8)	50

XVI. RESTRICTIONS AND INTERDICTIONS OF THE USE OF CERTAIN ARMS AND PROTECTION OF CIVILIAN POPULATIONS.

A. GENERAL PROPOSALS.

Argentina . . . . .	93	13
Austria . . . . .	93	14
Belgium . . . . .	93 (3)	14
China . . . . .	88 (III)	50
Denmark . . . . .	90 (1)	51
Finland . . . . .	93	16
Haiti . . . . .	80 (3)	33
Hejaz . . . . .	97 (3)	54
Hungary . . . . .	93	17
Italy . . . . .	81	33
Japan . . . . .	94 (4)	53
Latvia . . . . .	93	18
Norway . . . . .	89 (3)	51
Netherlands . . . . .	84 (4 and 6)	48
Persia . . . . .	93	19
Portugal . . . . .	93	20
Spain . . . . .	74	27
Sweden . . . . .	83 (2 c)	48
Switzerland . . . . .	86 (6 and 7)	50
U.S.S.R. . . . .	87	39
United Kingdom . . . . .	95	54

B. LAND ARMAMENTS.

	Conf. D.	Page
France . . . . .	56 (IV)	25-26
Spain . . . . .	74	27

C. NAVAL ARMAMENTS.

Argentina . . . . .	92 (2), 93 (4)	53, 13-14
France . . . . .	56 (IV)	25-26
Netherlands . . . . .	84 (6 b)	48
Yugoslavia . . . . .	93	22

D. AIR ARMAMENTS.

Austria . . . . .	93	13
Czechoslovakia . . . . .	91 (4 and 5)	52
France . . . . .	56 (IV)	25-26
Germany . . . . .	79 (18)	31
Haiti . . . . .	80 (3)	33
Japan . . . . .	94 (4)	53
Latvia . . . . .	93	18
Netherlands . . . . .	84 (6 a)	48
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Geneva, February 22nd, 1932.

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M. Bosch (Argentine), *February 16th, 1932.*

The Argentine delegation would naturally be glad if the Conference could agree to abolish in land, naval and air forces all those factors which, by their very nature, are specially destined for aggression, and if this Convention could be supplemented by effective stipulations prohibiting chemical and bacteriological methods of warfare, the use of which is entirely contrary to all social progress.

I will now pass to the concrete points which our delegation wishes to submit at the present stage.

1. The Argentine delegation accept as a basis of discussion the draft Convention drawn up by the Preparatory Commission.

2. The Argentine Republic will support the establishment of a permanent international supervision of armaments in application of any agreements concluded here, provided that this supervision is accepted unanimously and without reservation and is carried out in a practical form and to the extent considered by the Conference to be compatible with the sovereign rights of each State.

3. The Argentine Republic proposes that an undertaking should be entered into between countries which did not sign the Washington and London Naval Treaties, not to build or acquire capital ships of more than 10,000 tons, since these armaments have a definitely aggressive character. Our country, like those States which signed the above-mentioned treaties, considers that, if the naval problem cannot be solved at one stroke, it will in any case be necessary to seek practical and positive solutions which will enable us gradually to draw nearer to the ideal to which we all aspire.

4. The Argentine Republic considers that there is one conception, that of contraband of war, of which this Conference should endeavour to lay down at least the essential principles, if it is not possible to define it more fully.

The conflagration of 1914-1918 showed that the lives of civilians, the extension of hostilities to distant countries and, what is still more serious, the consequent increase in the number of belligerents, depends on the interpretation given to this conception. The London Declaration of 1909 attempted to cover and solve the complex problem as a whole. Experience has shown that this is impossible. In the frenzy of war this feeble structure, which was too theoretical and complicated was destroyed. The problem must be tackled in its simplest and most elementary form.

The war afforded a terrible proof of the fact that no country possesses unlimited and inexhaustible wealth for the support of its population. No country can be sure, if its attempts to conquer its opponents by this means, that the weapon will not be used against it. The spectre of famine would then be bound to arise, there would be the risk of a blockade of essential routes and finally and inevitably unrestricted submarine warfare. The object of this Conference is to reduce and limit armaments and also to mitigate the horrors of war, should this prove unavoidable in spite of our efforts. In accordance with the proposals and views which I have put before you, the Argentine delegation has the honour to propose to the Conference that an international agreement should be concluded under which the signatory States would agree never to regard as contraband of war certain foodstuffs to be mentioned in the Convention.

To exclude foodstuffs from articles which are declared contraband is to humanise war in the same way as is done by the prohibition to use bacteria and asphyxiating gases. The Argentine delegation accordingly hopes that this proposal will receive the unanimous support of Powers both great and small, producing and consuming countries alike, of those nations which passed

blockade organised against the aggressor, or allowing the aggressor State to trade with it or to obtain supplies from it. That argument is a very strong one, and it is worth careful examination. It is based upon the necessity for effective co-operation of all States against that State which is guilty of having violated its undertakings. It is a sound idea; it is the idea which is the basis of the League of Nations."

6. We are ready to examine with the greatest possible care and in the most open-minded spirit any proposal which is calculated to strengthen the authority of the League of Nations and develop common action and make it more effective. We should be making a considerable step forward if, as proposed by the French delegation, we devised a more precise definition of the aggressor.

7. It is therefore only stage by stage that we shall advance towards security; consequently disarmament will also come about stage by stage.

8. In the present year there are important political questions which will have to be considered. Considerable budgetary difficulties are being encountered by all States, difficulties which disorganise credit and paralyse initiative.

**M. de Macedo Soares (Brazil) February 9th, 1932.**

*. . . The system of excessive armaments has led to a political classification of nations into Great Powers and Powers of limited interests. It is therefore the duty of the Powers most concerned to take the initiative and to lay proposals before this plenary assembly, proposals backed by a conscious will and by loyal action on the part of their authors.*

**M. A. Malinoff (Bulgaria), February 18th, 1932.**

*. . . In view of this fortunate change of circumstances, Bulgaria feels herself justified in considering that the great difference between the present conditions and those existing immediately after the Great War removes any necessity for the one-sided disarmament to which she has been subjected. Every fresh problem requires a fresh solution. In the view of Bulgaria, the solution for the present problem is to be found in permanently reinforcing those means placed at the disposal of the world by the Covenant of the League which have not always played a large enough part in the settlement of the differences which have arisen from time to time. Such consolidation can only be obtained by the conclusion of a general pact of mutual assistance or by the creation of an international army for the purpose of applying effective sanctions in the case of a breach of the Covenant.*

*A further essential to this solution is, in the opinion of Bulgaria, the establishment of legal equality and freedom for each country to adopt that method of recruitment which is most suitable to the requirements of its national defence, the particular circumstances of each country being taken into account.*

*Thus, the edifice which we are striving to construct must rest upon a foundation of equality and equity; these foundations alone are durable; they alone correspond to the high ideals which inspired the authors of the Covenant of the League of Nations.*

*. . . In the hope that no less than other States, we will be guaranteed a security worthy of the name, Bulgaria declares that she is ready to bring to the Conference her modest quota of assistance in the great work of ensuring the success of our labours, and that she will accept any Convention founded upon the principles which I have just laid down.*

**Sir George H. Perley (Canada), February 13th, 1932.**

*. . . His Majesty's Government in Canada is convinced that the time has now come for a general limitation and reduction of armaments, and we believe that, for this purpose, the draft Convention now before the Conference, though it includes details which require further examination, provides a suitable basis for discussion and consideration.*

*. . . In respect to the organisation of peace, the importance of which we appreciate, we recognise the value of the many agreements that have been made during the last twelve years, and we are convinced that those agreements should already have resulted in a marked reduction of armaments, rather than in the disturbing increases which, in many cases, the published figures show. We think further that this organisation of peace can best be achieved at this time by emphasising the prevention of conflicts, rather than the punishment of aggression; by building up machinery for conciliation, rather than providing for sanctions; by using the League of Nations as a channel through which international public opinion can express itself, rather than by developing it into a super-State.*

*. . . May I repeat, in conclusion, that His Majesty's Government in Canada will wholeheartedly support any and every constructive proposal for the limitation and reduction of armaments which may be laid before this Conference. We believe that action towards this end should be taken, and taken now. Further delay would be fatal.*

proposal, this solution may involve the entrusting to an international organ, still wider in scope than the League, of certain duties in connection with the application of a Convention which is to be drawn up. *Finland is prepared to support this idea of such a body in so far as it is essential to the success of universal disarmament*; she is convinced that, if only the principle, which is political in its nature, is once accepted, it will always be possible to find a formula which will be in perfect harmony with the Covenant of the League.

**M. Brüning** (Germany), *February 9th, 1932.*

*The German people looks to the present Conference to solve the problem of general disarmament on the basis of equal rights and equal security for all peoples.*

**M. Nadolny** (Germany), *February 18th, 1932.*

*The proposals that we have thus drawn up cover the whole field of disarmament. They are, therefore, not merely supplementary to the draft Convention prepared by the Preparatory Commission, but they constitute the various components of a complete plan that we desire to see discussed side by side with the draft submitted by the Preparatory Commission.*

*But the German delegation declare here and now that it is also prepared to agree to the complete abolition of capital ships as proposed by Italy, Spain, and other delegations.*

*It would, in particular, be glad if the Spanish proposal were accepted—that is to say, the proposal prohibiting in time of peace the fitting of merchant ships for military use.*

*The provisions of the Treaty of Peace concerning disarmament should be replaced by the new Convention which we shall be concluding under Article 8 of the Covenant.*

#### NOTE BY THE HUNGARIAN DELEGATION.

The Hungarian delegation had the honour to state during the general discussion, which is not yet closed, the principles of which it will request the application in regard to the decisions to be taken on points of detail; it has made known its desire that these decisions should be based on the idea of peace and security for all and has stated that it is not attached to any particular formula; it considers that a practical agreement will be reached more easily if the Conference does not begin with general decisions, the scope of which cannot be gauged and which might possibly lead to discord and even to ruptures, which must be avoided at all costs. The Hungarian delegation has refrained from submitting detailed proposals in advance, but reserves the right to do so, in accordance with the principles set forth above, during the special discussion of the various articles and the proposals laid before the Conference by certain delegations.

We also have the honour to send you the authentic text of the speech delivered by the first delegate of Hungary which, we would repeat, contains not formal proposals but concrete suggestions that will help to explain our views.

**Count Albert Apponyi** (Hungary), *February 13th, 1932.*

*In thus speaking of peace, I am following the recommendation which has been made, because the consolidation of peace cannot be regarded as an isolated problem. It is rather the central star around which all other special problems revolve like planets. Whether we are endeavouring to set up arbitration treaties, whether we are endeavouring to adjust the Covenant to the various Conventions concluded—whatever we are doing on these lines—the ultimate aim is always the consolidation and firm establishment of peace.*

*It is from this standpoint that I shall therefore consider the modest contribution that our country desires to make to the success of this Conference.*

*Our contribution to the difficult work with which this Conference is faced is to secure a general reduction of armaments in such a way as will meet with the exigencies of the moment and satisfy the demands of public opinion. But, obviously, we cannot renounce the arms that we have not got. We can only, therefore, insist upon the application of the principles whose enforcement is, in our view, necessary for us to secure really satisfactory results; that is to say, to move towards the ultimate aim in view—namely, the general reduction of armaments and the consolidation of peace.*

*What are these principles? I do not wish to expound theories to you; I simply want to lay before you one or two ideas which should commend themselves to this Conference on their own merits.*

*For us, the general outline of the kind of thing which disarmament was contemplated to be is given in Article 8 of the Covenant. That only applies, it is true, to Members of the League of Nations, but the terms of that clause have been drafted so wisely and so logically that I cannot help feeling those countries that are not members of the League (or as I always prefer to regard them, not yet members of the League) will be prepared to conform with Article 8 of the Covenant.*

*M. Léon Bourgeois, replying, made it perfectly clear that there could not be two kinds of principles in a society if it was to be truly a society of nations.*

M. Hussein Alâ (Persia), February 16th, 1932.

. . . *There is considerable good and considerable truth in all the arguments submitted.* It might be said that the ideal would be the abolition of war by total and general disarmament as proposed by the Delegate of the Union of Soviet Socialist Republics; or the equalisation of armed forces as proposed by the Minister for Foreign Affairs of Turkey.

. . . On one point I note with pleasure that we all agree. I refer to the necessity for the protection of civil populations, and the proscription of the use of the most aggressive forms of armaments. That is a step forward upon which the Conference might congratulate itself. In order to emphasise this determination to put a limit to aggression and recognise only legitimate defence, we might at the same time as considering the abolition of the most deadly and offensive weapons also consider *the strengthening of the means of defence of the less protected countries, the countries that have no fortifications and are insufficiently equipped from an industrial point of view.* The cause of the consolidation of peace would be thereby helped and strengthened. *This case must be foreseen if the principle of budgetary limitation is in the long run accepted.*

. . . Instead of spending our time in discussion as to whether *disarmament* comes before *security*, or, *vice versa*, it would be better for us to harness ourselves to useful and practical work and to agree on the *necessity of considering these two ideas side by side.*

With each step forward in the direction of security should correspond an equivalent in armaments. We shall thus arrive at a gradual consolidation of peace with less risk, and diminish armaments to the minimum provided for by Article 8 of the Covenant. Let us devote ourselves by every means possible to *moral disarmament*, because, as M. Hymans said so well, "it is the manners and customs of mankind which engender security", and "the respect for international law must sink deep into the consciousness of peoples".

. . . All we ask is to conform to Article 8 of the Covenant, which provides for the maintenance of national armaments consistent with a minimum of security and with the carrying out of international obligations imposed by common action, *taking due account of the geographical situation and the special conditions of each State.*

M. Zaleski (Poland), February 10th, 1932.

. . . For this reason, we have welcomed with real satisfaction the inclusion in the agenda of the French proposals to give the League of Nations an effective executive power, since this would in our opinion make possible an appreciable reduction of armaments.

[Poland's point of view on the draft Convention.]

I need only refer to the statements made in the Preparatory Commission."

[Poland's point of view on the problem of the reduction and limitation of armaments and on security—given in the Polish memorandum dated September 14th, 1931 document C.043.M.257.1931, (Conf. D.17).]

It is indispensable . . . that this draft (of the Preparatory Commission) should constitute the main basis of discussion.

. . . We regret that no reference has been made to the "potentiel de guerre".

. . . Let us hope that these omissions (from the draft Convention) will be at least partially made good by adequate guarantees against aggression.

. . . Nor must we lose sight of the necessity of ensuring that the provisions of the Convention cannot be rendered inoperative by some re-adaptation of the systems of military organisation.

. . . Obviously, if any country were to *expend an inordinate amount of its formations organised on a military basis*—an amount even equal, perhaps, to its military expenditure in the strict sense of the term—a situation would arise which would necessarily cause some concern.

. . . The limitation of the aggregate expenditure on the armed forces and formations organised on a military basis in the widest sense of the term is hence the only effectual limitation possible in the matter of armaments.

[Concerning the limitation of expenditure on armaments.]

. . . The Conference must carefully survey the whole of this field of the limitation of the expenditure on armaments; for there are a great many questions unsettled, such as the establishment of *reasonable proportions between the expenditure of countries which have the advantage of having uninterruptedly and continuously organised their defence system, and whose territory has never been devastated or suffered foreign occupation, and countries which have had to build up their system of national defence during the gravest economic crisis ever known in the history of mankind.*

. . . The attention of the world and of the whole body of public opinion must be mainly directed towards *preparations for war in every sphere: preparation for industrial aggression, preparation for air aggression and so on.*

Our efforts must also be directed towards the repression of international offences constituting a breach of the stipulations of the future Convention.

I am well aware that it will sometimes be a particularly delicate matter to find common solutions for the Members and non-Members of the League.

We shall make a genuine effort (to find these common solutions) without thereby being obliged to abandon the principles on which the Covenant is based.

In the sphere of mutual assistance but very meagre progress has been recorded since the Covenant of the League.

Possibly in certain cases a solution on a regional basis within the general framework of the Convention will be found the most suitable, according to well-known precedents.

M. Branco (Portugal), February 15th, 1932.

We are therefore in favour of compulsory arbitration.

We still think that if it were possible to revive and secure the acceptance of the provisions of the latter instrument, a decisive step forward would have been taken towards the organisation of peace.

In any case it does not seem to us that in the present situation so far as international undertakings are concerned, in view of the fragility of certain legal obligations, in view of the fact that in the event of a conflict any country can refuse to appear before the organisation of international justice, it does not appear to us in those circumstances that the normal operation of collective assistance constitutes an effective guarantee of security. In the circumstances it will be necessary for a system of mutual assistance to be set up by way of reinforcement of the safeguards provided for in the Pacts of general solidarity. These supplementary special guarantees will be necessary so long as that general solidarity which is referred to in the text of the Covenant is merely general in theory and is liable in practice to disastrous instances of default.

We are prepared to maintain our armaments within the limits set by figures which we shall have occasion to submit in detail to the Technical Committees, figures which must necessarily be computed in consideration of what I have just said.

We accept as the basis of our discussion the Draft Convention prepared by the Preparatory Commission. We approve of the limitation of armaments by way of budgetary reductions; we are prepared to accept control by a Permanent Commission as proposed by the Preparatory Commission, provided that all the nations concerned have an opportunity of being represented in turn upon that supervisory body.

We note with great pleasure that all the previous speakers have undertaken on behalf of their countries to abolish chemical and bacteriological warfare. I need hardly tell you how gladly we associate ourselves with those declarations, especially as there is already in existence a special Protocol on the subject which has been signed by Portugal and a number of other countries.

With regard to the suppression of arms which has been termed aggressive, such as long-range artillery, bombing aircraft, etc., we view with every sympathy the proposals that have been made, provided they are accompanied by effective safeguards and guarantees that they will really be put into general effect.

Its armaments have not been renewed or modernised as they will have to be.

A number of highly interesting proposals have been put forward during the discussion here. Some of them will require careful consideration, and we shall examine them in the most sympathetic and broad-minded spirit, especially in view of the fact that in the course of my speech I have had occasion to adopt certain of the principles on which they are based.

I am glad to be able to tell you as a definite earnest of our goodwill and sincerity in this matter that the Government of the Portuguese Republic has decided to accede to the General Act of Arbitration.

M. Ghika (Roumania), February 17th, 1932.

My distinguished colleague, the Polish Minister for Foreign Affairs, has, moreover, clearly proved that organised moral disarmament is an absolutely necessary condition for military disarmament, and he has set out the main lines of his argument in the excellent memorandum he submitted last September. The urgent necessity of such action must be apparent to all. In every country sincere efforts should be made to achieve this purpose by those on whom the education of the young—and consequently the future of the nations—depends: I refer to the action which must be undertaken by parents, by the schools and by the Church, nay even by the cinemas and newspapers.

In this essential and burning question of moral disarmament I am proud to be able to say that Roumania was the first country to introduce in her Draft Penal Code the offence of war propaganda—that propaganda referred to in the Polish memorandum. My country intends to bring her internal law into line with the new international law.

In this same spirit the Roumanian representatives at the various Conferences have expressed the desire that international conventions should be concluded for the universal prevention and punishment of war propaganda and all individual acts likely to disturb international relations.

. . . So much so that, advancing again certain logical projects, the French delegation, through its eloquent and outspoken mouthpiece M. Tardieu, invites us finally to provide the League with that force which it has hitherto lacked.

The Roumanian delegation gives to this proposal its warmest welcome and its fullest support; in its opinion, it provides not merely an instrument for the safeguarding and, if necessary, the successful re-establishment of peace through the application of speedy sanctions against violators of the Covenant, but also, a most important fact, a means of endowing the Covenant and the League with the prestige and the armed force which in the last resort are essential to the curbing of any temptation to appeal to arms or undertake aggressive action.

. . . It has given us very great pleasure to listen to the speeches of Sir John Simon, of the Hon. Mr. Gibson, M. Grandi, and to that of M. Tardieu, and to note that their words, whose eloquence equals their wealth of practical wisdom, contain many points of agreement which are of the happiest possible augury, particularly as regards the prohibition of chemical and bacteriological warfare and of the employment of bombing planes against open towns and the civil population. Agreement on this point will have the invaluable advantage of providing, even if only in a limited sense, a criterion by which the aggressor in a given case can be determined, a matter on which at the present time ideas are far too vague.

I am in agreement with the remarks which the head of the Polish delegation made on the subject of war potentials. This matter is one of primary importance if we compare, on the one hand, the industrial equipment of States well supplied with factories and with the means for the mass production of armaments by the rapid transformation of their factory equipment and, on the other hand, the absence of similar resources in the case of States whose lack of industrial development places them under the handicap of procuring from beyond their frontiers the arms and munitions required for their defence, and places them at the mercy of all the uncertainties of transport and loads them with the burden of heavy payments arising out of the weakness of their national currency.

Similarly, I follow the Danish delegation in its opinion that a really effective supervision is indispensable and would be one of the most valuable means of securing disarmament.

When furnishing information regarding the state of her armaments, Roumania at the same time made some brief remarks with the object of explaining her position; I should like to remind this Conference of the particular geographical position of my country, and to point out that her armaments bear no relation to her needs and security; the limitation of her future programmes in this respect will depend strictly on the guarantees which may be provided for her and which are involved in the effective application of Article 10 of the Covenant, through the provision of speedy and effective assistance from the other members of the League, and by the respect for treaties and agreements contained in the Part V of these Treaties.

M. Zulueta (Spain), February 12th, 1932.

. . . Efforts to palliate the evil by attempting to humanise war will prove useless. I ask pardon of the distinguished speakers who have advocated such methods if I express my doubts as to the desirability of the attempts which they support for the proscription of those arms which are called inhuman. War has its laws as objective as the law of gravitation, and experience has proved that belligerents do not in practice accept any means of humanising war other than those which do not impair the success of military operations. We are also of opinion that there is some danger in combining points of this character with the question of disarmament; for, in the first place, by so doing we are distracting the Conference from its real object, which is not to mitigate but to abolish war, and, in the second place, we are wasting time and invaluable effort when we endeavour to render war tolerable and, in so doing, weaken the means of disarmament. . . .

. . . Now, to abolish war, or, in other words, international anarchy, we must endeavour to create international order. We here assembled are the artisans of that order, and the League of Nations provides the plan. . . .

. . . Among those causes are some of a psychological character; these have been dealt with more particularly in the Polish delegation's memorandum, of which the importance will undoubtedly be recognised by the Conference. . . .

. . . Spain looks forward to the day when this first rough framework of an international city shall be firmly established, take shape and assume its full proportions.

Spain would be glad to see a further extension of compulsory arbitration, the juridical settlement of disputes, the strict and courageous application of the Convention for preventing war and the Convention on Financial Assistance; in a word, the whole system of mutual aid and goodwill which is the true guarantee of Peace. Instead of fresh texts she would like to see existing texts better remembered, more faithfully complied with and less . . . interpreted. Within this framework she would wish other nations to accompany her in a bold scheme of disarmament which would include:

*On land:* Reduction of armaments, personnel and material, to the lowest limits strictly necessary for maintaining order at home, for fulfilling international obligations, and for the service of the League.

*At sea:* The reduction of Navies to the status of coastal gendarmerie, the neutralisation of straits and a contribution by each country to an international Police Fleet.

*In the air:* The absolute prohibition of all military aviation combined with the internationalisation of commercial aviation.

. . . We also share the opinion of those delegations which have proposed the abolition of arms of a plainly aggressive character. While fully aware of the relative and empirical nature of this distinction, we nevertheless believe that it can be quite easily applied in practice.

We therefore propose the abolition of long-range and highly mobile artillery, together with tanks, ships in high-tonnage categories, long-range naval guns and military aeroplanes of every description.

We also propose that the fullest information should be published with regard to armaments and military establishments capable of manufacturing them, in pursuance of the last paragraph of Article 8 of the Covenant.

**Dr. Tevfik Rustu Bey (Turkey), February 15th, 1932.**

. . . The British delegate in his speech referred to the system of military service. In my country, as in many others, military service is a duty from which no citizen would desire to escape. I merely must point out in this connection that nowadays, when preliminary military training is almost universal, the question of military service is really little more than a matter of form and structure. *Therefore it would be essential for the Conference to recognise that each country must have the right to choose that form of military service which is best suited to its special circumstances and to its financial situation.*

**M. Marinkovitch (Yugoslavia), February 16th, 1932.**

. . . We are compelled to take this fact into account and to distinguish between armaments intended for national defence and armaments which are mainly aggressive in character.

. . . *We believe it should be possible to a very considerable extent to make this distinction in the case of certain arms—for example, in the case of aircraft, which is a new weapon in full course of development and in the case of navies.*

We reserve the right to consider this possible in greater detail in the competent committees, but we believe we may state at once that in our view it would be possible immediately, without compromising the security of any of the nations represented at the Conference, *to abolish all naval forces, the purpose of which is to make war at a distance, and which are consequently capable of being employed for aggressive war, and to restrict them to what is necessary for the defence of the national coast-line.*

. . . Again the Yugoslav delegation considers it essential to prohibit the preparation and use of chemicals and bacteria in war, even for purposes of legitimate defence. Such forms of warfare, besides being cruel and inhuman in the extreme, are in the nature of war for the purpose of extermination, inasmuch as their chief menace is to the civilian population. Attacking as they do the women and children, they destroy all hope of any possible revival in the future of the belligerent nations. But we believe it to be our duty to say openly *that the prohibition of these forms of war will be useless if no provision is made for sanctions.*

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## PROPOSALS OF DELEGATIONS

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*Official No.:* Conf. D. 56.

Geneva, February 5th, 1932.

### PROPOSALS OF THE FRENCH DELEGATION.

The Government of the Republic, conscious of the gravity of the problem to be solved, is convinced that, in accordance with previous work of the League of Nations, the Conference should deal with this problem as a part of general policy.

This is all the more important since it meets at a time of economic and moral tension, at a time of general disturbance and uneasiness, when events emphasise the absolute necessity of a better organisation in a tormented world.

The Government of the Republic is anxious to honour the promise contained in its memorandum of July 15th, 1931, and to reply to the repeated appeals made by the League of Nations, notably in the resolution of the Assembly of 1927. It intends thus to fulfil a double duty.

It assumes that, on the basis of the draft Convention of 1930, action will be taken with the least possible delay.

Further, it presents herewith proposals for placing civil aviation and bombing aircraft, and also certain material of land and naval forces, at the disposal of the League of Nations<sup>1</sup>; for the creation of a preventive and punitive international force; for the political conditions upon which such measures depend; and, lastly, for new rules providing for the protection of civil population.

#### I. PROPOSALS TO PLACE CIVIL AVIATION AND BOMBING AIRCRAFT AT THE DISPOSAL OF THE LEAGUE OF NATIONS.

The Government of the Republic proposes, in the first place, to the Conference a series of measures dealing with the newest arm of war, now increasing immoderately in size and technique with consequent disorganisation of prices and international competition—this war arm whose character is the most specifically offensive and the most threatening to civilians.

Bombing machines capable of carrying great loads and having a wide radius of action which enables them to conduct operations far within the territory of belligerent countries offer the aggressor a particularly cruel weapon for use against non-combatants. It is to such machines that the following provisions refer:

##### *1. Internationalisation of Civil Air Transport under a Regime to be organised by the League.*

This internationalisation, already studied by certain Governments for economic and financial reasons, would include:

(a) The undertaking by the Contracting parties not to permit their nationals to construct (with the exception of orders placed in accordance with the conditions fixed in paragraphs (b), (c) and (d) hereafter) or to employ machines capable of military use. The maximum unladen tonnage of authorised aircraft will be to this end and in accordance with the advice of their experts, limited by the Contracting parties to  $x$  tons for aeroplanes,  $x'$  for seaplanes and  $x''$  cubic metres for dirigibles.

(b) The creation of an international civil air transport service entrusted to continental, inter-continental or inter-colonial organisations, to operate air transport under the auspices

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<sup>1</sup> Or, in the case of the accession of States non-members of the League of Nations, of which several have taken part in the work of the Preparatory Commission, at the disposal of the international authority which would be constituted to ensure their co-operation.



of the League of Nations, which alone will have the right to build and to use machines of greater tonnage than that indicated in the preceding paragraph.

(c) The right to create lines between the home country and colonial territories presenting particular interest for one or more of the Contracting parties, provided always that they undertake to bear the costs, if requested to do so by the League of Nations, and that they submit to the League for its approval the number, the type and the unladen tonnage of the machines to be used.

(d) The fair distribution, according to their capacity, between the aviation industries of the different countries, of orders for material for international civil aviation, in accordance with conditions to be fixed in an annexed convention.

(e) The exclusive, permanent and inalienable right for the League of Nations to requisition all machines for the International Civil Air Service.

(f) The guarantee of the Contracting Parties not to place an embargo on machines belonging to the International Civil Air Service and not to sequester them, but to facilitate the League's right of requisition by all means in their power.

This internationalisation of civil aviation is the necessary condition of the proposals which follow.

## 2. *Limitation of Bombing Aircraft.*

The problem to be solved has two aspects of equal importance.

On the one hand, it is necessary that, in order to carry out its preventive and, if need be, its punitive action against war, the League of Nations should dispose of a superiority in air strength.

On the other hand, it would be inadmissible for a State suffering from an air bombardment, in violation of the rules laid down in Chapter V below, not to retain the full use of all its air strength in order to reply to this flagrant act of aggression.

In order to reconcile these two necessities, the Government of the Republic proposes:

(a) The contracting parties undertake not to retain, or not to build in the future for their military air forces, machines having an unladen tonnage exceeding a limit to be fixed by the contracting parties in consultation with their experts, at  $y$  tons for aeroplanes,  $y'$  tons for seaplanes and  $y''$  cubic metres for dirigibles.

Machines of tonnage above this limit will be set aside for the constitution of an international military air force. Consequently, they will be transferred by those contracting parties who own them when the Convention comes into force, to the League of Nations which will decide where they have to be stationed and will organise the command of the International Air Force.

(b) In the military air forces of the different States, two categories must be distinguished:

(1) Machines which will be left, in all circumstances, at the disposal of the Military Air Forces, and the unladen tonnage of which will be decided by the contracting parties after consultation with their experts and will not exceed  $z$  tons for aeroplanes,  $z'$  tons for seaplanes and  $z''$  cubic metres for dirigibles;

(2) Machines the unladen tonnage of which comes within the limits  $y$  and  $z$  and which will conform with the rules of paragraph (c) below.

(c) The inclusion of aeroplanes, the unladen tonnage of which comes between  $z$  and  $y$  tons, in the Air Forces they are entitled to possess, is only authorised to those contracting parties who undertake to place them at the disposal of the League in the eventuality of the application of Article 16 of the Covenant and of common action by the League of Nations. These machines will be permanently under the inspection of the League.

(d) Any contracting party suffering from an air bombardment in violation of Chapter V below, on the sole condition that it notifies the League of Nations, will be entitled immediately to use all its air forces including those machines earmarked to be at the disposal of the League of Nations. The contracting party will also, *ipso facto*, be freed from its own obligations *vis-à-vis* the aggressor.

The above provisions, while ensuring to the League its superiority of air strength, result in limiting bombing aircraft as regards number, power and use.

## II. PROPOSALS TO PLACE CERTAIN MATERIAL OF LAND AND NAVAL FORCES AT THE DISPOSAL OF THE LEAGUE OF NATIONS.

The same problem arises in the case of certain land and naval material as arises in the case of bombing aircraft. The French delegation offers a similar solution — namely :

(a) Only those Powers which undertake to place them at the disposal of the League of Nations in the event of the application of Article 16 of the Covenant and of common action by the League shall have the right to possess such materials;

(b) In the case of aggression contrary to the rules laid down in Chapter V of the present proposals, the said Powers, after notifying the League of Nations, will recover the full right to dispose of all such means of defence;

(c) The material coming under the present section includes:

Batteries of heavy long-range artillery;  
Capital ships carrying guns exceeding 8 inches or of a tonnage exceeding 10,000 (W.T.) tons;  
Submarines with a tonnage exceeding  $n$  tons.

### III. CREATION OF AN INTERNATIONAL FORCE.

The object of the third French proposal is to set up on behalf of the League of Nations and apart from the measures provided in Chapters 1 and 2:

(1) An international police force to prevent war;

(2) A first contingent of punitive forces to repress war and to bring immediate assistance to any State victim of aggression.

(a) The police force will be permanently available with complete freedom of passage to occupy in times of emergency areas where a threat of war has arisen, and to assist the action of commissioners of the League of Nations on the spot, and also to contribute to all conservatory measures within the scope of the Convention to improve the Means of Preventing War and of Article 11 of the League Covenant.

This police force will be made up of contingents furnished by each of the contracting parties in a proportion to be determined. France is prepared to contribute a mixed brigade, a light naval division and a mixed group of reconnaissance and fighter aircraft.

The League of Nations will arrange for the command of the international police force and will be entitled to inspect its component elements.

(b) The first contingent of punitive forces would, in conformity with the undertakings to be assumed by contracting parties, be made up of elements of strength varying according to the regions concerned.

These undertakings entered into by States towards the League of Nations would oblige them to come to the help of any State victim of aggression with forces of definite strength constantly available. The contracting parties would have the option of increasing this contribution on the recommendation of the Council of the League (Paragraph 2 of Article 16 of the Covenant) or, in the event of aggression, with a view to applying regional conventions of mutual assistance coming within the scope of the Covenant.

The undertakings of the various States would differ according to the place of the conflict—a conflict concerning another continent from that to which the State belongs; a conflict concerning the continent to which the State belongs; a conflict in which the aggressor has a common frontier with the contracting State.

France is prepared to undertake the following contributions:

In the case of a conflict outside Europe: a mixed brigade, a light naval division, a mixed group of aircraft, material for land warfare without *personnel*, and munitions;

For a conflict in Europe: a division of all arms, a naval division, a mixed group of aircraft, material for land warfare with *personnel*, and munitions;

For a conflict in Europe in which the aggressor has a common frontier with France the contingents provided for in the preceding paragraph and, in addition, forces, the strength of which would be decided in each case in agreement with the League.

As far as material for land warfare is concerned, the contracting parties which possess tanks or similar armoured implements, as well as heavy field artillery, undertake to contribute from them to the forces which will be placed at the disposal of the League under the conditions mentioned above.

In these various eventualities the undertakings of each State would only become operative if the forces thus placed at any moment at the disposal of the League reached a minimum total to be determined, and if there were equitable proportion between the contributions of the principal States.

### IV. PROTECTION OF CIVILIAN POPULATIONS.

In addition to the preceding provisions, the Government of the Republic proposes the adoption of the following rules which can be adopted unconditionally:

(a) The use by aeroplanes and by land or naval artillery of projectiles which are specifically incendiary or which contain poison gases or bacteria is forbidden, whatever the objective.

(b) Any bombardment either from the air or by artillery is forbidden at a distance of more than  $x$  kilometres from the front line in land warfare. The only exceptions admitted to this rule concern the bombardment of air bases used by belligerents or of the emplacements of long-range artillery.

(c) Along the coast air bombardment is forbidden behind a zone of a depth of  $x$  kilometres except on air bases and on batteries of artillery. In this zone of  $x$  kilometres air

bombardment is not permitted except under the conditions laid down by Convention IX of The Hague for naval artillery acting with or without preliminary warning according to the cases mentioned in Article 2 of the said Convention.

(d) The use of naval artillery will continue to be governed by the provisions of Convention IX of The Hague.

(e) Any flagrant violation of one of the rules stated in the present chapter will be regarded as *prima facie* evidence that the State guilty thereof has resorted to war within the meaning of Article 16 of the Covenant of the League of Nations.

#### V. CONDITIONS FOR THE ORGANISATION OF PEACE.

The Government of the Republic is fully aware that the above proposals entail political measures, which alone permit and guarantee their successful operation.

It affirms once more that no substantial reduction of armaments can be brought about by empirical and technical means. Whoever desires the end—and the end is essential—must also desire the means. There must be a change of method; in future we must seek in common action that security which each nation has hitherto endeavoured to obtain from its own force alone.

This is the very spirit of the Covenant. We must give vitality to its stipulations, which, ever since we began to discuss their application, have been constantly interpreted along the line of least resistance.

The present Conference offers the best opportunity that has ever occurred to make a definite choice between a League of Nations possessing executive authority and a League of Nations paralysed by the uncompromising attitude of national sovereignty. France has made her choice. She suggests that the other nations should make theirs.

The measures without which the above proposals would be ineffective and even unthinkable include amongst others compulsory arbitration; definition of the aggressor; guarantees as to the rapidity of the decision of the authority controlling the international force; the bringing of the action of that authority into conformity with international law, which is still insufficiently precise, but the permanent and contractual elements of which result from international treaties and pacts; and the international control of the execution of all agreements concerning armaments.

These provisions, in regard to which the French delegation reserves the right to make concrete proposals are an integral part of the enquiries carried out by the League of Nations during the last twelve years. All the elements of the necessary solution are brought together.

Such a solution would be not only an important step towards a general and contractual limitation of armaments and towards their reduction, but also a great advance in the organisation of peace.

As the proposed organisation would have to be general, the execution of the undertakings which the various Powers would declare themselves ready to accept will be held in suspense until the ratification of the final Convention by all the contracting parties.

The Government of the Republic furnished in its Memorandum of July 15th, 1931, and in the Annexes to that Memorandum precise details of the modification of its armaments and the reductions which it has already brought about of its own accord, in execution of Article 8 of the League Covenant, since it came into force and since the conclusion of the Locarno Agreements.

These reductions, which the political conditions based on the existing order of things have rendered possible to France, are a pledge of her determination not only to fix them by treaty, but also, once co-operation has taken the place of isolation, to endeavour to achieve further reductions on the lines of the present proposals and of the fundamental guarantees to peace which these proposals would ensure.

#### *Annex.*

#### EXPLANATORY TABLE OF CHAPTER I OF THE ABOVE PROPOSALS.

<i>Military Aircraft</i>	<i>Tonnage</i>	<i>Civil Aircraft</i>
Bombing machines capable of carrying great loads, set aside for the International Air Force; not allowed for national aircraft.		
Y	—Y	International Air Transport Service
National aircraft placed at the disposal of the League in the eventuality of the application of Article 16 of the Covenant.		
Z	—Z	
Military aircraft left, in all circumstances, at the disposal of the contracting parties.		
	X	Private Aircraft.
	o	

*Note.* — X, Y and Z to be determined by the Conference.

*Official No.: Conf. D. 74.*

Geneva, February 11th, 1932.

## PROPOSALS OF THE SPANISH DELEGATION.

### GENERAL PROVISIONS.

The Convention shall be explicitly concluded on the basis of Article 8, and in consequence Article 60 of the Draft Convention shall be either omitted or amended, as, under the terms of the Covenant and in particular Article 8, paragraph 4, the Contracting Parties may not denounce the Convention, but may only propose its revision under paragraph 3.

Provisions shall be added to the Convention with a view to rendering the application of Article 8 more effective.

### LAND ARMAMENTS.

1. Abolition of all arms which a majority of the Conference shall deem to be of an aggressive character. Technical criteria, such as calibre, mobility, etc., shall be decided by the Conference after consultation with experts.

2. As an additional measure to Article 10 of the Convention, provisions shall be included to provide for:

A. The limitation of stocks of material and the establishment and publication of an inventory;

B. The incorporation in the Disarmament Convention of:

(a) The Convention of 1925 on the supervision of the international trade in arms and ammunition:

(b) A Convention to be proposed by the Conference, providing for international and national supervision of the private and State manufacture of arms and ammunition, such manufacture to be subject to a system of licensing and publicity.

The principles which will govern this Convention are those formulated in the Report of the Temporary Mixed Commission (document A.16.1924.IX), duly amended by the Minority Report on page 22.

### NAVAL ARMAMENTS.

1. No State may build vessels of over 10,000 tons or capable of carrying guns of over 203 mm. No submersible vessel may have a displacement of more than 1,000 tons or a radius of action greater than that which the Conference may determine as giving the vessel an aggressive character.

2. Merchant vessels may not be strengthened for the purpose of being equipped with guns or with other appliances enabling them to be used for war purposes.

### AVIATION.

Complete abolition of military aviation; internationalisation of civil aviation.

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*Official No.: Conf. D. 76.*

Geneva, February 13th, 1932.

## PROPOSALS OF THE POLISH DELEGATION WITH REGARD TO THE GRADUAL ATTAINMENT OF MORAL DISARMAMENT.

Referring to its memorandum of September 17th, 1931 (document Conf. D. 16), the Polish Government, being convinced of the absolute necessity of achieving moral disarmament in every field of public life controlled by the organs of government, and anxious to facilitate the work of the Conference for the Reduction and Limitation of Armaments by creating an atmosphere

of mutual confidence, has the honour to suggest to the Conference that the following proposals be forthwith brought under consideration:

#### I. REFORMS TO BE INTRODUCED IN NATIONAL LEGISLATION.

Inasmuch as the laws in force in the various countries do not take into account the new necessities arising out of the development of international relations, but confine themselves to protecting purely national interests, the Polish Government proposes that consideration be given to the possibility of adjusting national laws to the present stage of development of international life. The object of such consideration would be to define a class of actions incompatible with satisfactory international relations and dangerous to the peace of the world, such as the inciting of public opinion to warlike sentiments, propaganda aimed at inducing the State to violate international law, and the deliberate spreading of false or distorted reports or forged documents likely to embitter the relations between States.

On the basis of the results of this consideration, it would be possible to conclude a first international convention whereby Governments would agree to make the actions so specified punishable offences under their laws.

This first step might be followed by others as international ties were drawn closer.

#### II. PRESS.

Inasmuch as newspapers and periodicals determine the main currents of public opinion, and thereby exercise a considerable influence on international life, the Polish Government proposes that a conference be held, as soon as possible, of qualified representatives of journalists' and publishers' professional associations, to consider what steps could be taken to put the idea of moral disarmament into effect so far as the Press is concerned. This conference might further discuss the specific proposals formulated in the Polish memorandum of September 17th, 1931.

The results of the proceedings of this conference might afford a basis for concerted action, both by Governments and by professional Press associations.

#### III. EDUCATION.

Inasmuch as the future peace of the world depends upon the spirit in which the young are brought up, and the whole effort to organise an international community would be in vain if the young were not taught to look towards peace as the supreme good, the Polish Government proposes that the recommendations and suggestions already adopted should be progressively put into effect by international undertakings. In this connection, attention should be drawn to the desirability of a general revision of school text-books, to the introduction, in educational institutions of every grade, of instruction concerning the League, international co-operation and the life of other peoples, and to the importance of Government encouragement for closer relations between students and teachers in different countries.

#### IV. BROADCASTING, THE CINEMATOGRAPH AND THE STAGE.

Inasmuch as international opinion is influenced by every kind of public manifestation of thought, such as broadcasting, the cinema and the stage, the Polish Government proposes that steps be taken to prevent, in these directions, abuses which would be dangerous to a good international understanding.

As regards broadcasting, the Polish Government is of opinion that considerable progress would be made if a general convention could be concluded on the subject. It should be observed that that part of the broadcasting programmes which deals with international relations is generally reserved for Governments and official news agencies. If Governments would undertake to adhere to the principles of moral disarmament in their exercise of this privilege, they would contribute greatly to the achievement of moral disarmament in this field.

Films and plays are generally subject to Government censorship, and the Polish Government therefore proposes that the Governments should undertake to prohibit the exhibition of films and the performance of plays which might embitter international relations, and, on the other hand, to encourage—*e.g.*, by exemption from tax—films and plays conveying propaganda in favour of peace.

#### V.

Needless to say, the realisation of all these ideas in regard to the attitude of Governments to private activities would be entirely valueless if the Governments did not adhere to the fundamental ideas of moral disarmament in their mutual relations. The achievement here contemplated will not be complete unless the international policy of Governments is in harmony with their efforts in the direction of moral disarmament.

PROCEDURE.

The Polish Government proposes that the question of moral disarmament be referred to the General Commission, which will doubtless appoint a sub-committee to draft the necessary convention or conventions.

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*Official No. : Conf. D. 78.*

Geneva, February 15th, 1932.

PROPOSALS OF THE TURKISH DELEGATION.

ARTICLE 1.

The object of the reduction of armaments is to reduce the peace-time land, sea and air armed forces of all countries to an equal limit.

This limit is to be attained within ten years. Accordingly, armies exceeding a strength of ..... shall annually be reduced by 10 per cent of the amount by which their effectives exceed the limit so fixed.

ARTICLE 2.

When the above-mentioned limit is fixed, the manufacture and use of the following classes of war material shall be completely forbidden:

- (a) Military aircraft, together with all air bombardment;
- (b) Heavy artillery of a calibre exceeding  $x$  cm.;
- (c) Tanks and armoured cars;
- (d) Warships carrying guns of a calibre exceeding  $y$  cm. and having a displacement of more than  $z$  tons.

ARTICLE 3.

*Gas.* — The use of asphyxiating gases and bacteriological weapons being prohibited, all peace-time preparations for their use shall be likewise prohibited.

ARTICLE 4.

All material designed for the projection of the above-mentioned weapons is also prohibited.

ARTICLE 5.

The strength and armament of police and gendarmerie forces and Customs guards shall be fixed by special commissions, and these forces shall not be included in the limits provided for in Article 1.

In calculating these forces, the needs of the different countries will, of course, be taken into consideration.

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*Official No. : Conf. D. 79.*

Geneva, February 18th, 1932.

PROPOSALS OF THE GERMAN DELEGATION.

When the German Government rejected the draft Convention at the last session of the Preparatory Disarmament Commission, they made it clear that, at the Conference itself, they would do their utmost, in co-operation with the other countries, to help finding the right way to disarmament. It is in this spirit that the German delegation submit the following proposals to the Conference.

In drafting these proposals the German delegation started from the fact that Germany and three other countries have already carried through disarmament for some years past under a

regulation which was set up by the same Powers that drafted Article 8 of the Covenant and declared at the same time that the disarmament of the above-mentioned four countries was to be the first step towards general disarmament as provided for in the Covenant. Germany therefore considers her own disarmament as indicative of the course which the disarmament of all Members of the League will have to follow, having regard to the fundamental equality of rights of all Members of the League which excludes all discrimination in regard to any of them. The principles governing the general reduction and limitation of armaments, which the Conference is called upon to lay down, must be equally applicable to all Members of the League and to all countries associating themselves with the League's action for disarmament.

The defects and omissions of the draft Convention, which have made it unacceptable to the German Government, can be seen from the reservations incorporated in the report of the Preparatory Commission. A few examples will be sufficient.

One of the chief defects of the draft Convention is the insufficient limitation of land material. A mere reduction of expenditure, as provided for in the draft, does neither affect the existing material in service or on stock, nor does it provide a reliable basis for the future limitation of fresh material. The draft Convention enables the countries generally to keep, and even to increase, their heavy offensive armaments. The air armament as such, in particular, is allowed to subsist in the draft. By exempting from reduction and limitation the main part of reserve aircraft and reserve airplane engines the draft even creates the possibility of a competition between the signatory States in the development of these instruments of aggression. As to personnel, the draft Convention allows the various systems of recruitment to be maintained, but in the case of conscript armies it does not include in its provisions the trained reserves on which the strength of such armies rests. Finally, by departing in almost every decisive point from the rules of disarmament imposed upon Germany at the end of the war, while expressly maintaining these same rules for Germany in its general provisions, the draft Convention makes it impossible to reach an acceptable solution of the problem of disarmament.

The following proposals, which are not exhaustive but reproduce the opinion of the German Government in its general outline, are intended to carry through an effective reduction and limitation of armaments extending to all important factors of armaments. They include, in particular, measures of fundamental importance in regard to the prevention of an aggression. The proposals are based upon the principle that there can be only one system of disarmament in future which must be equally applicable to all countries; such a system would produce an equitable and effective solution of the problem of disarmament if armament figures to be incorporated in it for all countries were fixed at the lowest possible level. These proposals are furthermore taking into account the necessity to safeguard the national safety of nations as provided for in Article 8 of the Covenant.

In submitting these proposals to the Conference, the German delegation wish to make it clear that the German Government cannot accept a Convention unless its provisions are equally applicable to Germany and to other signatory countries.

## I. LAND FORCES.

### A. *Personnel.*

1. The personnel of the land forces shall generally be recruited only by means of voluntary enlistment.

2. Should this solution prove to be unacceptable to the Conference, and should, in consequence, the choice of their military system be left to the decision of the countries themselves, it will be necessary, in the case of conscript armies, to make adequate allowance for trained reserves, which are known to constitute the main part of armies in case of war and to include these trained reserves in the general reduction.

3. Due regard must be had in any case to the special circumstances of States having a militia system.

4. The number of officers should be fixed at the lowest possible figure for all countries alike in terms of a percentage of the total effective strength of the armies, and that figure must not be exceeded.

5. Police forces, gendarmerie and similar organisations must be limited and subjected to provisions excluding their utilisation for military purposes.

### B. *Material.*

6. It shall be generally and absolutely forbidden to maintain and utilise the following categories of arms:

- (a) Outside fortresses and field works: guns of more than 77-mm. and howitzers of more than 105-mm.;
- (b) In fortresses and field works: guns of more than 150-mm. and howitzers of more than 210-mm.;

- (c) Mortars and trench-mortars of every kind of a calibre of more than 150-mm.;
- (d) Tanks of every kind.

7. The armaments allowed under the above regulation shall be fixed for each State both as regards categories and quantities, together with a uniform allowance for replacements. Countries which do not possess armament factories and work-shops of their own can furthermore be authorised to retain certain reserve stocks. Armaments existing beyond the authorised limit must be destroyed.

#### C. Fortifications.

8. The construction and maintenance of fortresses, field works and works which, owing to their proximity to the frontier, constitute a direct menace to the neighbouring country and might possibly obstruct measures taken for the prevention of war, shall be prohibited. (As regards coast-defence works, see II.C.)

### II. NAVAL FORCES.

#### A. Material.

9. The maximum tonnage of the various types of vessels shall be reduced simultaneously with a proportional reduction of the total tonnage. No vessel of war shall, in future, exceed 10,000 tons or carry guns of a calibre of more than 280-mm.

10. The maintenance of both naval and land air forces being prohibited under Chapter III, the maintenance of aircraft carriers is likewise generally forbidden.

11. Submarines shall be abolished and forbidden.

12. The following "definitions" shall apply to all vessels except special ships or vessels exempt from limitation:

(a) *Capital ships*: vessels of war whose displacement exceeds 6,000 tons standard displacement or which carry a gun with a calibre exceeding 150-mm.;

(b) *Cruisers*: vessels of war exceeding 800 tons of standard displacement or the calibre of whose guns exceeds 105-mm.;

(c) *Destroyers*: vessels of war whose standard displacement does not exceed 800 tons and the calibre of whose guns does not exceed 105-mm.

13. *The non-floating material* shall be fixed for each country both as regards categories and quantities.

#### B. Personnel.

14. The naval personnel shall only be recruited by way of voluntary enlistment. The system of limitation, however, should be adapted to the system to be applied to the personnel of land forces.

15. As regards officers and warrant officers, a percentage of the total strength shall be fixed as maximum limit.

#### C. Fortifications.

16. Coast-defence fortifications may, in principle, be maintained in their present extent. Fortifications, however, which control natural waterways between two open seas shall be forbidden, in order to secure to all nations free and unhampered passage through these waterways.

### III. AIR FORCES.

17. The maintenance of air forces of any kind is forbidden. The total air force material which has so far been either in service or in reserve or on stock shall be destroyed, except those armaments which are to be incorporated in the quantities allowed for land and naval forces.

18. The dropping of bombs or any other objects or materials serving military purposes from aircraft, as well as all preparations to this effect shall be forbidden without any exception.

19. With a view to strictly enforcing the prohibition of any military aviation, the following shall, *inter alia*, be forbidden.

(a) Any instruction and training of any person in aviation having a military character or a military purpose.

(b) Any instruction or training of members of the army or navy in civil aviation.

(c) The construction, maintenance, importation or putting into commission of aircraft which is in any way armoured or protected or supplied with devices for the reception of warlike armaments of any kind, such as guns, machine-guns, torpedoes, bombs, or which are supplied with gunsights or devices for the dropping of bombs and with similar warlike instruments.



(d) The maintenance of any relations between the military or naval administration and civil aviation for any military purpose.

#### IV. GENERAL CLAUSES.

##### A. *Chemical Arms.*

20. The prohibition of the military utilisation of asphyxiating, poisonous or similar gases and all similar liquids, matters or processes as well as of all other means of bacteriological warfare shall be extended to the preparation of the utilisation of these weapons.

##### B. *Traffic in Arms and Manufacture of Arms.*

21. The export and import of war armaments and their ammunition as well as of war material shall be strictly prohibited. Countries, however, which are not in a position to manufacture the quantities of arms, war materials and munitions allotted to them shall be given the possibility of importing the necessary quantities from abroad.

22. The manufacture of war armaments and munitions as well as of war material shall only be carried out in a limited number of private or State factories or workshops which shall be made public. The Governments undertake to ensure by appropriate measures that the production does not exceed the quantities allowed for their own use and for export to countries without an armament industry.

##### C. *Expenditure.*

23. In conformity with the obligations of the Members of the League embodied in Article 8 of the Covenant, to exchange full and frank information as to the scale of their armaments, this exchange must also extend to expenditure for armaments.

*Observation.* — The German delegation are of opinion that the numerous deviations from the solid basis of the gold standard which have recently occurred are going to bring about such a decisive and unforeseen change in purchasing power that, for the time being, the method of financial limitation cannot be used as an effective measure of disarmament. Under the present economic and monetary circumstances, the application of this method would give rise to continual derogations which would seriously interfere with the steady advance of the process of contractual disarmament. Moreover, the establishment of a common plan for the financial limitation would be connected with extraordinary difficulties owing to the great differences which are at present existing in the various countries as to the stocks of material in hand. On the other hand, regard must be had to the fact that any really effective direct disarmament would be automatically accompanied by the indispensable decrease of the heavy financial burdens under which the nations are suffering owing to the exaggerated level of armaments.

##### D. *Control.*

24. The carrying through and the observation of the disarmament clauses shall be secured by a procedure of control equally applicable to all countries.

#### V. TRANSITORY PROVISIONS.

25. In so far as the realisation of the present proposals necessitates measures of a technical nature or measures of organisation, the Conference shall have to lay down provisions regarding the procedure and the periods which the various States shall have to observe in adjusting their present armaments to the level fixed by the Convention.

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*Official No. : Conf. D. 80.*

Geneva, February 17th, 1932.

#### PROPOSALS BY THE HAITIAN DELEGATION.

The Haitian delegation proposes that all States taking part in the Conference should undertake, in a general convention:

I. In accordance with the principles of mutual help which constitute the foundation of the League, to provide the latter, by a contribution from all the States belonging to it, to be fixed for each in proportion to the numbers of its population and to its national resources, with an organised land, sea and air force, and effectives deemed by experts to be adequate to assist or defend peoples who are the victims of aggression, without prejudice to the sanctions already

laid down in Article 16 of the Covenant: aggression to be defined by the League and the aggressor to be determined by the Permanent Court of International Justice;

2. To reduce existing armaments and to limit their strength in accordance with the principles contained in the six paragraphs of Article 8, under the conditions laid down in the draft of the Preparatory Commission, the supervision of these measures being left to a special organisation of the League in accordance with the suggestion of H.E. M. Zulueta Escolano, the distinguished head of the Spanish delegation;

3. To abolish forthwith chemical and bacterial arms, the bombardment from the air of civilian populations and the use of offensive armaments, and to forbid all methods of war which are cruel to excess and useless, and which generous minds, expressing the universal feeling of the members of this Conference, have condemned in this place. It must at the same time, in our opinion, always be borne in mind that there are no intermediate stages between barbarity and worse things, and that in any case it is essential, with the aid of the coercive police force to be placed at the disposal of the League, to achieve the progressive abolition of all the means of destroying human life and property, except in cases where the international force is itself repressing crimes committed against peace;

4. To renounce the compulsive clauses embodied in the treaties for the benefit of one nation or group of nations against defeated nations, inasmuch as the League should be exclusively responsible for the full and complete execution of all the duties deriving from those treaties; for if the world is to be delivered from its present intolerable and dangerous condition there must no longer be one mentality of the victors and another of the vanquished. There must be no victor but peace, and no vanquished but war;

5. As a corollary to the preceding Article, to refer to the Permanent Court of International Justice any dispute likely to lead to a rupture between two nations or between one nation and the League of Nations in accordance with the terms of Article 15 as amended; breaches of these undertakings and of the awards of the Permanent Court of International Justice to be followed by penalties enforced by the League;

6. To substitute henceforward in relations between organised nations this new régime of international law, in all parts of the world, for the previous régime which tolerates *de facto* situations created by the forcible action of one nation against another nation and which tolerates "regional understandings" not freely entered into by all the parties and essentially incompatible with Article 10 of the Covenant, to which no exception may hereafter be made either by the Covenant itself or by any individual treaty;

7. To recommend the participating States to follow the example of the Spanish Republic and bring into harmony with these new principles of the final Convention ultimately to be concluded the provisions of their national constitutions and the clauses of the Covenant which should be amended according to the customary procedure.

8. To bring into operation when necessary, according as the Council of the League of Nations may think fit, the sanctions provided for in Article 16 or any other kind of sanctions, against any State signatory to the Convention which may refuse to furnish its contingent to the international force.

Official No.: Conf. D. 81.

Geneva, February 19th, 1932.

#### PROPOSAL BY THE ITALIAN DELEGATION RELATING TO THE PROHIBITION OF WAR MATERIAL OF A SPECIFICALLY AGGRESSIVE CHARACTER.

Being convinced that the reduction and limitation of armaments contemplated by Article 8 of the Covenant can be greatly facilitated by the simultaneous application of a quantitative and qualitative limitation:

*The Italian delegation has the honour to propose that the Conference examine first of all the question of prohibiting all war material of a specifically aggressive character.*

In this connection the Italian delegation would remind the Conference that it has already announced its willingness to accept an organised scheme of qualitative limitation covering:

##### *In the Sphere of Naval Armaments:*

1. Simultaneous abolition of capital ships and submarines;
2. Abolition of aircraft-carriers.

##### *In the Sphere of Land Armaments:*

1. Abolition of heavy artillery of every kind;
2. Abolition of tanks of every kind.

*In the Sphere of Air Armaments:*

Abolition of bombing aircraft.

*In Every Sphere:*

1. Abolition of aggressive chemical and bacteriological weapons of every kind;
2. Revision of the laws of war with a view to the more complete and effective protection of the civil population.

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Official No. : Conf. D. 82.

Geneva, February 19th, 1932.

**PROPOSALS OF THE SOVIET DELEGATION.**

*Note by the Secretary-General:*

At the request of the President of the Conference for the Reduction and Limitation of Armaments, the Secretary-General has the honour to transmit to the delegates to the Conference the following documents:

Letter from M. Litvinoff, President of the Delegation of the Union of Soviet Socialist Republics, with annexes:

- (a) Draft Resolution for General, Total and Immediate Disarmament;
- (b) Amendments to Draft Convention for the Proportional and Progressive Reduction of Armaments;
- (c) Schemes;
- (d) Explanatory Note.

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**COMMUNICATION FROM M. LITVINOFF, PRESIDENT OF THE SOVIET DELEGATION,  
TO THE PRESIDENT OF THE CONFERENCE.**

Geneva, February 18th, 1932.

I have the honour to send you herewith the proposals of the Soviet delegation to the Conference for Disarmament.

In accordance with my statement of February 11th, I have the honour to ask you to put the enclosed draft resolution before the Conference. This resolution, if accepted by the Conference, would enable it to make the draft convention for total and general disarmament advanced by the Soviet delegation at the Preparatory Commission on February 15th, 1928, and at the time sent to all Governments, the basis of its further work.

Should the Conference reject this resolution, I would ask you, in accordance with my statement of February 11th last, to place before the Conference the draft convention for the proportional and progressive reduction of armaments presented to the Preparatory Commission by the Soviet delegation on March 23rd, 1928.

I venture to bring to your notice that, in a resolution of April 19th, 1929, the Preparatory Commission, after consideration of this draft convention, decided to transmit it for the discussion of the Conference now sitting. Taking into consideration the memorandum of the Soviet delegation of December 9th, 1930, and the note to the report of the Preparatory Commission of the same date, I regard the draft convention for the proportional and progressive reduction of armaments as being thus already before the Conference.

Realising, however, that the aforesaid draft convention for the reduction of armaments was submitted to the Preparatory Commission four years ago, since when great progress has been made in military technique, and being, moreover, desirous of taking into account certain opinions expressed during the discussion of this draft convention in the Preparatory Commission, the

Soviet Delegation thinks fit to make certain amendments to its own draft convention, and I have the honour to enclose these amendments herewith.

(Signed) M. LITVINOFF.

(a) DRAFT RESOLUTION.

Animated by the firm desire for an effective and solidly organised peace;

Actuated by the determination to create genuine security for all States and all peoples by preventing the possibility of future wars;

Convinced that the very existence of armaments and the tendency they show constantly to increase inevitably lead to armed international conflicts which tear the workers from their peaceful occupations and bring innumerable calamities in their train;

Considering that military expenditure, which imposes an intolerable burden upon the masses of the people, fosters and enhances the economic crisis with all its consequences;

Noting that the States which it represents have renounced war as an instrument of national policy;

Believing that the only effective means of contributing to the organisation of peace and the establishment of security against war is the general, complete and rapid abolition of all armed forces, setting out from the principle of equality for all;

Convinced that the idea of general and complete disarmament answers to the sincere aspirations of the masses towards peace:

The Conference decides to base its work on the principle of general and complete disarmament.

(b) AMENDMENTS TO THE SOVIET DRAFT CONVENTION ON THE REDUCTION OF ARMAMENTS  
(Conf. D. 87).

*Article 1* of the draft to be modified as follows:

" In accordance with the preamble to the present Convention, the Contracting States, when effecting the progressive and proportional reduction of the effectives or their armed land forces, agree to divide all the Contracting States into the following groups:

" States maintaining in peace time armed land forces:

" A. Of over 200,000 men;

" B. Of 30,000 to 200,000 men;

" C. Of 30,000 men or less.

" *Remarks.* — 1. States disarmed as a result of the world war are not included in any of the groups provided for in the present article.

" 2. States having contracted alliances or agreements of mutual military assistance in case of armed conflicts shall be classified in the groups provided for in the present article, for the purpose of the reduction of their armaments, on the basis of a figure representing the total land forces of these States added together."

Remarks 1, 2 and 3 of the draft shall be maintained and shall become Remarks 3, 4 and 5 respectively.

*Article 2* of the draft shall be modified as follows:

" The effectives of the land armed forces shall be reduced:

" 1. For States in Group A, by 50 per cent;

" 2. For States in Group B, from 0 to 50 per cent according to the number of their effectives and to the scale of progressive and proportional reduction attached;

" 3. For States in Group C, the effectives shall be limited to the present level.

" *Remark.* — The effectives of the armed land forces of the States disarmed as a result of the world war are not included in the above schedule and shall be fixed separately."

*Article 12* of the draft shall be modified as follows:

" In accordance with the preamble to the present Convention, the Contracting States agree to effect a reduction of their naval forces on the following basis:

" A. Countries having a fleet of an aggregate tonnage exceeding 500,000 tons shall reduce it by 50 per cent, such reduction to affect both the aggregate tonnage of the entire fleet and the tonnage of each category, without right of transfer.

" B. Countries having a fleet with an aggregate tonnage of 100,000 to 500,000 tons shall reduce it both as regards aggregate tonnage and the tonnage of each of the categories from 0 per cent to 50 per cent in accordance with the scale of progressive and proportional reduction attached.

" These countries shall enjoy a right of transfer from 0 per cent to 100 per cent in inverse proportion to the ratio of reduction of their respective fleets.

“ C. States having a fleet whose aggregate tonnage does not exceed 100,000 tons shall retain their fleet at the present level with unlimited right of transfer.

“ D. States having aircraft carriers shall destroy them within a period of six months as from the entry into force of the present Convention ”.

“ *Remarks.* — 1. Standards for the naval armed forces of the States disarmed as a result of the world war are not contained in the above schedule and shall be fixed separately.

“ 2. States having contracted alliances or agreements of mutual military assistance in the case of armed conflicts shall be classified in the groups provided for in the present article, for the purpose of the reduction of their armaments, on the basis of a tonnage equal to the total tonnage of these States added together ”.

*Article 21* of the draft shall be modified as follows:

“ In conformity with the preamble to the present Convention, the Contracting States agree, when carrying into effect the progressive and proportional reduction of air armaments, to divide all the Contracting States into the following groups:

“ States possessing in peace time air armed forces:

“ E. Of more than  $N^1$  aeroplanes in service;

“ F. From 100 to  $N$  aeroplanes in service;

“ G. Not more than 100 aeroplanes in service.

“ States in Group E shall reduce their armed air forces by 50 per cent.

“ States in Group F shall reduce their armed air forces from 50 to 0 per cent in proportion to the number of aeroplanes in service and according to a scale of progressive and proportional reduction.

“ States in Group G shall retain their armed air forces at the present level.

“ This reduction shall apply both to the number of aeroplanes in service and to the total horse-power of these aeroplanes. In estimating this reduction, account shall be taken of the number and total horse-power both of aeroplanes in service in the armed air forces and of aeroplanes in service capable of use for war purposes and employed in formations organised on a military basis.

“ The total engine-power of each aeroplane shall not exceed 600 h.p. on the ground.

“ *Remark.* — States having contracted alliances or agreements of mutual military assistance in case of armed conflicts shall be classified in the groups provided for in the present article, for the purpose of the reduction of their armaments, on the basis of a figure equal to the total number of aeroplanes in service in the armed air forces of these States added together and to the total aggregate engine-power of these aeroplanes ”.

*Article 24* of the draft shall be modified as follows:

“ When the number of aeroplanes in service is reduced in virtue of Article 21, 22 and 23 of the present Convention, aeroplanes with engines of over 600 h.p. shall be scrapped first.”

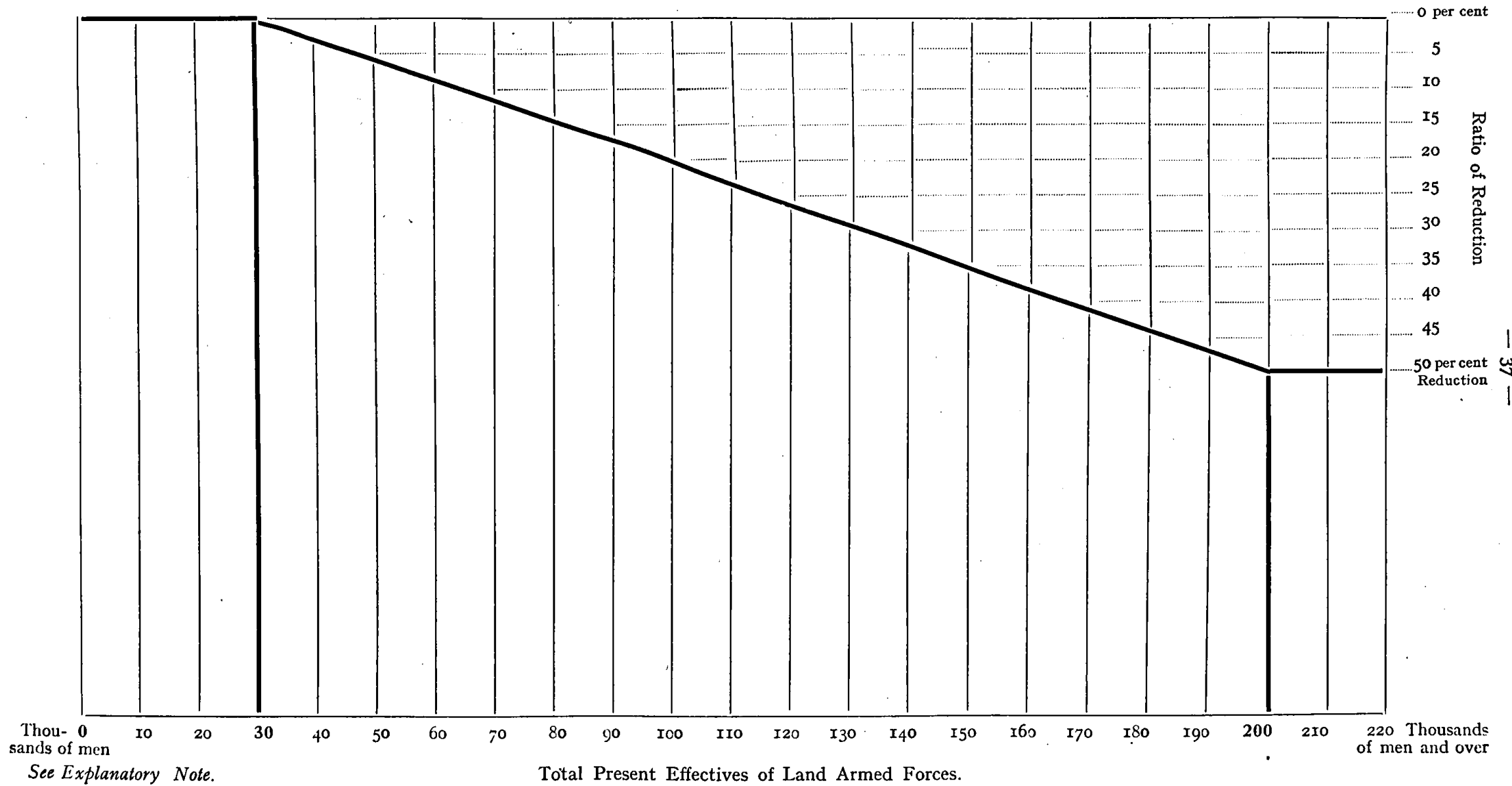
(c) SCALE OF PROGRESSIVE AND PROPORTIONAL REDUCTION OF ARMAMENTS.

(See *Schemes*, pages 37 and 38.)

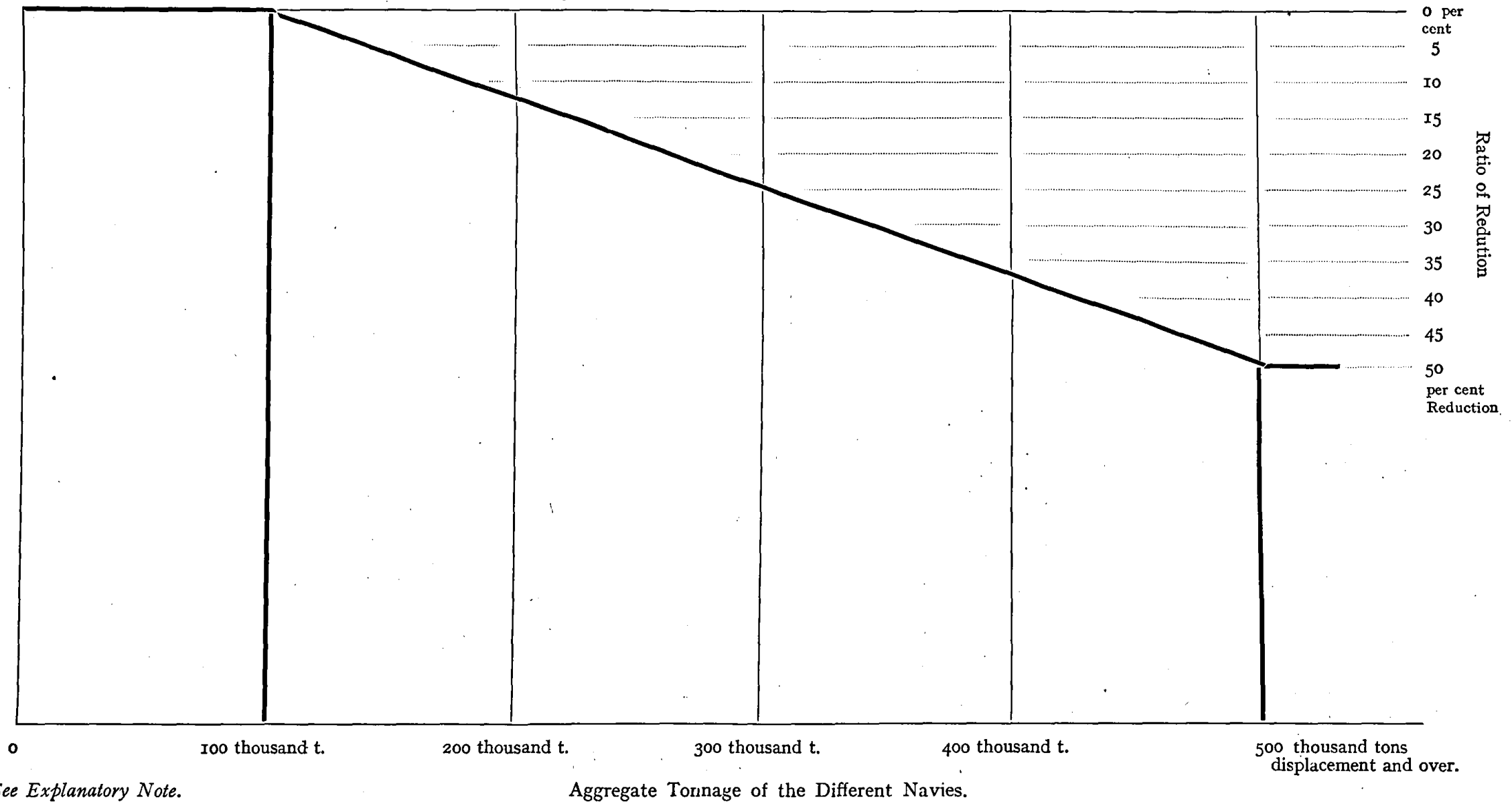
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<sup>1</sup> The figure  $N$  will be fixed according to the decision taken by the Conference with regard to the abolition of bombing-machines.

SCALE OF STANDARDS FOR THE PROGRESSIVE AND PROPORTIONAL REDUCTION OF THE LAND ARMED FORCES OF THE DIFFERENT COUNTRIES.



SCALE OF STANDARDS FOR THE PROGRESSIVE AND PROPORTIONAL REDUCTION OF THE NAVAL ARMAMENTS OF THE DIFFERENT COUNTRIES.



See Explanatory Note.

(d) EXPLANATORY NOTE.

The principle of progressive and proportional reduction of land, sea or air forces consists in reducing these forces in direct ratio to their size, so that the forces of the countries possessing the most powerful armaments shall be subject to the maximum reduction. For other countries, this reduction will take place in a ratio directly proportional to the size of their armaments. Thus, applying this principle to the reduction of land armies, it is possible and it will be more equitable to prescribe a certain maximum uniform reduction for armies exceeding a given figure. On the other hand, it is possible to exempt from any reduction the smallest armies, *i.e.*, those below another given figure. As regards all the other armies included between these maximum and minimum limits, their reduction should be fixed according to a ratio directly proportional to the effectives of each. This system will also be applicable to naval and air forces.

Official No.: Conf. D. 87.

Geneva, February 19th, 1932.

**Draft Convention on the Reduction of Armaments Submitted by the Delegation of the Union of Soviet Socialist Republics to the Preparatory Commission for the Disarmament Conference on March 23rd, 1928.<sup>1</sup>**

Considering that the immense growth in armaments and in militarism imposes a general and heavy burden on the peoples of the entire world and lowers the level of their culture and their material well-being ;

And considering that the atrocious struggle between the various States for predominance in armaments and the tendency to increase the number of weapons for murderous and destructive military purposes are one of the factors which increase the possibility and the likelihood of armed outbreaks ;

And desiring to protect to the fullest possible extent the peaceful population of workers against the immediate dangers which threaten their life and property in the event of the outbreak of armed strife ;

The Contracting States have decided, with the object of taking a first serious and genuine step towards general and complete disarmament, to conclude the present Convention by appointing as their representatives . . . . .

. . . . .  
who, having communicated to each other their full powers found in good and due form, have agreed as follows :

**GENERAL PROVISIONS.**

Whereas a comparatively small number of the most powerful States, which aspire to a rôle of world domination, which expend on land, naval and air armaments a large portion of the national budgets, and which possess the power at any moment to increase unduly the armaments which support their aggressive policies by availing themselves of highly developed industries, have at their disposal by far the greater proportion of land, naval and air armaments,

The Contracting States recognise that the only just course to pursue is that of a progressive reduction of all kinds of armaments as regards their composition and number, this method being the least injurious to the interests of the weakest States, which are economically dependent on the stronger, and it is accordingly desirable to take this principle as a basis for the reduction of armaments.

**CHAPTER I. — ARMED LAND FORCES.**

**SECTION I. — EFFECTIVES.**

*Article I.*

In accordance with the Preamble to the present Convention, the Contracting States, when effecting the reduction of the armed land forces, agree to divide all States into the following main groups :

- (a) Group A : States maintaining armed land forces numbering over 200,000 men serving with the colours in the active army, or having in the cadres of the armed land forces more than 10,000 regular officers or more than 60 regiments of infantry (180 battalions) ;

<sup>1</sup> Document C.P.D. 117.



(b) Group B : States maintaining armed land forces numbering over 40,000 men serving with the colours in the active army or having in the cadres of the armed forces more than 2,000 regular officers or more than 20 regiments of infantry (60 battalions) ;

(c) Group C : all other States maintaining armed forces inferior in number and composition to the figures given for Group B.

(d) Group D : States disarmed after the world war.

*Remarks.* — 1. In all the calculations mentioned above, account shall be taken of the total number of the armed land forces maintained by the State in question in the home country, in occupied territories and in the colonies, including military police, military gendarmerie corps and depot guards.

The numbers of the police forces organised on a military basis, gendarmerie, Customs guards, train guards, forest guards and other armed corps organised for the needs of the Customs preventive service, for the maintenance of order within the country and the protection of Government and public property shall be determined by means of a special Convention.

2. By persons "serving with the colours in the active army" are understood all persons serving permanently in the cadres of the armed forces and all persons serving in the army cadres as conscripts.

3. By "officers" (commanders) are understood all persons who have received specific military training and are described as "officers" (commanders) under the military law of the contracting countries.

#### Article 2.

Recognising that, among the methods of reducing armed land forces, the simplest and the fairest for all the States concerned, and that which at the same time least affects the system of organising, recruiting and training such forces, consists in applying the same coefficient of reduction to all States in the same group (Article 1 of the present Convention), the Contracting States agree to fix the coefficient at the following figures :

- (a) States in Group A shall reduce their armed land forces by one-half ;
- (b) States in Group B by one-third ;
- (c) States in Group C by one-fourth.

*Remarks.* — The proportionate strength of the armed land forces for States in Group D. shall be fixed under special conditions to be determined by the Disarmament Conference

#### Article 3.

The armed land forces of the Contracting States shall be reduced by applying the coefficients mentioned in Article 2 of the present Convention to the following totals :

(a) To the aggregate total of the effectives serving with the colours in the active army, men belonging to the variable militia formations, the territorial formations, the organised reserves and other military formations receiving military training with the colours or elsewhere ; officers, non-commissioned officers and other ranks shall be reckoned separately in each case ;

(b) To the number of the organised units and corps of the main categories of field troops in the regular or territorial armies, in the militia forces, in the organised reserves and in other military formations which can be employed immediately without an order for mobilisation or which exist and are recognised in peace-time as cadres of the armed forces in war.

#### Article 4.

The number of the effectives and units and the corps of the land forces which the Contracting Parties must not exceed shall be laid down in a supplementary Convention based on the following principles :

(a) The coefficients of reduction mentioned in Article 2 of the present Convention shall be applied to the several States according to the group to which they belong (Article 1 of the present Convention) separately in the case of :

(1) Each category of armed land forces (regular army, territorial militia, organised reserves, etc.) ;

(2) The total number of the armed land forces stationed in the home country, in occupied territories and in the colonies ;

(3) The total number of regular officers and regular non-commissioned officers and officers of the variable effectives ;

(4) The number of units and corps of each category of troops.

(b) In accordance with the foregoing, the following tables shall be annexed to the supplementary Convention. Each table shows, after the reduction of each category of armed forces, the remaining number of units and corps of infantry, field artillery and cavalry which make up the general effectives classified under the headings of officers, non-commissioned officers and voluntarily enlisted other ranks (total number), of the administrative services, civic education service, intendance, chaplains department, etc. :

Table I : Maximum home forces ;

Table II : Maximum oversea forces stationed in the home country ;

Table III : Maximum forces of dominions and other overseas possessions ;

Table IV : Maximum forces of the home country stationed in the several colonies, dominions or other overseas possessions ;

Table V : Maximum of the total forces of each State.

(c) The aforesaid coefficients of reduction used in calculating effectives will be applied to the effectives of the armed forces as shown in the returns on January 1st, 1928.

#### *Article 5.*

With the object of limiting the accumulation of trained reserves, the Contracting States agree :

(a) To reduce in each class, according to the coefficients of reduction given above, the aggregate number of men who have received military training and of officers who have received military training either with the colours or elsewhere ;

(b) To pass legislation prohibiting the existence of any civil bodies organised on a military basis by specialised instructors drawn from the army, and the assembly of such bodies for training, as also the military training of the civilian population at the instance of civil associations.

### SECTION 2. — MATERIAL.

#### *Article 6.*

For the armament of land forces, the existing patterns shown in the tables at January 1st, 1928, shall be retained, except tanks and heavy artillery with very long range, which are essentially designed for aggression.

#### *Article 7.*

All implements of war directed primarily against the civilian population which does not directly take part in the armed conflict (military aircraft and chemical weapons) must be destroyed as provided in the special Convention.

#### *Article 8.*

The quantities of arms for the land armies shall be strictly limited according to :

(a) The needs of the army in time of peace ;

(b) The number of trained reservists in each year-class, the number of such classes being the same for all countries in any one group (Article 1 of the present Convention) and not exceeding ten classes for countries in Group A, with a subsequent progressive increase of 50 per cent and 100 per cent respectively for Groups B and C.

#### *Article 9.*

The maximum number of weapons allowed for every thousand trained reservists shall be fixed for each country in strict conformity with the normal proportions existing in the principal arms in different countries and for different forms of armament.

#### *Article 10.*

The actual maximum quantities of arms allowed for troops at depots and elsewhere in the territory of the State, which quantities may not be exceeded, shall be fixed on the bases laid down in Articles 8 and 9 of the present Convention, by an additional Convention and by annexed tables according to the list in paragraph (b) of Article 5 of the present Convention.

Each table must contain general summarised figures under the following heads :

- (1) Rifles, carbines and pistols :
  - (a) Automatic ;
  - (b) Non-automatic.
- (2) Machine-guns :
  - (a) Heavy ;
  - (b) Light.
- (3) Artillery :
  - (a) Light field guns (76-millimetre guns and 122-millimetre howitzers) ;
  - (b) Heavy field guns (105-millimetre guns and 150-millimetre howitzers) ;
  - (c) Heavy guns and howitzers (over 150 millimetres and up to 204 millimetres) ;
  - (d) Mortars and trench mortars of all patterns ;
  - (e) Guns accompanying the infantry :
    - (aa) Guns and howitzers ;
    - (bb) Mine-throwers, grenade-throwers and bomb-throwers ;
- (4) Armoured cars ;
- (5) Spare parts, machinery, gun-carriages and gun-barrels ;
- (6) Cartridges (for rifles and pistols) ;
- (7) Grenades (hand and rifle) ;
- (8) Shells for guns of the calibres and patterns mentioned above ;
- (9) Armes blanches.

*Article 11.*

All arms in the territory of the Contracting States over and above the quantities specified in Article 10 of the present Convention shall be destroyed.

CHAPTER II. — NAVAL FORCES.

*Article 12.*

In accordance with the principles set forth in the Preamble to the present Convention, the Contracting States agree to effect a reduction of their naval forces on the following basis :

(a) Countries which on January 1st, 1928, had a fleet whose aggregate tonnage exceeded 200,000 tons shall reduce their naval forces by one-half, such reduction to affect both the aggregate tonnage of the entire fleet and the tonnage in each of the following classes of warship :

Capital ships ;  
Other warships of displacement exceeding 10,000 tons ;  
Light forces ;  
Submarines.

(b) Countries which on January 1st, 1928, had a fleet whose aggregate tonnage was less than 200,000 tons shall reduce their naval forces by one-fourth of the aggregate tonnage of the entire fleet.

(c) As soon as the present Convention comes into force, aircraft-carriers shall be struck off the establishment of the navy. Within six months they must be disarmed and so converted as to make it quite impossible for them to be used for warlike purposes.

*Note.* — The strength of the naval forces of those countries which were disarmed after the war of 1914-1918 shall be fixed in accordance with special principles to be laid down by the Disarmament Conference.

*Article 13.*

The maximum specific tonnage which must not be exceeded by the Contracting States shall be fixed in accordance with the above-mentioned principles by a special Convention, to be concluded within three months from the day on which the present Convention comes into force.

*Article 14.*

The division of the fleet into vessels which are to be struck off the naval establishment and vessels which are to remain on the establishment, the names of the vessels being given (within the limits of the tonnage allowed under Article 12 of the present Convention), shall, be effected by each Contracting Party. Within one year from the coming into force of the

present Convention, those warships which each Party designates to be struck off the establishment of the navy must be disarmed and put into such a condition that they cannot possibly be used for warlike purposes.

*Note.* — The disarmament of warships comprises the removal of the armour, guns and torpedoes, the destruction of special fittings, armoured turrets, conning-towers, fire-control instruments, communications for use in battle, and aircraft-launching devices.

*Article 15.*

The procedure for striking vessels off the naval establishment and putting them into such a condition that they cannot possibly be used for warlike purposes shall be fixed by an additional technical agreement which shall be attached to the present Convention, and shall be concluded in accordance with Article 13 of the present Convention.

*Article 16.*

The Contracting States agree that, as from the entry into force of the present Convention, warships (both those which are to be constructed in future and those which are now on the stocks) shall only be constructed to replace vessels of the corresponding classes or categories which have been retained on the establishment of the fleet after the reduction has been effected as provided in Articles 12 and 13. Such vessels must satisfy the following conditions :

(a) Except in case of total loss, no vessel may be replaced until it has reached the age-limit, as specified below :

Capital ships . . . . .	}	25 years.
Other warships of over 10,000 tons . . . . .		
Cruisers of over 7,000 tons . . . . .		
Cruisers of under 7,000 tons . . . . .	}	20 years.
Flotilla leaders . . . . .		
Torpedo-boat destroyers . . . . .		
Torpedo-boats . . . . .		
Submarines . . . . .		15 years.

(b) The maximum standard displacement for a warship shall be fixed at 10,000 metric tons. Vessels of more than 10,000 tons displacement now included in the naval forces shall be struck off when they reach the age-limit specified in paragraph (a) of this article, but in any case not later than . . . ;

(c) The maximum calibre of the guns mounted in warships shall be fixed at 12 inches (304.8 millimetres) ;

(d) No warship may be fitted with appliances for the carrying of aircraft ;

(e) The maximum limits for vessels by classes and categories are laid down as follows :

Class or category of vessel	Standard displacement	Calibre of guns	Age-limit
Capital ships . . . . .	10,000 tons	12 inches	25 years.
Coast-defence vessels . . . . .		(304.8 millimetres)	
Cruisers of over 7,000 tons.		8 inches (203.2 millimetres)	25 years.
Cruisers of under 7,000 tons		6 inches (152.4 millimetres)	20 years.
Flotilla leaders . . . . .	1,200 tons	4 inches (101.6 millimetres)	20 years.
Torpedo-boat destroyers . . . . .			
Torpedo-boats . . . . .			
Submarines . . . . .	600 tons	4 inches (101.6 millimetres)	15 years.

*Note.* — The standard displacement of a ship is the displacement of the ship complete, fully manned, with engines and boilers, equipped ready for sea, including all armaments and ammunition, equipment, outfit, provisions and fresh water for crew, miscellaneous stores and implements and supplies of every description that are intended to be carried in war, including fuel and reserve feed water for engines and boilers. The calculation must be made in metric tons.

*Article 17.*

The Contracting States agree to assume the following obligations :

(a) Not to use for warlike purposes warships which have been struck off the establishment of the fleet and replaced by new constructions (except in cases which may be specially provided for in supplementary technical Agreements) ;

(b) Not to hand over or sell their warships to foreign countries if the latter can use them as warships supernumerary to the establishment laid down for each State by the present Convention ;

(c) Not to build or allow to be built in their territories any warships exceeding any of the limits laid down in Article 16 of the present Convention ;

(d) Not to cause new vessels to be constructed in foreign yards over and above the limit laid down for each Contracting State ;

(e) Not to equip merchant vessels with any apparatus or appliance enabling such vessels to be used for warlike purposes.

*Article 18.*

The Contracting States agree to limit the quantity of shells and torpedoes as follows :

(a) For guns of calibres from 8 to 12 inches (203.2 to 304.8 millimetres), 200 rounds each ;

(b) For guns of calibres from 4 to 7.9 inches (101.6 to 200.7 millimetres), 500 rounds each ;

(c) For guns of calibres less than 4 inches (101.6 millimetres), 1,000 rounds each ;

(d) For each torpedo-tube, two torpedoes.

*Article 19.*

All supplies of ammunition and torpedoes over and above the quantities specified in Article 18 must be destroyed.

CHAPTER III. — AIR ARMAMENTS.

*Article 20.*

Within one year from the entry into force of the present Convention, all military dirigibles (lighter than air) shall be disarmed and placed in a condition precluding their utilisation for military purposes.

• *Note.* — The disarmament of aircraft belonging to the armed forces includes the removal of guns, machine-guns and special appliances for the discharge of bombs and other instruments of destruction.

*Article 21.*

In conformity with the Preamble to the present Convention, the Contracting States agree, when carrying into effect the reduction of air armaments, to divide all States into the following main groups :

(a) Group E : States having more than 200 aeroplanes in service in their armed forces ;

(b) Group F : States having from 100 to 200 aeroplanes in service in their armed forces ;

(c) Group G : States having fewer than 100 aeroplanes in service in their armed forces.

States in Group E shall reduce their air forces by one-half ; States in Group F by one-third, and States in Group G by one-quarter, with a simultaneous reduction of the engine-power of each aeroplane to 400 horse-power on the ground.

*Article 22.*

In addition to the standard laid down in Article 21, reserve machines, and engines for these machines, up to a number not exceeding 25 per cent of the total number of aeroplanes in service after their reduction, may be maintained in the establishment of the air forces.

*Article 23.*

All other machines, whether in service or in reserve, together with the engines for these machines, in excess of the limits laid down in Articles 21 and 22 of the present Convention shall be destroyed.

*Article 24.*

When applying Articles 21, 22 and 23 of the present Convention, aeroplanes with engines of over 400 horse-power shall be the first to be destroyed.

*Article 25.*

All arming of civil aircraft and all fittings enabling them to be armed or to be utilised for war are prohibited.

*Article 26.*

With regard to the types of aeroplanes and their armaments, Article 6 of the present Convention shall apply. The armament of military air forces is included in the standards laid down in Article 10 of the present Convention.

*Article 27.*

All stocks of air bombs and other instruments of destruction intended to be discharged by aircraft shall be destroyed within three months of the entry into force of the present Convention. It shall henceforth be prohibited to manufacture or retain them in the army or in the reserve of the military air forces.

*Article 28.*

The effectives of the military air forces must be reduced in proportion to the decrease in the number of machines in service.

*Article 29.*

The precise maximum numbers of machines in service and in reserve, of the engines intended for their use, and of the military air force effectives, classified as officers, pilots and other personnel serving on board aircraft, which must not be exceeded by the Contracting States shall be fixed in conformity with Articles 21 and 28 of the present Convention in a supplementary Convention.

To the latter shall be annexed the following tables :

Table I : Maximum armed air forces stationed in the home country ;

Table II : Maximum armed air forces stationed in each colony, dominion or other oversea possession ;

Table III : Maximum of all armed air forces.

*Article 30.*

With a view to restricting the production of military aeroplanes and the trade therein the Contracting States agree to conclude, within three months from the entry into force of the present Convention, a supplementary Convention on the limitation to be imposed on the manufacture and trade in war aeroplanes in proportion to the legitimate requirements of the new effectives of the military air forces as fixed in the tables indicated in Article 29.

#### CHAPTER IV. — CHEMICAL METHODS OF WARFARE.

*Article 31.*

All methods of and appliances for chemical aggression (all asphyxiating gases used for warlike purposes, as well as all appliances for their discharge, such as gas-projectors, pulverisers, balloons, flame-throwers and other devices) and for bacteriological warfare, whether in service with troops or in reserve or in process of manufacture, shall be destroyed within three months of the date of the entry into force of the present Convention.

*Article 32.*

The industrial undertakings engaged in or adapted for the production of the means of chemical aggression or bacteriological warfare indicated in Article 31 of the present Convention shall be converted to other uses within one year from the entry into force of the present Convention on the basis of an additional technical agreement.

*Article 33.*

The Contracting States undertake, within three months of the entry into force of the present Convention, to ratify the Protocol on the Prohibition of Chemical Warfare signed at Geneva in 1925.

## CHAPTER V. — ARMAMENTS BUDGETS.

### Article 34.

The total amounts of the armaments budgets calculated at their true values shall be reduced in proportion to the reduction of land forces in Groups A, B and C, of air forces in Groups E, F and G, and of naval forces as provided for in Articles 12 and 13 of the present Convention. The said reduction in budgets shall also apply to the items of expenditure on personnel (pay, clothing, victualling, quarters) and those relating to orders for implements of war and ammunition and to their upkeep.

### Article 35.

No secret funds intended to disguise extraordinary expenditure on special preparations for war and the strengthening of armaments may be excluded in State budgets.

In conformity with the above stipulation, all expenditure on the upkeep of the armed forces of each State shall be brought together in a single chapter of the State budget ; it shall be open to publicity in all respects.

### Article 36.

The reduction of the armaments budgets shall be carried out as from the year 1929 *pari passu* with the reduction of armed forces and of war material. As from 1930, the maximum figures of these budgets shall be fixed separately for each of the Contracting States. Thereafter, no increase shall be made in them.

## CHAPTER VI. — TIME-LIMITS FOR THE EXECUTION OF THE CONVENTION.

### Article 37.

The reduction of land, naval and air armaments in conformity with Articles 2, 5, 11, 21, 22, 23 and 28 of the present Convention shall be carried out by the Contracting States in the course of two years, the first year being devoted to preparatory work and the second to the practical application of all the measures relating to the reduction of armaments.

### Article 38.

All the other measures for the reduction of armaments shall be carried out within the periods provided for in the relevant articles of the present Convention (Articles 20, 27, 31, 32 and 36).

## CHAPTER VII. — CONTROL.

### Article 39.

Within three months from the date of entry into force of the present Convention, a Permanent International Commission of Control shall be organised, with the following duties :

(a) The supervision, control and general co-ordination of the measures relating to the application of the present Convention, and the notification to each State of breaches of the provisions of the present Convention ;

(b) The preparation of an agreement concerning the pressure to be brought to bear upon States which may fail to carry out the provisions of the present Convention and of the supplementary Conventions and technical Arrangements completing it ;

(c) The selection of the places, the procedure and the technical conditions for the destruction of material, and the preparation of all the necessary supplementary technical Agreements ;

(d) The study of questions relating to further reductions of armaments and the preparation of international Agreements relating thereto ;

(e) Communication to the Contracting States and the public of information concerning progress in the work of reducing armaments.

### Article 40.

The Permanent International Commission of Control shall consist of an equal number of representatives of the legislative bodies and of the trade unions and other workers' organisations of all States participating in the present Convention.

The Permanent International Commission of Control will later include representatives of international associations whose aim it is to establish pacific relations between States and which have pursued this aim with success, provided that these organisations express a wish to participate in the work of the Permanent International Commission of Control.

*Article 41.*

The Permanent International Commission of Control shall be assisted by a Permanent International Committee of Experts, consisting of an equal number of military, naval, air and other experts belonging to all the States acceding to the present Convention.

The Permanent International Committee of Experts shall act under the orders of the Permanent International Commission of Control.

*Article 42.*

The following may not be members of the Permanent International Commission of Control :

(a) Professional soldiers and officials of Ministries of War, Marine and Military Aviation ;

(b) Owners of and shareholders in military industrial undertakings, owners of and large shareholders in banking and commercial enterprises with interests in military undertakings and the traffic in arms, and higher employees in all these undertakings.

*Article 43.*

With a view to ensuring genuine control, the Permanent International Commission of Control shall be entitled to carry out investigations on the spot in the event of reasonable suspicion of a breach of the present Convention and of the subsequent supplementary Agreements on the reduction and limitation of armaments, and to appoint for this purpose special commissions of enquiry.

*Article 44.*

In enterprises for the production of war material or in enterprises capable of being utilised for the manufacture of armaments, a permanent labour control may be organised by the workers' committees of the factories or by other organs of the trade unions operating in the respective enterprises, with a view to limiting the possibility of breaches of the corresponding articles of the present Convention.

A similar control shall be set up in the various branches of the chemical industry, of which a list shall be drawn up by the Permanent International Commission of Control.

*Article 45.*

The Contracting States undertake to furnish the Permanent International Commission of Control, within the time-limits fixed by it, with full information as to the situation of their armed forces, in accordance with the list and tables prescribed by the present Convention and the subsequent supplementary Agreements on the reduction and limitation of armaments, as well as with particulars of the number of aeroplanes and dirigibles in civil aviation registered as such in the territory of each of the Contracting States.

*Article 46.*

The statutes of the Permanent International Commission of Control, the procedure for examining complaints concerning the non-observance of the obligations entered into for the reduction and limitation of armaments, the organisation of the procedure to be followed in local investigations, and the nature of labour control in regard to production (Article 44) shall be settled by means of a supplementary Convention within not more than three months from the date of the entry into force of the present Convention.

CHAPTER VIII. — RATIFICATION AND APPLICATION OF THE CONVENTION.

*Article 47.*

The present Convention shall enter into force as from the date of its ratification, in conformity with the legislative practice of the Contracting States, by all the States in Groups A and B for the reduction of land armaments, as laid down in Article 1 of the present Convention, or in the first group for the reduction of naval armaments, as laid down in paragraph (a) of Article 12 of the present Convention.

*Article 48.*

All subsequent supplementary Conventions to be concluded in consequence of the present Convention shall be signed and ratified within not less than six months from the date of the entry into force of the latter.

*Article 49.*

The instruments of ratification shall be drawn up in five copies and shall be deposited in the capital of a State in each of the five continents.

The ratification of the present Convention in conformity with the provisions laid down in Article 47 shall be notified to all the Contracting States by . . . . .



Official No.: Conf. D. 83.

Geneva, February 19th, 1932.

#### MEMORANDUM BY THE SWEDISH DELEGATION.

The speech made on February 11th by the first delegate of Sweden contained, *inter alia*, proposals relating to questions now under discussion. These proposals may be summarised as follows:

(1) The draft Convention drawn up by the Preparatory Commission will serve as a basis for the work of the Conference.

(2) As regards *land forces* the following recommendations are made:

(a) Limitation and reduction of effectives, applicable also to trained reserves;

(b) Limitation and reduction of material by the direct method, supplemented by the budgetary method;

(c) Total prohibition of tanks and mobile heavy artillery and possibly of other war appliances of a primarily offensive character, and hence the prohibition of all manufacture and training in connection with the use of these weapons.

(3) As regards *air forces*:

(a) Total prohibition of military aviation, and manufacture, preparation and training in connection therewith;

(b) Internationalisation or strict international control of civil aviation.

(4) Thorough examination of the budgetary method, notably with a view to its application in case of fluctuations in the purchasing power of currencies.

(5) Study of the possibility of restricting preparations for chemical and bacteriological warfare.

(6) Establishment of a truly effective international supervision of the application of the proposed convention.

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The Swedish delegation reserves the right to submit, during the work of the Conference or its committees, as and when necessary, concrete proposals with regard to the above-mentioned problems and any other proposals it may think useful.

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Official No.: Conf. D. 84.

Geneva, February 19th, 1932.

#### MEMORANDUM BY THE NETHERLANDS DELEGATION.

The speech made by the first delegate of the Netherlands on February 15th contained the following suggestions:

(1) The draft Convention drawn up by the Preparatory Commission will serve as a basis for the Conference's work.

(2) Limitation and reduction must be applied to the whole of the armed forces immediately mobilisable. Consequently they must embrace:

(a) Trained reserves, in the first instance by reducing the contingent;

(b) The material of the land forces, by the direct method.

(3) Complete publicity of armaments in accordance with Article 8 of the Covenant, particularly publicity on land, naval and air material.

(4) Prohibition of arms of a specially offensive or exceptionally destructive character.

(5) Absolute prohibition of the use of poisonous and harmful gases and of any preparation for chemical warfare.

(6) Prohibition of the use of destructive war appliances against the civil population, particularly:

(a) Prohibition of air bombardment;

(b) Prohibition of the use of automatic contact mines in the open sea.

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*Official No.: Conf. D. 85.*

Geneva, February 19th, 1932.

**MEMORANDUM BY THE DELEGATION OF THE UNITED STATES OF AMERICA.**

For the convenience of the Bureau, the delegation of the United States is submitting the suggestions contained in the speech of the Acting Chief Delegate on February 9th, as was stated at that time. These suggestions are not exclusive; nor do they purport to be an all-comprehensive plan. The points enumerated are merely intended to aid in carrying on the purposes of this Conference.

(1) The delegation of the United States advocates consideration of the draft Convention as containing the outline of a convenient basis for discussion, while expressing its entire willingness to give full consideration to any supplementary proposals calculated to advance the ends we all seek.

(2) The delegation of the United States suggests the possibility of prolonging the existing naval agreements concluded at Washington and London as soon as they are completed by the adherence of France and Italy.

(3) The delegation of the United States advocates proportional reductions from the figures laid down in the Washington and London Agreements on naval tonnage as soon as all parties to the Washington Agreement have entered this frame-work.

(4) The delegation of the United States advocates the total abolition of submarines.

(5) The delegation of the United States will join in formulating the most effective measures to protect civilian populations against aerial bombing.

(6) The delegation of the United States advocates the total abolition of lethal gases and bacteriological warfare.

(7) The delegation of the United States advocates the computation of the numbers of the armed forces on the basis of the effectives necessary for the maintenance of internal order plus some suitable contingent for defence. The former are obviously impossible of reduction; the latter is a question of relativity.

*Note.* — The only criterion for such a computation at present existing is to be found in the military forces maintained by the Central Powers in accordance with the treaties of peace, which specify that they were to be exclusively employed in the maintenance of order and policing of frontiers. This would indicate that a study of the ratio of the number of effectives in these countries to the population and territory would give some rough estimate of the number which world opinion has already agreed upon as essential for the purpose of order; and indicate, when applied to other nations, that the remaining existing forces were destined at least for defence, if not for possible aggression, and in the categories for defence and attack, since these numbers must at present be based on comparisons with the similar forces of other States and are thus relative. Therefore stringent reduction may be justifiably sought in accordance with the purpose for which this Conference was called.

(8) The delegation of the United States agrees in advocating special restrictions for tanks and heavy mobile guns as arms of peculiarly aggressive character.

(9) The delegation of the United States is prepared to consider a limitation of expenditure on material as a complementary method to direct limitation in that it may prove useful to prevent a qualitative race if and when quantitative limitation has been made effective.

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*Official No.: Conf. D. 86.*

Geneva, February 19th, 1932.

**MEMORANDUM BY THE SWISS DELEGATION.**

In reply to the invitation of the President of the Conference, and in order to facilitate the work of co-ordination, the Swiss delegation has the honour to draw attention below to the concrete suggestions in regard to technical problems put forward by M. Motta in his speech of February 16th.

1. The draft Convention of the Preparatory Commission to be taken as a basis of discussion.
2. The present level of armaments to be taken in all cases as the point of departure, and not to be exceeded in the future.
3. The system of budgetary limitation to be adopted as a general method, together with direct limitation for certain categories of material, the mode of application of these two methods to land, sea and air armaments being reserved.
4. Civil aviation to be under international control.
5. The fullest publicity to be adopted in regard to armaments.
6. Arms of an essentially aggressive character to be prohibited in pursuance of the Treaty for the Renunciation of War—e.g., heavy artillery, tanks and bombing aeroplanes.
7. Certain forms of warfare to be prohibited, viz.:
  - (a) All forms, without exception, of chemical and bacteriological warfare;
  - (b) Bombardment from the air;
  - (c) Incendiary bombs.
8. Agreements to be concluded with regard to the manufacture, whether private or governmental, of arms, munitions and material of war, and to the trade therein.
9. A Permanent Disarmament Commission to be set up with the specific object of supervising the execution of the Convention to be concluded, and making the necessary preparations for future disarmament conferences.

The above suggestions are obviously not limitative. The Swiss delegation accordingly reserves the right to define their purport or to put forward new suggestions, whether in regard to methods of limitation and prohibitions or in regard to agreements for the settlement of international disputes or generally for the consolidation of the foundations of peace.

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*Official No. : Conf. D. 88.*

Geneva, February 19th, 1932.

#### PROPOSALS OF THE CHINESE DELEGATION.

In view of the fact that the draft Convention for the Reduction and Limitation of Armaments has left untouched certain fundamental principles which are essential to the success of the Conference, and in order that certain proposals, put forward by the various delegations at the Preparatory Commission, looking to the solution of some of the most important but difficult problems, may obtain a fair hearing, the Chinese Delegation has the honour to make the following proposals:

- I. The scale of armaments on land and sea and in the air for each country shall be determined by:
  - A. Size of the territory,
  - B. Number of population,
  - C. Length and nature of land frontier and coast-line,
  - D. Facility of communications on land and sea and in the air,
  - E. Degree of security against external aggression,
  - F. National resources.
- II. The existing systems and measures calculated to induce or encourage citizens to take up warlike pursuit and to foster a warlike spirit among them, being conducive to the creation of militarism, shall be abolished.
- III. The principle of national armament on land and sea and in the air shall be solely for the purpose of carrying out defensive measures at the land frontiers or on the sea coast and not for the purpose of invading and attacking another country. For this reason, the aggressive arms such as bombing aeroplanes, tanks, heavy artillery of a certain calibre, aircraft-carriers, submarines and battleships shall be abolished.

*Official No. : Conf. D. 89.*

Geneva, February 19th, 1932.

**PROPOSALS PUT FORWARD BY THE NORWEGIAN DELEGATION.**

1. Extensive reduction of armaments. Acceptance of the draft Convention of the Preparatory Commission as a basis of discussion, subject to such proposals as may subsequently be made for its improvement.
2. Limitation of aggregate expenditure as well as expenditure under particular chapters of military budgets, including expenditure on aviation. Direct limitation of effectives and material wherever practicable.
3. Prohibition of arms of a specifically offensive character, including arms which are specially dangerous to civilian populations: prohibition of their manufacture and use and of all training with a view to their use.
4. Establishment of supervision on as strict and effective lines as possible of the execution of obligations assumed under the Disarmament Convention, including supervision of both private and governmental manufacture of arms and of the trade in arms.
5. Establishment of a Permanent Disarmament Commission to supervise the armaments of the several States, and to make preparations for further progressive disarmament.

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*Official No. : Conf. D. 90.*

Geneva, February 20th, 1932.

**SUGGESTIONS CONTAINED IN THE SPEECH OF THE FIRST DANISH DELEGATE.**

1. Prohibition, as proposed by a number of other delegations, of certain weapons of a specifically aggressive character, in view of the fact that these weapons are already prohibited by the Peace Treaties. Prohibition of all manufacture of such weapons and all preparation and training with a view to their use.
  2. (a) Total prohibition of military aviation and of the manufacture and preparation of military aircraft or training with a view to its use.  
(b) Internationalisation or rigorous international supervision of civil aviation.
  3. A percentage to be fixed to serve as a general guide for the reduction in the course of three years of the existing level of armaments of countries which are not at present tied in the matter of armaments, subject to adjustments in particular cases. Reduction of military expenditure in a proportion corresponding to the reduction in the general level of armaments.
  4. Establishment of a Permanent General Control Commission, consisting of representatives of all the States signing the Disarmament Convention.
  5. Prohibition of chemical and bacteriological warfare and of all preparation, manufacture or training in the use of such weapons.  
Organisation of supervision of this prohibition by the establishment of an international cartel of manufacturers of chemical products under the supervision of the Control Commission.
  6. Preparation by a permanent organisation composed of representatives of all the signatory States of a programme for the reduction of armaments by stages: the details to be fixed by subsequent conferences, and reduction to be continued under the programme until the principles which form the foundation of Article 8 of the Covenant have been carried out in their entirety.
  7. Establishment and organisation of an international police consisting of an air fleet constantly available for intervention in cases of the violation of international obligations. Rules to be made in regard to the authority which will have the disposal of this international police.
  8. Steps to be taken to accelerate the general adoption of the system of justice organised by the League of Nations and of the obligation to have recourse only to pacific methods.
  9. Precise rules to be drawn up in regard to the operation of the sanctions for which the Covenant provides.
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*Official No. : Conf. D. 91.*

Geneva, February 20th, 1932.

**SUGGESTIONS CONTAINED IN THE STATEMENT OF THE CZECHOSLOVAK  
DELEGATION MADE ON FEBRUARY 12TH, 1932.**

1. The Czechoslovak Government accepts as a basis of discussion the draft Convention established by the Preparatory Commission and the principles set forth therein.
2. The Czechoslovak Government is of opinion that the future Convention should lay down forthwith the principle of a definite and explicit limitation of armaments.
3. It is prepared to adopt supervision of effectives, armaments and the manufacture of, and trade in, arms in a more complete and effective manner than that proposed in the draft Convention or than that which has in certain cases been in operation up to the present.
4. It would favour the establishment of a more complete system for the prohibition of chemical and bacteriological warfare, and is prepared to extend this prohibition to other means of offensive warfare, particularly the bombardment from the air of the civil population, of cities, and particularly of the capitals of countries at war.
5. It is convinced that this last provision should be supplemented by a system of penalties.
6. The Czechoslovak delegation regards the French proposals as of great importance, and states that it is prepared to accept them immediately.
7. The Czechoslovak Government is of opinion that the Convention might forthwith embody and apply the second fundamental principle of all action for genuine disarmament by stages, *i.e.*, the reduction of armaments.

At the same time, it reasserts its belief in the necessity for a policy of peace and a progressive systematic and scientific organisation of peace with a view to strengthening the authority and augmenting the powers of the Council of the League.

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*Official No. : Conf. D. 92.*

Geneva, February 20th, 1932.

**PROPOSALS BY THE ARGENTINE DELEGATION.**

In compliance with the President of the Conference's wish that the delegations which have put forward suggestions during the general discussion should submit them in a definite form, so as to facilitate their consideration, the Argentine Delegation begs to submit the following proposals:

**I. CAPITAL SHIPS.**

The Argentine Republic proposes that countries not signatories of the Washington and London Treaties should undertake not to build or acquire capital ships of over 10,000 tons (10,160 metric tons), considering such vessels to be of a specifically aggressive type.

This proposal refers to the "Capital Ship" type of vessel defined in Part 4, Chapter II, of the Washington Treaty as follows:

"A capital ship, in the case of ships hereafter built, is defined as a vessel of war, not an aircraft-carrier, whose displacement exceeds 10,000 tons (10,160 metric tons) standard displacement, or which carries a gun with a calibre exceeding 8 in. (203 mm.)."

The contents of the treaty to be concluded, its form and term of validity, will be decided during the discussions on the proposal. It is already obvious, however, that the proposed agreement will form a useful and, indeed, essential supplement to the two international treaties which

have eliminated the danger of naval competition between the countries possessing the largest naval forces. The Argentine Delegation proposes that the other countries, whether they own capital ships or not, should complete this agreement, which would extend to all States the new naval policy of refraining henceforth from building vessels of excessive tonnage. A decisive initial step will thus have been taken towards abolishing the competition in armaments.

## 2. FOODSTUFFS.

The Argentine Delegation proposes that an international agreement be concluded in which the signatory States shall declare that:

(a) The following foodstuffs shall not be regarded as contraband of war:

Cereals;  
Rice;  
Flour and bakers' wares;  
Fresh and preserved meat of all kinds;  
Milk in all its forms and dairy produce;  
Eggs;  
Sugar;  
Fresh or preserved fish of all kinds;  
Fresh or preserved vegetables;  
Fresh and preserved fruits;  
Potatoes;  
Coffee;  
Tea;  
Cocoa;

(b) Neutral vessels carrying exclusively the foodstuffs enumerated in the foregoing article shall have the right of free transit in case of war, and may only be inspected for the purpose of ascertaining whether the above provisions have been complied with.

(c) This agreement shall apply to the foodstuffs mentioned in paragraph (a) and to the vessels referred to in paragraph (b), always provided that such foodstuffs or such vessels come from, or are proceeding to, the States signatories of the agreement.

(d) The stipulations of this agreement shall not operate in the case of the application of the sanctions provided for under Article 16 of the Covenant of the League of Nations.

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*Official No. : Conf. D. 94.*

Geneva, February 22nd, 1932.

## SUGGESTIONS BY THE JAPANESE DELEGATION.

1. Adoption of the draft Convention as the basis of discussion.
  2. Assurances to be provided for with a view to safeguarding each contracting party from menaces caused by the armaments of one or more States not party to the treaty or by the non-observance of treaty obligations on the part of one or more of the contracting parties.
  3. Limitation and reduction of land and air armaments to be effected in such manner as to leave room for rectification of apparent defects in elements.
  4. Prohibition of air bombardment of cities and towns and other methods of attack on civil populations.
  5. Prohibition of chemical and bacteriological warfare.
  6. Reduction in the unit size of capital ships and the calibre of their guns.
  7. Reduction in the tonnage allotted by the existing treaties of aircraft carriers.
  8. Prohibition of the fitting of aircraft-landing platforms or decks on naval vessels other than aircraft carriers.
  9. Total abolition of aircraft carriers, provided that agreement is reached on the prohibition indicated in paragraph 8.
  10. Limitation of arms and aircraft equipment on merchant vessels.
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*Official No. : Conf. D. 95.*

Geneva, February 22nd, 1932.

**PROPOSALS BY THE UNITED KINGDOM DELEGATION.**

The United Kingdom Delegation, while of opinion that the draft Convention provides the best groundwork on which to proceed, suggests that special attention should be directed to such prohibitions or limitations as will weaken the attack and so remove temptation for aggression, and to methods of warfare which are specially liable to cause injury to non-combatants. In particular it suggests (without attempting to draw up anything in the nature of an exhaustive list) that the following questions should be closely studied, with a view to the adoption of such proposals as may seem practicable:

1. The most practicable course for limiting the number of effectives;
2. The prohibition of mobile land guns above a certain calibre;
3. The abolition (and prohibition) of submarines as a humanitarian measure;
4. Consideration of the most practical method of reducing the size of men-of-war and the maximum calibre of guns carried by them;
5. The practical examination of the whole problem of bombing from the air in its widest possible form.

The United Kingdom Delegation attaches great importance to the maintenance of the provisions of the draft Convention relating to gas and bacteriological warfare, and of those providing for the establishment of a Permanent Disarmament Commission.

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*Official No. Conf. D. 97.*

Geneva, February 24th, 1932.

**MEMORANDUM BY THE HEJAZ DELEGATION.**

The Government of the Hejaz and Nejd and its Dependencies, which relies for its guidance on the religion of Islam with its fundamental principles of universal peace and brotherly love, while naturally urging total and absolute disarmament and strongly advocating the complete prohibition of aggressive war, welcomes every attempt to bring humanity nearer to this goal, and supports every proposal likely to save mankind from the scourge of war, earnestly hoping that this Conference will achieve a substantial measure of success in that direction. It is encouraged in this hope by the earnest and sincere spirit of the different Governments of the world, so eloquently expressed by their worthy representatives here, and by the unanimity with which the aims and objects of this Conference are enthusiastically supported by the rank and file of every nation. It is with pleasure, therefore, that the Government of the Hejaz and Nejd and its Dependencies signifies its assent to the proposals put forward by so many delegates calling on the Conference to bring about:

1. The prohibition of poison gas and all bacteriological war materials;
  2. The prohibition of all military aviation;
  3. The prohibition of all war materials of aggressive character on land and sea;
  4. The reduction and limitation of all legitimate armaments to the absolute minimum required for national safety.
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*Official No. : Conf. D. 95.*

Geneva, February 22nd, 1932.

**PROPOSALS BY THE UNITED KINGDOM DELEGATION.**

The United Kingdom Delegation, while of opinion that the draft Convention provides the best groundwork on which to proceed, suggests that special attention should be directed to such prohibitions or limitations as will weaken the attack and so remove temptation for aggression, and to methods of warfare which are specially liable to cause injury to non-combatants. In particular it suggests (without attempting to draw up anything in the nature of an exhaustive list) that the following questions should be closely studied, with a view to the adoption of such proposals as may seem practicable:

1. The most practicable course for limiting the number of effectives;
2. The prohibition of mobile land guns above a certain calibre;
3. The abolition (and prohibition) of submarines as a humanitarian measure;
4. Consideration of the most practical method of reducing the size of men-of-war and the maximum calibre of guns carried by them;
5. The practical examination of the whole problem of bombing from the air in its widest possible form.

The United Kingdom Delegation attaches great importance to the maintenance of the provisions of the draft Convention relating to gas and bacteriological warfare, and of those providing for the establishment of a Permanent Disarmament Commission.

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*Official No. . Conf. D. 97.*

Geneva, February 24th, 1932.

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1. The prohibition of poison gas and all bacteriological war materials;
  2. The prohibition of all military aviation;
  3. The prohibition of all war materials of aggressive character on land and sea;
  4. The reduction and limitation of all legitimate armaments to the absolute minimum required for national safety.
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8 APR 1932

Geneva, March 9th, 1932.

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

**Co-ordination of the Draft Convention  
and of the Propositions referred to the General Commission.**

REPORT BY M. BENEŠ TO THE BUREAU.

At its meeting on February 26th, 1932, the Bureau of the Conference decided to invite me, for the purpose of forthcoming discussions of the General Commission, to prepare a scheme of work grouping within the framework of the draft Convention the provisions of that instrument together with the various proposals submitted to the Conference.

I have the honour to submit the results of my work in document Conf.D.102 to my colleagues of the Bureau for examination. It seems to me desirable to append various explanations.

The General Commission has already itself taken certain decisions regarding the organisation of its work. It decided first "to carry on its discussions within the framework of the draft Convention for the reduction and limitation of armaments, full liberty being reserved to all delegations to develop their own proposals in subsequent debate and to move their amendments in the form of modifications, additions or omissions at the appropriate point". It was agreed, further, when the General Commission set up Special Commissions, that it would come within its province to study, from the standpoint of the principles involved, the questions submitted to the Conference to define the main lines on which the other commissions will work and to refer to the latter the questions with which they will have to deal.

Accordingly, I found it convenient to arrange in four columns the table of co-ordination which the Bureau had asked me to draw up.

The first column shows the subjects referred to in the various parts, chapters and articles of the draft Convention. In defining those subjects, I used the table of draft texts to be found in document C.428.M.178.1931.IX (documents of the Preparatory Commission, Series XI, page 53). Having thus indicated the framework for our future discussions, it seemed to me advisable to reproduce *in extenso* the text of the draft Convention and the reservations to be found in the final report of the Preparatory Commission, particularly as I am not sufficiently well informed as to the present attitude of the delegations with regard to those reservations.

In the second column I have endeavoured to place opposite each of the points in the first column all the proposals which it would seem possible to connect with them. I have tried to group them and classify them in such a way that they may be discussed methodically and under the best possible conditions.

I wish to point out that no comparison should be made between the contents of this column and the list drawn up by the Secretariat a few days ago (document Conf. D.99). That list mentions, under very general heads, all the delegations that have made suggestions or indicated to the Secretariat passages in their speeches.

In column 2 of my table I have taken into account only those suggestions which have been formulated in sufficiently precise terms to be able to form the subject of a special discussion.

The third column contains questions of principle raised by the provisions of the draft Convention and by the proposals of the delegations, the general political importance of which would appear to warrant their being treated first by the General Commission. My colleagues will realise that a classification of this kind is necessarily a delicate and difficult task. I therefore request them not to consider it as a complete or final work. It will be for the General Commission itself to select and to give definite expression to the main questions of principle which it will have to discuss. My task was merely to facilitate this work and to make suggestions.

The fourth column, lastly, contains observations which I found it necessary to make at this juncture, and which deal principally with the method and time of referring various questions to the Special Commissions.

The entire table has no other aim than to serve as a mere instrument for introducing a certain order into our discussions. I need not add that this table will need to be constantly adjusted and that the work will have to be co-ordinated and guided by the Bureau of the Conference and the Bureau of the General Commission.

In this connection, it may be useful to recall the principles which were apparently unanimously approved by the General Commission for the organisation of the work:

- (1) The General Commission will, as a general rule, discuss in the first place all questions from the point of view of principles;
- (2) After this discussion, the questions will, if necessary, be referred in due time to the Special Commissions;
- (3) Questions which do not require any preliminary discussion from the point of view of principles may be referred immediately by the General Commission to the Special Commissions;
- (4) Questions dealt with by the Special Commissions will form the subject of reports to the General Commission. It is understood that the Special Commissions are always entitled to submit to the General Commission any questions of principle which have arisen and which they are unable to settle themselves.

The task of the Conference is, however, so complicated that it would be wise to consider certain modifications in the practical application of these principles. It will always be necessary to exercise careful guidance and co-ordination. The Bureau of the Conference must from time to time give instructions regarding the course of the work. In addition, the Bureau of the General Commission must keep in constant touch with the Chairmen of the Special Commissions. It will be particularly necessary to avoid discussions of principle being unnecessarily reopened in the Special Commissions, and not to lose sight of the organic connection between certain questions.

Moreover, there are, no doubt, questions the technical side of which is of such importance that they can be discussed in a Special Commission, even before the General Commission has taken a decision in principle or for the express reason of supplying material for reaching such a decision in principle.

In making this classification, I have, moreover, realised that it will probably be necessary to create joint commissions or sub-commissions or to request one Special Commission to study an entire problem which concerns several commissions. In the same way, the Special Commissions may have to appoint sub-commissions or committees of experts.

Column 4 of the table contains a number of observations arising out of the ideas expressed above.

If the table is approved by the Bureau, it might be used as a preliminary draft agenda, with any amendments that the Bureau may decide to make.

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8 APR 1932

Official No.: Conf. D. 101.

[Conf. D./C.G.5 (1).]

[Conf. D./Bureau 8 (1).]

Geneva, March 9th, 1932.

## LEAGUE OF NATIONS

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

26

### Programme of Work of the Conference

REPORT OF THE BUREAU ADOPTED BY THE GENERAL COMMISSION  
ON MARCH 8TH, 1932.

(*Rapporteur*: M. BENEŠ.)

1. At its fourth meeting, held on February 25th, the General Commission took certain important decisions with regard to the organisation of its work. It decided first of all "to carry on its discussions within the framework of the draft Disarmament Convention, full liberty being reserved to all delegations to develop their own proposals in subsequent debate and to move their amendments in the form of modifications, additions or omissions at the appropriate point". It was also agreed, when the General Commission proceeded to set up Special Commissions, that it would be for the former to study, from the point of view of principles, the questions laid before the Conference, to define in this way the general lines on which the other commissions should work and to refer to the latter the questions with which they would have to deal.

The President of the Conference thought it would be well for the Bureau to draw up, in order to facilitate the task of the General Commission, certain proposals with regard to the Conference's programme of work. For this purpose the Bureau asked me to make a preliminary study of all the proposals of the various delegations, which have been brought together by the Secretariat in a printed document (Conf. D.99).

2. I have in the first place drawn up a scheme of work classifying within the framework of the draft Convention the provisions of the latter and the proposals relating thereto submitted to the Conference. This document (Conf. D.102), together with the statement I have had the honour to make to the Bureau in this connection (Conf. D.100), has been communicated to all the delegations with the request that they should inform the Secretariat of any amendments they might wish to make to the summary of the proposals submitted by them.

3. As a result of this request, a number of delegations have sent rectifications, observations or amendments concerning their previous proposals. It should be noted that certain delegations thought it desirable to put forward arguments in support of their respective contentions. I have only been able, however, to embody in the tables the principles or proposals which were already in the documents (memoranda or extracts from speeches) submitted in concrete form and collected in the compilation prepared by the Secretariat. I considered that, if the new arguments submitted by certain delegations were embodied in the tables, there would be a risk of depriving this document of its objective character.

The delegations will naturally be able to defend their respective contentions at any time in committee.

I have had an opportunity of discussing their observations with the various delegations in conversations during which each point was discussed. Thanks to the spirit of conciliation displayed by the delegations, certain points which seemed difficult to retain have been withdrawn or adjusted to the existing framework.

It is unnecessary to say that the co-ordination tables in no way debar the delegations from submitting at any time to the Commissions any amendment or fresh proposal they may think desirable.

The Bureau hopes that the definitive document, based upon the observations which have been received and which has been prepared on a systematic plan, will assist the labours of the delegations and the investigation of those who, whether near or at a distance, are following the deliberations of the Conference.

I do not think there is any need for me to explain afresh the arrangement of the tables, as complete explanations are contained in the written and oral reports of the Rapporteur which were circulated to the delegations a few days ago. I would merely remind you that these tables contain a summary of all the proposals made during the general discussion and, in addition, the questions of principle raised by these proposals. The tables also contain certain suggestions regarding the procedure which the Conference might adopt for the discussion of the various questions.

4. The Bureau has thought it desirable, not merely to submit the tables, but to add a list of the questions which might be referred to the various Commissions of the Conference (document Conf.D.103). In the preparation of this list, account has been taken of the following principles, which would appear to result from the discussions in the General Commission:

(1) The General Commission should, as a rule, first discuss all questions from the point of view of the principles involved;

(2) After this discussion, the questions should, if advisable, be referred at the appropriate point to the Special Commissions;

(3) Questions which do not require preliminary discussion from the point of view of the principles involved may be referred immediately by the General Commission to the Special Commissions;

(4) The Special Commissions should report to the General Commission on the matters dealt with. It is, of course, always open to the Special Commissions to lay before the General Commission any questions of principle which prevent progress and which they are not in a position to settle themselves.

5. The questions of principle to be dealt with by the General Commission may be arranged under three headings:

(a) Those of which it will be possible to make a complete and definitive study;

(b) Those requiring a first examination involving a statement of views without this discussion necessarily leading to an immediate conclusion in the General Commission. The latter will be able to resume the discussion of these questions when it thinks fit;

(c) Those which should be referred by the General Commission to a technical committee for preliminary examination before being dealt with by the General Commission itself.

In considering questions in the first two classes, negotiations between the countries directly and principally concerned may be necessary at a certain stage in the proceedings. Such negotiations at a suitable moment might well end a deadlock over some difficult matter under discussion in a commission and lead to a solution.

Furthermore, questions referred direct to a Special Commission may themselves be divided into two classes—namely, those which, as was mentioned above under (c), are referred to it immediately for preliminary examination and report to the General Commission; and those which have been definitely referred to a technical commission by a formal vote of the General Commission.

6. These are the principles which have guided the Bureau in preparing the list which it has the honour to submit for the approval of the General Commission. The General Commission will, no doubt, realise the importance of not adhering too rigidly to these principles, and of allowing certain modifications in their practical application. Constant supervision and co-ordination will be necessary. With this object, close contact should be maintained between the Bureau of the General Commission and the Chairmen of the Special Commissions.

It will be necessary, in particular, to ensure that discussions on questions of principle should not be taken up again in the Special Commissions, except in so far as may be necessary, and the intimate relationship between certain questions must always be borne in mind.

It is probable that all the Special Commissions will have to appoint sub-committees or committees of experts. In order to prevent the machinery of the Conference from becoming too complicated, it might be well to appoint sub-committees to examine groups of questions or some definite question, it being understood that their mandate will expire as soon as they have disposed of the questions entrusted to them. It might also be necessary to set up mixed commissions or sub-committees, or to instruct a single special commission to examine as a whole a question in which several commissions are interested.

7. After a rapid examination of the questions which appear particularly to come within the scope of the General Commission, the Bureau entrusted its President and the Rapporteur of the General Commission with the task of drawing up a definitive list to serve as a first draft agenda for this Commission.

As a result of the preliminary consultations and discussions I have undertaken, I submit to you this outline of the draft. After you have made the necessary corrections and modifications, it might be taken as the preliminary agenda of the General Commission.

In arranging the order of the questions, I have been mainly guided by the desire to submit, at the outset of our discussions, a form of agenda likely to promote the progress of our work. It would be a mistake, in my opinion, to start off with the discussion of the most difficult questions.

On the other hand, I am convinced that we should not go to the other extreme and postpone indefinitely the consideration of questions which are of fundamental importance for the future work of the General Commission, even though they present serious difficulties, and their examination should not lead us to immediate conclusions.

Official No.: Conf. D. 102.

[Conf. D./Bureau 5 (I).]

APR. 1932

Geneva, March 9th, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

27

Co-ordinating Table  
of the Draft Convention<sup>1</sup> and of the Propositions  
referred to the General Commission

<sup>1</sup> *Note.* — Without prejudice to the reservations made by various delegations in regard to articles of the draft Convention which have not been withdrawn or modified since the opening of the Conference.

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p align="center"><i>Article I.</i></p> <p>Agreement to limit and, so far as possible, to reduce armaments as provided in the present Convention.</p>	<p align="center">I</p> <p>(a) Reduction to an equal limit of peace-time armed forces (land, sea and air) of all countries. Reduction to be carried out within ten years. (Turkey—Conf.D.99, p. 29, Art. 1.)</p> <p>(b) Reduction to be made at a rate directly proportional to the extent of the armaments of the various countries on a determined date, and to be less drastic in the case of the weakest States. The reduction of armed forces of the States which have contracted alliances or agreements of military assistance among themselves must be based on the total figures of the additional armed forces (by categories of armaments) of these States. (U.S.S.R.—Conf.D.99, p. 34.)</p> <p>(c) Reduction of armaments to the lowest possible level. (Germany—Conf.D.99, p. 30.)</p> <p align="center">II</p> <p>(a) A permanent Disarmament Commission to make preparations for further progressive disarmament. (Norway—Conf.D.99, p. 51, para. 5.)</p> <p>(b) Idea of reduction by stages. (Czechoslovakia—Conf.D.99, p. 52 (7).)</p> <p>(c) A permanent organisation to prepare a programme for reduction by stages, the details to be fixed by subsequent conferences and reduction to be continued under the programme until the principles of Article 8 of the Covenant have been carried out in their entirety. (Denmark—Conf.D.99, p. 51, para. 6.)</p> <p>(d) If the aims can only be reached by stages, these stages should be spread over as short a period as possible. The Convention should represent a genuine advance to the farther possible limits in this direction and contain peremptory guarantees for the complete realisation of these aims within as short a time as possible. (Hungary—Conf.D.99, p. 18 (4).)</p> <p>(e) Fixing of a percentage to serve as a general guide for the reduction, in the course of three years, of the existing level of armaments of countries which are not at present tied in the matter of armaments, subject to adjustments in particular cases. Reduction of military expenditure in a proportion corresponding to the reduction in the general level of armaments. (Denmark—Conf.D.99, p. 51, para. 3.)</p>	<p>Principle of definitive reduction under a single Convention.</p> <p>Ditto.</p> <p>Reduction of armaments to the lowest possible level.</p> <p>Reduction to be brought about by stages.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p>	<p>Proportional and progressive reduction based on the position of armaments at a specific date.</p> <p>Effective reduction from the first stage with peremptory guarantees in the first Convention of a complete realisation within a specific short delay.</p> <p>First stage: Proportional reduction on the basis of the <i>status quo</i>, with adjustments in particular cases.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article I</i> (continuation).</p>	<p style="text-align: center;">III</p> <p>(a) The scale of armaments on land and sea and in the air shall be determined for each country by:</p> <ol style="list-style-type: none"> <li>1. Size of the territory.</li> <li>2. Number of population.</li> <li>3. Length and nature of land frontier and coast-line.</li> <li>4. Facility of communications on land and sea and in the air.</li> <li>5. Degree of security against external aggression.</li> <li>6. National resources.</li> </ol> <p>(China—Conf.D.99, p. 50.)</p> <p>(b) Limitation to be effected in such manner as to leave room for rectification of manifest defects in elements. (Japan—Conf.D.94, p. 53.) (Portugal—Conf.D.99, p. 20.)</p> <p>(c) Need for taking due account of the geographical situation and the special conditions of each State in the preparation of plans for the limitation of armaments. (Persia—Conf.D.99, p. 19.)</p> <p>(d) Computation of armed forces on the basis of the effectives necessary for internal order plus a contingent for defence, the former being absolute figures and the latter a relative figure. (U.S.A.—Conf.D.99, p. 49.)</p> <p style="text-align: center;">IV</p> <p>(a) Preliminary examination by the Conference of the question of the prohibition of war materials of a specifically aggressive character. (Italy—Conf.D.99, pp. 18 and 33.)</p> <p>(b) Prohibition of certain material if the latter does not form the subject of an undertaking to place it at the disposal of the League of Nations. (France—Conf.D.99, p. 24.)</p> <p style="text-align: center;">V</p> <p>Examination of further reductions subject to measures to be taken to ensure security. (France—Conf.D.99, p. 23.) (Belgium—Conf.D.99, p. 14.)</p>	<p>Criteria for limitation or reduction.</p> <p>Taking into consideration of all the particular conditions of the different countries.</p> <p style="text-align: center;">Ditto.</p> <p>Method of computation of the effectives based on the absolute needs for internal order and relative needs for national defence.</p> <p>Preliminary discussion of the simultaneous application of a quantitative and qualitative limitation by the absolute prohibition of certain material.</p> <p>Prohibition of certain material except under certain conditions (placing at the disposal of the League of Nations).</p> <p>Reduction subject to measures to be taken in regard to the organisation of peace.</p>	

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p align="center"><i>Article I</i> (continuation).</p>	<p align="center">ENUMERATION OF THE CONDITIONS MENTIONED ABOVE AND OF THE POLITICAL AND LEGAL QUESTIONS CONNECTED THEREWITH.<sup>1</sup></p> <p align="center"><i>A. Political Conditions.</i></p> <p>1. Placing at the disposal of the League of Nations or of another international authority of certain land and naval material and of civil aviation and bombing aircraft. (France—Conf.D.99, p. 23 (I and II).)</p> <p>The proposals in the matter connected with Part II, "Material", of the Draft Convention (provisions relating to land, sea and air material) are summarised under the respective chapters.</p> <p>2. (a) Creation of an international police force to prevent war. (France—Conf.D.99, p. 25.)</p> <p>(b) Creation of a first contingent of coercionary forces to repress war and to bring immediate assistance to any State victim of aggression. (France—Conf.D.99, p. 25.)</p> <p>(c) Establishment of a land, sea and air force of the League of Nations by a contribution from all the States belonging to it, to be fixed for each in proportion to the numbers of its population and to its national resources. Application of sanctions against signatory States that may refuse to furnish their contingents. (Haiti—Conf.D.99, p. 32.)</p> <p>(d) Constitution of an international air police fleet. (Denmark—Conf.D.99, p. 51.)</p> <p>(e) Creation of an international army for the application of sanctions. (Bulgaria—Conf.D.99, p. 15.)</p> <p>3. Moral Disarmament.</p> <p>(a) Necessity for moral disarmament. (Persia—Conf.D.99, p. 19.)</p> <p>(b) Abolition of the existing systems and measures calculated to encourage citizens to take up warlike pursuits, and to foster a warlike spirit among them. (China—Conf.D.99, p. 50.)</p>	<p>Placing at the disposal of the League of Nations, or of another international authority, of certain land and naval material and of civil aviation and bombing aircraft.</p> <p>Creation of an international force.</p> <p align="center">Ditto.</p> <p align="center">Ditto.</p> <p align="center">Ditto.</p> <p align="center">Ditto.</p>	<p>Should the General Commission consider it necessary that a detailed examination be made of the questions grouped under this head or of certain of those questions, they might be referred immediately to the Political Commission</p> <p>Discussion on the adoption of measures to ensure moral disarmament.</p> <p>The questions appearing under No. 3 (Moral Disarmament) might be referred to the Political Commission, which might, in its turn, refer it to a special sub-committee, in conformity with the Polish delegation's request.</p>

<sup>1</sup> Under this head are collected all proposals relating to this type of question, even when the delegations which submitted them did not make them a preliminary condition for the reduction of armaments.



1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article I</i> (continuation).</p>	<p>A. <i>Political Conditions</i> (continuation).</p> <p>(c) Study of draft conventions relating to the following points:</p> <p>1. Prevention and punishment by national law of actions incompatible with satisfactory international relations (incitement of public opinion to warlike sentiments, false reports, etc.).</p> <p>2. Convening of a conference of journalists and publishers to examine moral disarmament, so far as the Press is concerned, and more particularly to study the proposals formulated in document Conf.D.16.</p> <p>3. International undertakings relating to the instruction of youth in international matters.</p> <p>4. Prevention in the sphere of broadcasting, the cinematograph and the stage of abuses which would be dangerous to a good international understanding.</p> <p>(i) Conclusion of a general convention on broadcasting.</p> <p>(ii) Prohibition of films and of plays which might embitter international relations, and, on the other hand, the encouragement of films and plays conveying propaganda in favour of peace.</p> <p>(Poland—Conf.D.99, p. 27.) (See also Conf.D.16.)</p> <p>(d) Conclusion of international conventions for the prevention and punishment of war propaganda and all individual acts likely to disturb relations among peoples.</p> <p>(Roumania—Conf.D.99, p. 20.)</p> <p>(e) Approval of the general idea of the Polish proposal.</p> <p>(Spain—Conf.D.99, p. 21.)</p> <p>B. <i>Legal Conditions.</i></p> <p>1. (a) General adoption of the system of justice organised by the League of Nations. Obligation to have recourse only to pacific means.</p> <p>(Denmark—Conf.D.99, p. 51.) (Spain—Conf.D.99, p. 21.)</p> <p>(b) Compulsory arbitration.</p> <p>(Spain—Conf.D.99, p. 21.) (France—Conf.D.99, p. 26.) (Portugal—Conf.D.99, p. 20.)</p> <p>(c) Compulsory jurisdiction of the Permanent Court combined with a system of sanctions.</p> <p>(Spain—Conf.D.99, p. 21.) (Haiti—Conf.D.99, p. 33.)</p> <p>2. (a) Necessity for a system of mutual assistance.</p> <p>(Portugal—Conf.D.99, p. 20.)</p>	<p>Organisation of international arbitration.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Mutual assistance.</p>	

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article I</i> (continuation).</p>	<p>B. <i>Legal Conditions</i> (continuation).</p> <p>(b) Conclusion of a general pact of mutual assistance. (Bulgaria—Conf.D.99, p. 15.)</p> <p>3. (a) Precise rules to be drawn up in regard to the operation of the sanctions for which the Covenant provides. (Denmark—Conf.D.99, p. 51.)</p> <p>(b) Guarantees as to the rapidity of the decision of the authority controlling the international force. Conformity of the action of such authority with international law. (France—Conf.D.99, p. 26.)</p> <p>4. Renunciation of the compulsive clauses embodied in the treaties for the benefit of a nation or group of nations, and modifications of the existing international regime. (Haiti—Conf.D.99, p. 33.)</p> <p style="text-align: center;">VI</p> <p>(a) The disarmament laid down in the treaties of peace must be regarded as an indication (model) for the reduction to be applied to all of the Members of the League of Nations. (Germany—Conf.D.99, p. 30.) (Austria—Conf.D.99, p. 14.) (Hungary—Conf.D.99, p. 18.)</p> <p>(b) Institution of a single system applicable equally to all States. Legal equality and equal security for all States. (Germany—Conf.D.99, p. 30.) (Austria—Conf.D.99, p. 14.) (Bulgaria—Conf.D.99, p. 15.) (Hungary—Conf.D.99, p. 18.)</p> <p>(c) Equality of right between all States and perequation of armed forces at the lowest levels. (Italy—Conf.D.99, p. 18.)</p> <p>(d) General reduction of armaments according to the principles of Article 8 of the Covenant applied to all nations. (Hungary—Conf.D.99, p. 18.)</p> <p style="text-align: center;">VII</p> <p>Limitation and reduction of the whole of the armed forces immediately movable. (Netherlands—Conf.D.99, p. 48.)</p>	<p>Mutual assistance.</p> <p>Organisation of sanctions.</p> <p>Ditto.</p> <p>Readaptation of the international regime.</p> <p>The disarmament laid down in the treaties of peace must be regarded as an indication.</p> <p>Uniformity of methods of disarmament under the principle of the equality of rights of States.</p> <p>Equality of right between all States and perequation of armed forces at the lowest levels.</p> <p>Application of Article 8 to all States.</p> <p>Limitation and reduction of the whole of the armed forces immediately movable.</p>	

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article I</i> (continuation).</p> <p>PART I. PERSONNEL.</p>	<p>VIII</p> <p>(a) A regional solution might be necessary in certain cases. (Poland—Conf.D.99, p. 20.)</p> <p>(b) From the point of view of the Latin-American continent, the reduction of armaments should be sought by means of regional agreements. The general draft should accordingly possess the necessary elasticity. (Chili—Conf.D.99, p. 16.)</p> <p>IX.</p> <p>Establishment of completely demilitarised zones or zones occupied by a limited number of effectives. (Finland—Conf.D.99, p. 16.)</p> <p>X.</p> <p>Relative agreement with regard to contraband of war. (Argentine—Conf.D.99, p. 53.)</p> <p>1. The personnel of the land forces and the naval personnel to be recruited only by means of voluntary enlistment. (Germany—Conf.D.99, p. 30, § 1 and p. 31, § 14.)</p> <p>2. Freedom to choose the system of military service. (Bulgaria—Conf.D.99, p. 15.) (Turkey—Conf.D.99, p. 22.)</p> <p>3. Limitation and reduction of trained reserves. (Sweden—Conf.D.99, p. 48, § 2 (a).)</p> <p>4. Limitation and reduction of trained reserves. (Netherlands—Conf.D.99, p. 48, § 2 (a).)</p> <p>5. Proportional reduction of trained reserves. (U.S.S.R.—Conf.D.99, p. 40, Arts. 3, 5 (a) and 8 (b).)</p> <p>6. Limitation and reduction of the annual contingent. (Netherlands—Conf.D.99, p. 48, § 2(a).)</p> <p>7. Contribution of effectives to the international force.</p> <p>(a) Constitution of a permanently available police force made up of contingents furnished by each of the contracting parties in a proportion to be determined.</p> <p>(b) Constitution of a coerciona-ry force of a strength varying according to the regions concerned, made up of contingents determined for each country and constantly available. (France—Conf.D.99, p. 25, III (a) and (b).)</p>	<p>Regional agreements within the frame-work of the general agreement.</p> <p>Demilitarised zones.</p> <p>Limitation of inter-national law regula-tions with regard to blockade.</p> <p>Abolition of com-pulsory service.</p> <p>Freedom to choose the system of military service.</p> <p>Limitation and re-duction of trained reserves.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Limitation and re-duction of the annual contingent.</p> <p>Creation of an in-ternational force.</p>	<p>Principle already appearing in the part relating to Article I. Details left for exami-nation by the Land, Naval and Air Com-missions.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p align="center">PART I. PERSONNEL (<i>cont.</i>)</p> <p><i>Articles 2 and 3:</i> Definition and limitation of average effectives daily.</p>	<p>8. Mutual assistance force in proportion to the population and the national resources. (Haiti—Conf.D.99, p. 32, § 1.)</p> <p>9. Constitution of an international police force consisting of an air fleet. (Denmark—Conf.D.99, p. 51, § 7.)</p> <p>10. Creation of an international army for the purpose of applying sanctions. (Bulgaria—Conf.D.99, p. 15.)</p> <p>11. Demilitarised zones occupied by limited effectives. (Finland—Conf.D.99, p. 16.)</p> <p>1. Ascertainment of the most practical course for limiting the number of effectives. (United Kingdom—Conf.D.99, p. 54, § 1.)</p> <p>2. Reduction to a maximum equal for all by means of an annual 10% reduction of the difference between the actual strength and the maximum fixed. (Turkey—Conf.D.99, p. 29, Art. 1.)</p> <p>3. Method of progressive and proportional reduction of peace effectives based on a classification of States according to the amount of their armaments. (U.S.S.R.—Conf.D.99, p. 35 and 39; Arts. 1, 2, 3 and 4 (a).)</p> <p>4. Estimate of and adequate allowance for trained reserves. (Germany—Conf.D.99, p. 30, § 2.)</p> <p>5. Special conditions for States having a militia system. (Germany—Conf.D.99, p. 30, § 3.)</p>	<p>Creation of an international force.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Demilitarised zones.</p>	<p>Principle already appearing in the part relating to Article 1. Details left for examination by the Land, Naval and Air Commissions.</p> <p>Ditto.</p> <p>Ditto.</p> <p>The principle already appears in the Part relating to Article 1. When the principle has been decided, the question may be referred to the Land and Air Commissions.</p> <p>The principles raised in points (2) and (3) already appear in the Part relating to Article 1. Points 4 and 5, as well as Articles 2 and 3 of the draft Convention, can be referred immediately to the Land, Naval and Air Commissions, which would submit to the General Commission any questions of principle they could not dispose of.</p>
<p>TABLES RELATING TO LAND ARMED FORCES</p> <p><i>Table I.</i> — Maximum land armed forces stationed in the home country.</p> <p><i>Table II</i> (optional). — Maximum land armed forces stationed overseas.</p> <p><i>Table III.</i> — Maximum of the total land armed forces. (In each of the above tables a separate maximum is provided for total effectives, officers and regular soldiers.)</p>	<p>1. Modifications in the tables: <i>Table I.</i> — Maximum home forces. <i>Table II.</i> — Maximum overseas forces stationed in the home country. <i>Table III.</i> — Maximum forces overseas. <i>Table IV.</i> — Maximum forces in the several overseas territories. <i>Table V.</i> — Maximum of the total forces. (U.S.S.R.—Conf.D.99, p. 41, Art. 4(b).)</p> <p>2. The number of officers, non-commissioned officers and regular soldiers to be fixed in each of the above tables by units and corps. (U.S.S.R.—Conf.D.99, p. 41, Art. 4(b).)</p> <p>3. The number of officers to be fixed at the lowest possible figure for all countries alike in terms of a percentage, the figure not to be increased. (Germany—Conf.D.99, p. 30, § 4.)</p>		<p>Tables I, II and III and points 1, 2 and 3 of the draft Convention can be referred to the Land Commission, which will submit to the General Commission any questions of principle it cannot dispose of.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p>TABLES RELATING TO SEA ARMED FORCES.</p> <p><i>Table VI.</i> — Maximum sea armed forces. (Only total effectives are limited.)</p> <p>TABLES RELATING TO AIR ARMED FORCES.</p> <p><i>Table VIII</i> (optional). — Maximum air armed forces stationed in the home country.</p> <p><i>Table IX</i> (optional). — Maximum air armed forces stationed overseas.</p> <p><i>Table X.</i> — Maximum of the total effectives.</p> <p>FORMATIONS ORGANISED ON A MILITARY BASIS.</p> <p><i>Article 4.</i> Definition of formations organised on a military basis and of mobilisation.</p> <p><i>Article 2.</i> Limitation of the average daily effectives in the land, sea and air formations organised on a military basis.</p>	<p>1. A percentage of officers and warrant officers to be fixed as a maximum limit. (Germany—Conf.D.99, p. 31, § 15.)</p> <p>1. Abolition of air forces. (Germany—Conf.D.99, p. 31, §§ 17 and 19 (a) and (b).)</p> <p>2. The effectives of the military air forces must be reduced in proportion to the decrease in the number of machines in service. (U.S.S.R.—Conf.D.99, p. 45, Art. 28.)</p> <p>1. Prohibition of civil bodies organised on a military basis by specialised instructors drawn from the army and of the military training of the civilian population at the instance of civil associations. (U.S.S.R.—Conf.D.99, p. 41, Art. 5(b).)</p> <p>2. Police forces, gendarmerie and similar organisations not to be utilised for military purposes. (Germany—Conf.D.99, p. 30, § 5.)</p> <p>3. The strength and armament of police and gendarmerie forces and Customs guards to be fixed by special commissions in accordance with each country's needs. (Turkey—Conf.D.99, p. 29, Art. 5.)</p>	<p>Prohibition of the maintenance of military air force personnel.</p>	<p>Table VI in the draft Convention and point 1 can be referred to the Naval Commission with instructions to submit to the General Commission any matters of principle on which it may have difficulty.</p> <p>Principle discussed in connection with the more general question of the abolition of all military aviation. When matters of principle have been decided, Tables VIII, IX and X and point 2 in the draft Convention can be referred to the Air Commission.</p> <p>Articles 2 and 4 of the draft Convention and points 1 to 5 can be referred to the Land, Naval and Air Commissions, which may, if necessary, submit any questions of principle giving rise to special difficulties to the General Commission. These Commissions ought more especially to examine the following questions: Definition of formations organised on a military basis. Total prohibition of certain formations organised on a military basis. Prohibition of the utilisation of police and similar forces for military purposes. Method of limiting police and similar forces by special convention or by average daily effectives.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article 2</i> (continuation).</p> <p>TABLES RELATIVE TO FORMATIONS ORGANISED ON A MILITARY BASIS</p> <p><i>Table IV.</i> — Maximum figures for effectives stationed in the home country.</p> <p><i>Table V.</i> — Maximum figures for effectives stationed overseas.</p> <p>These two tables provide for a separate limitation of the total number of effectives, officers or officials ranking as officers and regular personnel.</p> <p><i>Table VII.</i> — Maximum figures for sea formations organised on a military basis. Limitation of the total only.</p> <p><i>Table XI.</i> — Maximum figures for air effectives stationed in the home country.</p> <p><i>Table XII.</i> — Maximum figures for air effectives stationed overseas.</p> <p>These two tables provide for separate limitation of the total number of effectives and of the total number of regular effectives.</p>	<p>4. The number of the police forces organised on a military basis, gendarmerie, Customs guards, train guards, forest guards and other armed corps organised for the needs of the Customs preventive service to be determined by Convention. (U.S.S.R.—Conf.D.99, p. 40, Art. 1, Remark 1.)</p> <p>5. Police forces, gendarmerie and similar organisations to be limited. (Germany—Conf.D.99, p. 30, para. 5.)</p> <p>1. Proportional and progressive reduction and limitation of the number of units and corps of each arm and service. (U.S.S.R.—Conf.D.99, p. 40, Art. 4.)</p>		<p>Method of limiting police and similar forces by special convention or by average daily effectives.</p> <p>Ditto.</p> <p>Tables IV, V, VII, XI and XII can be referred respectively to the Land, Naval and Air Commissions, which may, if necessary, submit any questions giving rise to special difficulties to the General Commission.</p> <p>Reduction and limitation of the number of units and corps. This question can be referred to the Land Commission, which may, if necessary, submit any questions of principle giving rise to special difficulties to the General Commission.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p>CHAPTER B. PERIOD OF SERVICE.</p> <p>Articles 5 to 9 and Table.</p>	<p>Limitation of the period of service. (Latvia—Conf.D.99, p. 18.)</p>		<p>This question can be referred to the Land, Naval and Air Commissions with instructions to submit to the General Commission any matters of principle on which they may have difficulty.</p>
<p>PART II. MATERIAL.</p>	<p>1. Prohibition in general terms of material deemed to be of an aggressive character. (Argentine—Conf.D.99, p. 13.) (Austria—Conf.D.99, p. 14.) (Belgium—Conf.D.99, p. 14.) (China—Conf.D.99, p. 50.) (Denmark—Conf.D.99, p. 51.) (Finland—Conf.D.99, p. 16.) (Haiti—Conf.D.99, p. 33.) (Hejaz—Conf.D.99, p. 54.) (Hungary—Conf.D.99, p. 17.) (Latvia—Conf.D.99, p. 18.) (Netherlands—Conf.D.99, p. 48.) (Norway—Conf.D.99, p. 51.) (Persia—Conf.D.99, p. 19.) (Portugal—Conf.D.99, p. 20.) (Spain—Conf.D.99, p. 27.) (Sweden—Conf.D.99, p. 48.) (Switzerland—Conf.D.99, p. 50.)</p> <p>2. Prohibition of undefined material deemed to be offensive with prohibition of their manufacture, use and training with a view to their use. (Norway—Conf.D.99, p. 51.)</p> <p>3. Prohibition of certain material of a presumed specifically aggressive character and referred to in treaty of peace. (Denmark—Conf.D.99, p. 51.) (Germany—Conf.D.99, p. 30.) (Hungary—Conf.D.99, p. 18.)</p> <p>4. Contribution of material forming part of the normal armament of the police force contingents, material forming part of the normal armament of coercionary forces and heavy artillery and armoured implements by States which possess such material. (France—Conf.D.99, p. 25, III (b).)</p> <p>5. Demilitarised zones. (Finland—Conf.D.99, p. 16.)</p> <p>6. Direct limitation of all war material by a combined system comprising a convention on trade, a convention on private manufacture and an inventory of stocks, the whole controlled by the Permanent Disarmament Commission. (Spain—Conf.D.99, p. 27.)</p> <p>7. Limitation on the lines of the treaties of peace. (Hungary—Conf.D.99, p. 18, § 3.)</p> <p>8. Direct limitation wherever practicable. (Norway—Conf.D.99, p. 51, § 2.)</p>	<p>Absolute prohibition of certain classes of material.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Constitution of an international force.</p> <p>Demilitarised zones.</p> <p>Direct limitation with control of trade and manufacture and controlled inventory of stocks.</p> <p>Direct limitation on the lines of the treaties of peace.</p> <p>Possibility of applying different methods for the different States.</p>	<p>This principle figures already in the section relative to Article 1.</p> <p>Principle already included in the part concerning Article 1. When the principle has been decided, the question may be referred to the Land, Naval and Air Commissions.</p> <p>Ditto.</p> <p>When the principle has been decided, the question can be referred to the Land, Naval and Air Commissions.</p> <p>Ditto.</p> <p>Ditto.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p>CHAPTER A. LAND ARMAMENTS.</p>	<p>1. Prohibition of all kinds of heavy artillery. (Austria—Conf.D.99, p. 14.) (Italy—Conf.D.99, p. 33.) (Latvia—Conf.D.99, p. 18.) (Switzerland—Conf.D.99, p. 50, § 6.)</p> <p>2. Prohibition of mobile heavy artillery. (Spain—Conf.D.99, p. 22.) (Sweden—Conf.D.99, p. 48, § 2 (c).) (United Kingdom—Conf.D.99, p. 54, § 2.)</p> <p>3. Prohibition of heavy long-range artillery. (Belgium—Conf.D.99, p. 14.) (Portugal—Conf.D.99, p. 20.) (U.S.S.R.—Conf.D.99, p. 41, Art. 6.)</p> <p>4. Prohibition of heavy artillery above an as yet unspecified calibre. (China—Conf.D.99, p. 50, III.) (Turkey—Conf.D.99, p. 29, Art. 2.)</p> <p>5. Prohibition of heavy and field artillery above a specified calibre. (Germany—Conf.D.99, p. 30, § 6.)</p> <p>6. Prohibition of mortars and trench mortars above a specified calibre. (Germany—Conf.D.99, p. 31, § 6.)</p> <p>7. Prohibition of tanks. (Austria—Conf.D.99, p. 14.) (China—Ditto, p. 50, III.) (Germany—Ditto, p. 31, § 6.) (Italy—Ditto, p. 33.) (Latvia—Ditto, p. 18.) (Spain—Ditto, p. 22.) (Sweden—Ditto, p. 48, § 2.) (Switzerland—Ditto, p. 50, § 6.) (Turkey—Ditto, p. 29, Art. 2.) (U.S.S.R.—Ditto, p. 41, Art. 6.)</p> <p>8. Prohibition of armoured motor-cars. (Turkey—Conf.D.99, p. 29, Art. 2.)</p> <p>9. Prohibition of the stocking of heavy high-power artillery except in the case of countries undertaking to place it at the disposal of the League of Nations, in the event of the application of Article 16 of the Covenant. (France—Conf.D.99, p. 24.)</p> <p>10. Prohibition of the construction and maintenance of fortresses, field works and works which constitute a direct menace to the neighbouring country and might possibly obstruct measures taken for the prevention of war. (Germany—Conf.D.99, p. 31, § 8.)</p> <p>11. Quantitative limitation of land material. (Austria—Conf.D.99, p. 14.)</p> <p>12. Direct limitation of the whole of land material. (Netherlands—Conf.D.99, p. 48, § 2.)</p>	<p>Absolute prohibition of certain classes of land material.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Prohibition of certain classes of material except subject to certain conditions. (Certain classes of material to be placed at the disposal of the League of Nations.)</p> <p>Prohibition of certain land fortifications.</p> <p>Quantitative limitation.</p> <p>Direct limitation of land material including stocks.</p>	<p>When the principle has been decided, the question can be referred to the Land Commission.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>The principle involved in this proposal already figures in the section relative to Article 1. On decision of the question of principle, the matter may be immediately referred to the Land Commission.</p> <p>When the principle has been decided, the question may be referred to the Land Commission.</p> <p>When the principles have been decided on, points 11 to 16 inclusive may be referred to the Land Commission.</p> <p>Ditto.</p>





1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p>CHAPTER B. NAVAL ARMAMENTS (continued).</p>	<p>8. Extension of age-limits of various categories. (U.S.S.R.—Conf.D.99, p. 43, Art. 16 (a).)</p> <p>9. Maximum standard displacement of a war vessel to be fixed at 10,000 metric tons. (U.S.S.R.—Conf.D.99, p. 43, Art. 16 (b).)</p> <p>10. Existing vessels of over 10,000 tons to be struck off when they reach the specific age-limits, and in any case not later than . . . without prejudice to the right of disposal before the expiry of the said time-limit but without right of replacement. (U.S.S.R.—Conf.D.99, p. 43, Art. 16 (b).)</p> <p>11. Maximum calibre of guns mounted to be 12" (304.8 mm.). (U.S.S.R.—Conf.D.99, p. 43, Art. 16 (c).)</p> <p>12. Appliances for carrying aircraft not to be fitted in any warship. (U.S.S.R.—Conf.D.99, p. 43, Art. 16 (d).)</p> <p>13. Classes of categories—Limitations (<i>vide</i> Draft Convention, Table II, Annex to Chapter B of Part II). (See also Article 12.) Maximum standard displacement. Maximum gun-calibre. Age limit. (U.S.S.R.—Conf.D.99, p. 43, Art. 16 (e).)</p> <p>14. Inclusion of fuel and reserve feed water for engines and boilers in the calculation of the standard displacement. (See also Annex III, page 17.) (U.S.S.R.—Conf.D.99, p. 43, Art. 16, Note.)</p> <p>15. Landing platforms or decks in vessels other than aircraft carriers — prohibition. (Japan—Conf.D.99, p. 53, § 8.)</p> <p>16. Washington and London Naval Agreements; prolongation of these as soon as they are completed by the adherence of France and Italy. (U.S.A.—Conf.D.99, p. 49, § 2.)</p> <p>17. Washington and London Naval Agreements; proportional reductions from figures laid down when all parties to the Washington Agreement have entered this framework. (U.S.A.—Conf.D.99, p. 49, § 3.)</p> <p>18. Non-floating material — limitation. (Germany—Conf.D.99, p. 31, § 13.)</p> <p>19. (a) Coast defence fortifications. (b) Fortifications controlling natural waterways between two open seas. (Germany—Conf.D.99, p. 31, § 16.)</p> <p>20. Free and unhampered passage through natural waterways between two open seas. (Germany—Conf.D.99, p. 31, § 16.)</p>	<p>Method of reduction in naval armaments (in accordance with the principles of the London and Washington Naval Treaties or otherwise).</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Prohibition of certain coastal fortifications.</p> <p>Ditto.</p>	<p>When question of principle settled, refer to Naval Commission.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Naval Commission.</p> <p>Ditto.</p> <p>Ditto.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p>CHAPTER B. NAVAL ARMAMENTS (continued).</p> <p><i>Article 11.</i> Limitation of global tonnage.</p> <p><i>Article 12.</i> Distribution of global tonnage per categories.</p> <p><i>Article 13.</i> Transfer of tonnage between categories.</p> <p><i>Article 14.</i> Capital ships. Maximum displacement; maximum gun-calibre.</p> <p><i>Article 15.</i> Aircraft carriers. Maximum displacement and maximum gun-calibre. Number of guns carried.</p>	<p>21. Contributions to an international force. Only Powers undertaking to place them at the disposal of the League of Nations in specified eventualities to have the right to possess: Capitalships carrying guns exceeding 8" (203 mm.) or 10,000 (W.T.) tons. Submarines exceeding <i>n</i> tons. (France—Conf.D.99, p. 24, II.)</p> <p>22. To provide the League with an organised land, sea and air force. (Haiti—Conf.D.99, p. 32, § 1.)</p> <p>23. Automatic contact mines in the open sea — prohibition. (Netherlands—Conf.D.99, p. 48, § 6(b).)</p> <p>1. Proportional and progressive reduction of tonnage. (U.S.S.R.—Conf.D.99, p. 42, Arts. 12, 13 and 14.)</p> <p>2. Equalisation of forces. (Turkey—Conf.D.99, p. 29, Art. 1.)</p> <p>1. Categories. (Germany—Conf.D.99, p. 31, § 12.)</p> <p>2. Categories. (U.S.S.R.—Conf.99, p. 43, Art. 16, e.)</p> <p>Right of transfer to vary inversely as the ratio of reduction of the respective fleets. (U.S.S.R.—Conf.D.99, p. 42, Art. 12, a, b and c.)</p> <p>1. Abolition. (China—Conf.D.99, p. 50, III.)</p> <p>2. Conditional Abolition. (Simultaneous abolition of capital ships and submarines.) (Italy—Conf.D.99, p. 33.)</p> <p>3. Reduction in size; reduction in gun-calibre. (Germany—Conf.D.99, p. 31, II A.) (Japan—Conf.D.99, p. 53, § 6.) (U.S.S.R.—Conf.D.99, p. 43, Art. 16.)</p> <p>4. Extension of age-limit. (U.S.S.R.—Conf.D.99, p. 43, Art. 16a.)</p> <p>5. Undertaking by the non-signatories of the Washington and London Treaties not to construct or acquire capital ships above 10,000 tons. (Argentine—Conf.D.99, p. 52.)</p> <p>6. Conditional right to possess capital ships exceeding a specified tonnage or gun-calibre. (France—Conf.D.99, p. 24, II.)</p> <p>1. Abolition. (China—Conf.D.99, p. 50, III.) (Germany—Conf.D.99, p. 31, § 10.) (Italy—Conf.D.99, p. 33, § 2.) (U.S.S.R.—Conf.D.99, p. 36, Art. 12 D and p. 43, Art. 16 d.)</p> <p>2. Conditional Abolition. (Japan—Conf.D.99, p. 53, § 9.)</p>	<p>International Force.</p> <p>Ditto.</p> <p>Method of reduction of naval armaments.</p> <p>Ditto.</p> <p>Absolute or conditional abolition. Ditto.</p> <p>Application to non-signatories of the principles of the London and Washington Naval Treaties. International Force (see No. 21).</p> <p>Abolition of aircraft carriers.</p> <p>Ditto.</p>	<p>Principle to be discussed under Article 1 of the draft Convention. Subsequent discussion in Naval Commission.</p> <p>Ditto.</p> <p>Naval Commission.</p> <p>To be discussed in connection with Article 1 of the draft Convention. (Soviet and Turkish proposals.)</p> <p>Naval Commission.</p> <p>Ditto.</p> <p>Naval Commission and subsequent reference to General Commission if necessary.</p> <p>Naval Commission.</p> <p>Naval Commission when question of principle is settled.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<i>Article 15</i> (contd.).	<p>3. Reduction in tonnage allotted by existing treaties. (Japan—Conf.D.99, p. 53, § 7.)</p> <p>4. Landing platforms or decks in vessels other than aircraft-carriers. — Prohibition. (Japan—Conf.D.99, p. 53, § 8.)</p>	<p>Reduction in tonnage allotted by existing treaties. Ditto.</p>	<p>Naval Commission.</p>
<i>Article 16.</i> Submarines: maximum displacement, maximum gun-calibre.	<p>1. Abolition. (Austria—Conf.D.99, p. 14.) (China—Conf.D.99, p. 50, III.) (Germany—Conf.D.99, p. 31, § 11.) (United Kingdom—Conf.D.99, p. 54, § 3.) (U.S.A.—Conf.D.99, p. 49, § 4.)</p> <p>2. Conditional Abolition (simultaneous abolition of capital ships and submarines.) (Italy—Conf.D.99, p. 33.)</p> <p>3. Conditional right to possess submarines exceeding a certain tonnage. (France—Conf.D.99, p. 25, II.)</p> <p>4. Reduction in size; reduction in gun-calibre; extension of age-limit. (U.S.S.R.—Conf.D.99, p. 43, Art. 16(e).)</p> <p>5. Reduction in size; reduction in radius of action. (Spain—Conf.D.99, p. 27.)</p>	<p>Abolition of submarines.  Ditto.  International Force. (See No. 21, page 15.)</p>	<p>Once the principle has been decided to be sent to Naval Commission.</p> <p>Ditto.</p> <p>Naval Commission.</p> <p>Ditto.</p> <p>Ditto.</p>
<i>Article 17.</i> General undertaking. (No vessel exceeding limitations prescribed to be acquired by or constructed by, for or within the jurisdiction of any High Contracting Party.)	<p>1. Contracting Parties not to build or allow to be built on their territories any warship exceeding the prescribed limits. (U.S.S.R.—Conf.D.99, p. 44, Art. 17(c).)</p> <p>2. Not to cause new vessels to be constructed in foreign yards over and above the limits laid down for each Contracting State. (U.S.S.R.—Conf.D.99, p. 44, Art. 17(d).)</p>		<p>Ditto.</p> <p>Ditto.</p>
<i>Article 18.</i> Rules for replacement.	<p>Only replacement vessels to be built. Age-limits for replacement. Replaced vessels not to be used for warlike purposes. (U.S.S.R.—Conf.D.99, p. 43, Art. 16, 1st § and § (a), and Art. 17(a).)</p>		<p>Ditto.</p>
<i>Article 19.</i> Rules re arming merchant vessels.	<p>1. Limitation of arms and aircraft equipment in merchant vessels. (Japan—Conf.D.99, p. 53, § 10.)</p> <p>2. Prohibition. (Germany—Conf.D.99, p. 17.) (Spain—Conf.D.99, p. 27.) (U.S.S.R.—Conf.D.99, p. 44, Art. 17(e).)</p>		<p>Naval Commission, which will refer to General Commission if necessary.</p> <p>Ditto.</p>
<i>Article 20.</i> Use of war vessels constructed for another Power.			<p>Naval Commission.</p>
<i>Article 21.</i> Cession of war vessels to another Power.	<p>no handing over or sale of warships to another Power if such Power can use them as warships supernumerary to its prescribed establishment. (U.S.S.R.—Conf.D.99, p. 44, Art. 17(b).)</p>		<p>Ditto.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<i>Article 22.</i> Rules <i>re</i> disposal of war vessels.	Rules for disposal. Disarmament of warships; what this comprises. Procedure for striking ves- sels off the establishment and rendering them unfit for warlike purposes. (U.S.S.R.—Conf.D.99, p. 42, Art. 14.)		Naval Commission.
<i>Article 23.</i> Hulks or training establishments.			Ditto.
<i>Annex I.</i> Exempt vessels.			Ditto.
<i>Annex II.</i> Special vessels.			Ditto.
<i>Annex III.</i> Definitions.	1. Amended definitions. (Germany—Conf.D.99, p. 31, § 12.) 2. Standard Displacement. Amended definition. (U.S.S.R.—Conf.D.99, p. 43, Art. 16, note.)		Ditto. Ditto.
<i>Article 24.</i> Limitation of na- val expenditure.			Naval Commission and Defence Expendi- ture Commission.
CHAPTER C. AIR ARMAMENTS.	1. Prohibition of the maintenance of air forces of any kind. Destruction of existing material except those arma- ments which may be reincorporated in the quantities allowed for land and naval forces. (Germany—Conf.D.99, p. 31, § 17.) 2. Total prohibition of military avia- tion, as well as the manufacture, prepa- ration and entraining with regard to military aviation. (Denmark—Conf.D.99, p. 51, § 2 (a).) (Sweden—Conf.D.99, p. 48, § 3 (a).) 3. Total abolition of military air- craft: (Hejaz—Conf.D.99, p. 54, § 2.) (Hungary—Conf.D.99, p. 18.) 4. Within one year all military diri- gibles (lighter than air) shall be disarmed and placed in a position precluding their utilisation for military purposes. The disarmament of aircraft belonging to the armed forces includes the removal of guns, machine-guns and special applian- ces for the discharge of bombs and other instruments of destruction. (U.S.S.R.—Conf.D.99, p. 44, Art. 20.) 5. Abolition of military aviation combined with the internationalisation of civil aviation. (Spain—Conf.D.99, p. 27.) 6. Abolition of air bombing. (Netherlands—Conf.D.99, p. 48.) 7. Practical examination of the whole problem of aerial bombing in its widest sense. (United Kingdom—Conf.D.99, p. 54, § 5.)	Abolition of mili- tary aircraft (aero- planes).	Refer to the Air Commission after de- cision of the principle has been taken by the General Commission.
		Ditto.	Ditto.
		Ditto.	Ditto.
		Abolition of mili- tary aviation (dirigi- bles).	Ditto.
		Abolition of mili- tary aviation com- bined with the inter- nationalisation of civil aviation.	Ditto.
		Abolition of aerial bombing.	Ditto.
			Refer to the Air Commission.

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p>CHAPTER C. AIR ARMAMENTS (continued).</p> <p><i>Article 25.</i> Limitation of the number and total horse-power of aeroplanes.</p> <p>TABLES ANNEXED:</p> <p><i>Table I.</i></p> <p>(a) Total aeroplanes of the armed forces. (b) Aeroplanes stationed in the home country (optional). (c) Aeroplanes stationed overseas (optional). (d) Aeroplanes in aircraft-carriers.</p> <p><i>Table II.</i></p> <p>(a) Total aeroplanes of the forces organised on a military basis. (b) Aeroplanes stationed in the home country (optional). (c) Aeroplanes stationed overseas.</p>	<p>8. Abolition of bombing aircraft. (Austria—Conf.D.99, p. 14.) (Belgium—Conf.D.99, p. 14.) (China—Conf.D.99, p. 50, III.) (Hungary—Conf.D.99, p. 18.) (Italy—Conf.D.99, p. 34.) (Portugal—Conf.D.99, p. 20.) (Switzerland—Conf.D.99, p. 50, § 6.)</p> <p>1. Reduction of the peace-time air armed forces of all countries to an equal limit, to be attained within ten years. (Turkey—Conf.D.99, p. 29, Art. 1.)</p> <p>2. Progressive and proportional reduction varying according to the number of aircraft in the possession of the States and amounting to as much as 50 per cent of the existing aircraft. The total engine-power of each aeroplane shall not exceed 600 h.p. on the ground. Reserve machines, and engines for these machines, up to a number not exceeding 25 per cent of the total number of aeroplanes in service after their reduction, may be maintained in the establishment of the air forces. Destruction of existing material.</p> <p>Tables relating to the maximum armed air forces stationed in the home country, in each colony, dominion or other overseas possession and total. Supplementary Convention on the limitation to be imposed on the manufacture and trade in war aeroplanes in proportion to the legitimate requirements fixed by the maxima. (U.S.S.R.—Conf.D.99, pp. 36 and 44.)</p> <p>3. (a) Grouping of military aeroplanes in three categories according to tonnage (aeroplanes and hydroplanes) or to their volume (dirigibles).</p> <p>(b) Conditional on preliminary internationalisation of civil aerial transport (aeroplanes and hydroplanes above a specified tonnage, dirigibles above a certain volume). Military air-machines of the lowest category are placed at the disposal of national air forces. Military air-machines of the intermediary category are left to the national air forces on condition that the League of Nations can dispose of them in case of the application of Article 16 of the Covenant. The military air-machines of the highest category are prohibited in military air forces. (France—Conf.D.99, p. 23, I, II and III.)</p>	<p>Abolition of aerial bombardment.</p> <p>Reduction of air armaments to an equal limit for all States. Progressive reduction.</p> <p>Progressive and proportional reduction on the basis of material existing at a specific date.</p> <p>Internationalisation of civil aviation.</p> <p>Placing at the disposal of the League of military air-machines above a certain tonnage or a certain volume.</p> <p>Creation of an international air force.</p>	<p>Air Commission for preliminary examination.</p> <p>The principle raised in point 1 is already found in Article 1.</p> <p>The principle is already found in Article 1.</p> <p>The principle is already found in Article 1 for decision by the General Commission. Limitation of unladen tonnage, definition of that tonnage, and details to be referred to the Air Commission.</p> <p>The principle is already found in Article 1 for decision by the General Commission.</p> <p>Ditto.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article 26.</i></p> <p>Limitation of the number, total horse-power and total volume of dirigibles.</p> <p>TABLES ANNEXED:</p> <p><i>Table III.</i></p> <p>(a) Total dirigibles of the armed forces. (b) Dirigibles stationed in the home country (optional). (c) Dirigibles stationed overseas (optional). (d) Dirigibles in aircraft carriers (optional).</p> <p><i>Table IV.</i></p> <p>(a) Total dirigibles of the formations organised on a military basis. (b) (Optional) Dirigibles stationed in the home country. (c) (Optional) Dirigibles stationed overseas.</p> <p><i>Article 27.</i></p> <p>Horse-power shall be measured according to the following rules. . . . The volume of dirigibles shall be expressed in cubic metres.</p> <p>Report of the Committee of Experts to fix Rules for the Adoption of a Standard Horse-Power Measurement for Aeroplane and Dirigible Engines. (Document C. 259. M. 115. 1931. VIII.)</p> <p>Committee of Experts to fix Rules for the Adoption of a Standard Horse-Power Measurement for Aeroplane and Dirigible Engines. (Document C. 260. M. 116. 1931. VIII.)</p> <p><i>Article 28.</i></p> <p>Civil aviation: relations with military aviation.</p>	<p>1. Internationalisation of civil air transport under a regime to be organised by the League. (France—Conf.D.99, p. 23, I.)</p>	<p>Internationalisation of civil aviation: international air transport to be placed at the disposal of the League.</p>	<p>To be referred to the Air Commission.</p> <p>To be referred to the Air Commission after the General Commission has decided regarding the principle</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article 28</i> (continued).</p>	<p>2. Internationalisation of civil aviation: (Belgium—Conf.D.99, p. 14.) (Spain—Conf.D.99, p. 22.)</p> <p>3. Internationalisation or strict international control of civil aviation: (Denmark—Conf.D.99, p. 51, § 2 (b).) (Sweden—Conf.D.99, p. 48, § 3 (b).)</p> <p>4. Civil aviation to be under international control: (Switzerland—Conf.D.99, p. 50, § 4.)</p> <p>5. All arming of civil aircraft and all fittings enabling them to be armed or to be utilised for war are prohibited. (Germany—Conf.D.99, p. 31, § 19.) (U.S.S.R.—Conf.D.99, p. 45, Art. 25.)</p> <p>6. Any instruction and training of any person in aviation having a military character or a military purpose to be prohibited. Prohibition of any instruction or training of members of the army or navy in civil aviation. (Germany—Conf.D.99, p. 31, § 19.)</p> <p>7. Prohibition of the construction, maintenance, importation or putting into commission of aircraft which is in any way armoured or protected or supplied with devices for the reception of warlike armament of any kind, such as guns, machine-guns, torpedoes, bombs, or which are supplied with gunsights or devices for the dropping of bombs and with similar warlike instruments. (Germany—Conf.D.99, p. 31, § 19.)</p> <p>8. Prohibition of the maintenance of any relation between the military or naval administration and civil aviation for any military purpose. (Germany—Conf.D.99, p. 32, § 19.)</p> <p><i>Trade in and Manufacture of Arms, Ammunition and War Material.</i></p> <p>1. Prohibition of the trade in arms, except for non-manufacturing States, within the limits of their needs. (Germany—Conf.D.99, p. 32, § 21.)</p> <p>2. Adoption of agreements, unspecified, relating to the trade in arms. (Czechoslovakia — Conf.D.99, p. 52, § 3.) (Norway—Conf.D.99, p. 51, § 4.) (Switzerland—Conf.D.99, p. 50, § 8.)</p> <p>3. Prohibition of the manufacture of material elsewhere than in specified private or State factories. Publicity regarding these factories and limitation of their production through the Governments. (Germany—Conf.D.99, p. 32, § 22.)</p> <p>4. Direct limitation of the total quantity of all kinds of war material found on the territory of each High Contracting Party. (U.S.S.R.—Conf.D.99, p. 41, Art. 10.)</p>	<p>Internationalisation or control of civil aviation</p> <p>Ditto.</p> <p>Ditto.</p> <p>Prohibition of the trade in arms.</p> <p>Supervision of the trade in arms.</p> <p>Limitation of the manufacture of arms, ammunition and war material.</p>	<p>To be referred to the Air Commission after the General Commission has decided regarding the principle.</p> <p>Ditto.</p> <p>Ditto.</p> <p>To be referred to the Air Commission.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>To be considered at an opportune time by the General Commission.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p>



1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article 28</i> (continued).</p> <p>PART III.</p> <p><i>Article 29. — Limitation of total annual expenditure.</i></p> <p>See also Report of the Committee of Experts on Budgetary Questions (document C.182.M.69.1931.IX).</p>	<p>5. Supervision, unspecified, of the private and Government manufacture of arms. (Czechoslovakia—Conf.D.99, p. 52, §3.) (Norway—Conf.D.99, p. 51, § 4.) (Switzerland—Conf.D.99, p. 50, § 8.)</p> <p>6. International and national supervision of private and Government manufacture by a system of licensing and publicity in accordance with the principles in the Mixed Temporary Commission's report (document A.16.1924.IX). Incorporation in the Disarmament Convention of the 1925 Convention on the supervision of the trade in arms. (Spain—Conf.D.99, p. 27.)</p> <p>1. Inexpediency of the limitation of expenditure in view of the abandonment of the gold standard and the resultant changes in purchasing power. (Germany—Conf.D.99, p. 32, §23, note.)</p> <p>2. Approval of the limitation of the aggregate expenditure allocated to armed forces, together with formations organised on a military basis in the broadest sense of the term. (Poland—Conf.D.99, p. 19.)</p> <p>3. Examination of the ratios to be established between the expenditure of countries which have had the advantage of an uninterrupted organisation of their defence system and that of countries which have been obliged to build up a national defence system in the last few years. (Poland—Conf.D.99, p. 19.)</p> <p>4. In the case where the budgetary limitation is accepted, necessity to provide for the reinforcement of means of defence of countries the least protected and unprovided with fortifications and insufficiently equipped from an industrial point of view. (Persia—Conf.D.99, p. 19.)</p> <p>5. Reduction of expenditure proportional to the amount of direct reduction. (U.S.S.R.—Conf.D.99, p. 46, Arts. 34 and 35.)</p> <p>6. Reduction of expenses to a proportion corresponding to the level of the reduction of general armaments. (Denmark—Conf.D.99, p. 51, § 3.)</p> <p>7. Thorough examination of the budgetary method, more especially with a view to its application in the event of fluctuations in purchasing power. (Sweden—Conf.D.99, p. 48, § 4.)</p> <p>8. Approval of budgetary limitation as general method in conjunction with direct limitation of certain classes of material. (Switzerland—Conf.D.99, p. 50, § 3.)</p> <p>9. Approval of the budgetary limitation combined with direct limitation constituted by the control of trade and manufacture and by the inventory of stocks. (See Trade and Manufacture of Arms, p. 21, § 6. Spain.)</p>	<p>Supervision of the private and Government manufacture of arms, ammunition and war material.</p> <p>Principle of control of trade and of control of manufacture combined with inventory of stocks and the whole considered as a system of direct limitation. (See p. 11.)</p> <p>Is it desirable to reduce and limit armaments by budgetary methods?</p> <p>Combination of both methods, direct and indirect.</p>	<p>To be considered at an opportune time by the General Commission.</p> <p>Ditto.</p> <p>As soon as the questions of principle in preceding columns are resolved, points 2, 3, 4, 5, 6, 8 and 9 can be referred to the Expenditure Commission.</p> <p>Point 7 could be referred immediately to the Expenditure Commission, which in its turn could set up an <i>ad hoc</i> Committee for the examination of this question.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article 29</i> (continued).</p> <p>PART IV. EXCHANGE OF INFORMATION.</p> <p><i>Article 30.</i> Publicity of average daily number of effectives. Tables I to XII.</p> <p><i>Article 31.</i> Publicity relating to compulsory preparatory military training.</p> <p><i>Article 32.</i> Publicity relating to period of service.</p> <p><i>Article 33.</i> Publicity relating to the annual expenditure on land and sea material.</p> <p><i>Article 34.</i> Publicity relating to the building of vessels of war.</p> <p><i>Article 35.</i> Publicity relating to merchant ships whose decks have been stiffened.</p> <p><i>Article 36.</i> Publicity relating to military aircraft. Tables I to IV.</p> <p><i>Article 37.</i> Publicity relating to non-military aviation.<sup>1</sup></p>	<p>10. Limitation both of aggregate expenditure and expenditure under particular chapters (including expenditure on aviation). (Norway—Conf.D.99, p. 51, § 2.)</p> <p>11. Abolition of secret funds. (U.S.S.R.—Conf.D.99, p. 46, Art. 35.)</p> <p>12. Unification of the military budget. (U.S.S.R.—Conf.D.99, p. 46, Art. 35.)</p> <p>1. Complete publicity of armaments, in conformity with Article 8 of the Covenant. (Germany—Conf.D.99, p. 32.) (Netherlands—Conf.D.99, p. 48, § 3.) (Spain—Conf.D.99, p. 22.) (Switzerland—Conf.D.99, p. 50, § 5.)</p> <p>2. Complete publicity of reduced armaments. (U.S.S.R.—Conf.D.99, p. 47, Art. 45.)</p> <p>Publicity relating to non-military aviation. (U.S.S.R.—Conf.D.99, p. 47, Art. 45.)</p>	<p>Complete publicity of armaments, in conformity with Article 8 of the Covenant.</p> <p>Complete publicity of reduced armaments.</p> <p>Publicity relating to non-military aviation.</p>	<p>Points 10, 11 and 12 may be immediately referred to the Expenditure Commission.</p> <p>The principle of publicity being governed by Article 8 of the Covenant, the method of publicity in the various spheres could be referred to the Special Commissions as noted hereunder.</p> <p>Land, Naval and Air Commissions.</p> <p>Land Commission.</p> <p>Land, Naval and Air Commissions.</p> <p>Land and Naval Commissions and Commission on National Defence Expenditure.</p> <p>Naval Commission.</p> <p>Ditto.</p> <p>Air Commission.</p> <p>Ditto.</p>

<sup>1</sup> See in this connection document C.95.M.47.1932.VIII: Study concerning the Present Situation in regard to Publicity of Civil Aviation and Collection of Provisions in Force concerning the Exchange or Publication of Information relating to Civil Aviation.

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article 38.</i> Publicity of total annual expenditure.</p> <p>PART V. CHEMICAL ARMS.</p> <p><i>Article 39.</i> Prohibition of the use of asphyxiating and toxic gases and liquids and bacterio- logical methods of warfare.</p>	<p>1. Conversion to other uses of industrial undertakings engaged in the preparation of chemical and bacteriological arms. (U.S.S.R.—Conf.D.99, p. 45, Art. 32.)</p> <p>2. Prohibition of the manufacture of chemical arms. (Denmark—Conf.D.99, p. 51, § 5.) (Latvia—Conf.D.99, p. 18.)</p> <p>3. Prohibition of the preparation of, and training in the use of, chemical arms. (Austria—Conf.D.99, p. 14.) (Denmark—Conf.D.99, p. 51, § 5.) (Germany—Conf.D.99, p. 32, § 20.) (Haiti—Conf.D.99, p. 33, § 3.) (Italy—Conf.D.99, p. 34.) (Netherlands—Conf.D.99, p. 48, § 5.) (Sweden—Conf.D.99, p. 48, § 5.) (Turkey—Conf.D.99, p. 29, Art. 3.) (U.S.S.R.—Conf.D.99, p. 45, Art. 31.)</p> <p>4. Destruction of all appliances of chemical aggression and bacteriological warfare. (U.S.S.R.—Conf.D.99, p. 45, Art. 31.)</p> <p>5. Control of the manufacture of chemical products. (Denmark—Conf.D.99, p. 51, § 5.)</p> <p>6. Prohibition of the preparation and the use of chemical and bacteriological arms even in the case of legitimate defence conditionally on the outlawry of the aggressor and of the application in his case of the sanctions provided for in Art. 16 of the Covenant. (Yugoslavia—Conf.D.99, p. 22.)</p> <p>7. Preparation of a more complete system for the prohibition of chemical arms, supplemented by a system of penalties. (Czechoslovakia—Conf.D.99, p. 52, §§ 4 and 5.)</p> <p>8. Prohibition of the use of chemical and bacteriological arms. (Argentina—Conf.D.99, p. 13.) (Austria—Conf.D.99, p. 14.) (Bulgaria—Conf.D.99, p. 15.) (Denmark—Conf.D.99, p. 51, § 5.) (Germany—Conf.D.99, p. 32, § 20.) (Haiti—Conf.D.99, p. 33, § 3.) (Italy—Conf.D.99, p. 34.) (Japan—Conf.D.99, p. 53, § 5.) (Latvia—Conf.D.99, p. 18.) (Netherlands—Conf.D.99, p. 48, § 5.) (Portugal—Conf.D.99, p. 20.) (Roumania—Conf.D.99, p. 21.) (Switzerland—Conf.D.99, p. 50, § 7 (a).) (Turkey—Conf.D.99, p. 29, Art. 4.) (United Kingdom—Conf.D.99, p. 54.) (U.S.S.R.—Conf.D.99, p. 45, Art. 33.)</p> <p>9. Prohibition of lethal gases and bacteriological warfare. (United States of America—Conf.D.99, p. 49, § 6.)</p>	<p>Prohibition of the preparation of chemical and bacteriological arms.</p> <p>Control of manufacture.</p> <p>Penalties.</p> <p>Prohibition of the use of chemical and bacteriological arms.</p> <p>Prohibition of the use of lethal gases and bacteriological warfare.</p>	<p>Commission on National Defence Expenditure.</p> <p>When decisions on the principles of these questions have been taken, the proposals may be referred to a Commission to be appointed in due course. These proposals could also be referred for an opinion to the Land, Naval and Air Commissions prior to any decision on the principle.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
	<p style="text-align: center;">PROTECTION OF THE CIVILIAN POPULATION</p> <p>1. Protection of the civilian population enunciated in general terms. (Austria—Conf.D.99, p. 14.) (Belgium—Conf.D.99, p. 14, § 3.) (Italy—Conf.D.99, p. 34.) (Japan—Conf.D.99, p. 53, § 4.) (Latvia—Conf.D.99, p. 18.) (U.S.S.R.—Conf.D.99, p. 41, Art. 7.)</p> <p>2. Agreement to exclude foodstuffs from articles which are declared contraband of war. (Argentina—Conf.D.99, p. 53.)</p> <p>3. Prohibition of bombardment by land artillery by means of shells which contain poison gases or are specifically incendiary. (France—Conf.D.99, p. 25, IV.) (Switzerland—Conf.D.99, p. 50, § 7.)</p> <p>4. Prohibition of bombardment by artillery behind the battle area. (France—Conf.D.99, p. 25, IV.)</p> <p>5. Prohibition of submarines. (United Kingdom—Conf.D.99, p. 54, § 3.)</p> <p>6. Prohibition of the use of automatic contact mines in the open sea. (Netherlands—Conf.D.99, p. 48, § 6.)</p> <p>7. Regulation of the use of naval artillery in conformity with the provisions of the Hague Convention. (France—Conf.D.99, p. 25, IV.)</p> <p>8. Prohibition of the use by naval artillery of projectiles which contain poison gases or are specifically incendiary. (France—Conf.D.99, p. 25, IV.) (Switzerland—Conf.D.99, p. 50, § 7.)</p> <p>9. Total prohibition of the use of missiles of any kind from air machines and of all preparations for this means of warfare. (Germany—Conf.D.99, p. 31, § 18.)</p> <p>10. Prohibition of the bombardment from the air of the civilian population. (Austria—Conf.D.99, p. 14.) (Czechoslovakia—Conf.D.99, p. 52, § 4.) (Haiti—Conf.D.99, p. 33, § 3.) (Japan—Conf.D.99, p. 53, § 4.) (Netherlands—Conf.D.99, p. 48, § 6.) (Switzerland—Conf.D.99, p. 50, § 7.) (United States of America—Conf.D.99, p. 49, § 5.)</p> <p>11. Prohibition of bombardment from the air behind the battle area or behind a zone of a certain depth along the coast. (France—Conf.D.99, p. 25, IV.)</p> <p>12. Prohibition of the use of projectiles which contain poison gases or are specifically incendiary. (France—Conf.D.99, p. 25, IV.) (Switzerland—Conf.D.99, p. 50, § 7.)</p> <p>13. Organisation of sanctions in the event of any violation of undertakings relating to the protection of the civilian population. (France—Conf.D.99, p. 26, IVe.)</p>	<p>Protection of the civilian population.</p>	<p>Once decisions have been taken on the question of principle noted, the proposals can be referred to a commission which will be indicated in due course.</p> <p>These proposals could also be referred for an opinion to the Land, Naval and Air Commissions prior to any decision on the principle.</p> <p style="text-align: right;">Sanctions.</p>

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p>PART VI. MISCELLANEOUS PROVISIONS.</p> <p>CHAPTER A. PERMANENT DISARMAMENT COMMISSION.</p> <p><i>Article 40.</i> Creation and membership of the Permanent Disarmament Commission.</p> <p><i>Article 41.</i> Convocation and meeting of Commission.</p> <p><i>Article 42.</i> Rules of Procedure.</p> <p><i>Article 43.</i> Quorum.</p> <p><i>Article 44.</i> Representation of countries not having a member on the Commission.</p> <p><i>Article 45.</i> Voting.</p> <p><i>Article 46.</i> Consultation of persons.</p>	<p>1. Assurances to be provided for with a view to safeguarding each contracting party from menaces caused by the armaments of one or more States not party to the Treaty or by the non-observance of treaty obligations on the part of one or more of the contracting parties. (Japan—Conf.D.99, p. 53, § 2.)</p> <p>1. Creation of a "Permanent International Commission of Control".<sup>1</sup> (U.S.S.R.—Conf.D.99, p. 46, Arts. 39, 40, 41, 42 and 46.)</p> <p>2. Creation of an International Commission for the Supervision of Armaments.<sup>1</sup> (Austria—Conf.D.99, p. 14.) (Denmark—Conf.D.99, p. 51, § 4.) (Finland—Conf.D.99, p. 16.) (Norway—Conf.D.99, p. 51, § 5.) (Portugal—Conf.D.99, p. 20.) (Switzerland—Conf.D.99, p. 50, § 9.)</p> <p>3. Great importance attached to the creation of the Permanent Disarmament Commission. (United Kingdom—Conf.D.99, p. 54.)</p> <p>1. Commission to consist of representatives of all signatory States. (Denmark—Conf.D.99, p. 51, § 4.)</p> <p>2. Representation on the Commission of all the Powers in rotation. (Portugal—Conf.D.99, p. 20.)</p> <p>3. Organisation of a Commission representing all signatory States on a possibly larger basis than the League of Nations. (Finland—Conf.D.99, p. 16.)</p>		<p>Political Commission.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p>

<sup>1</sup> On the question of supervision, see end of this chapter.

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article 47.</i> Minority reports.</p> <p><i>Article 48.</i> Reports, to whom to be communicated, and publication of.</p> <p><i>Article 49.</i> Communication of information received.</p>	<p>ADDITION TO CHAPTER A OF PART VI: JURISDICTION OF THE PERMANENT DISARMAMENT COMMISSION.</p> <p>1. Proposal to invest the Permanent International Commission of Control with the right to carry out investigations on the spot; proposal for a labour control. (U.S.S.R.—Conf.D.99, p. 47, Arts. 43 and 44.)</p> <p>2. Exclusion of personnel belonging to the forces and persons interested in war industries. (U.S.S.R.—Conf.D.99, p. 47, Art. 42.)</p> <p>3. Attention to be directed to military preparations of all kinds; preparation for industrial aggression, air aggression, etc.; need for ensuring that the provisions of the Convention cannot be rendered inoperative by some re-adaptation of the system of military organisation. (Poland—Conf.D.99, pp. 19 and 20.)</p> <p>4. Prepared to accept a more complete supervision than that proposed in the draft Convention. Proposal to extend supervision to the trade in and manufacture of arms. (Czechoslovakia—Conf.D.99, p. 52, § 3.)</p> <p>5. Need for effective international supervision. (Belgium—Conf.D.99, p. 14.) (Finland—Conf.D.99, p. 16.) (Haiti—Conf.D.99, p. 33.) (Norway—Conf.D.99, p. 51, § 4.) (Poland—Conf.D.99, p. 19.) (Roumania—Conf.D.99, p. 20.) (Sweden—Conf.D.99, p. 48, § 6.)</p> <p>6. Urges control equally applicable to all countries. (Germany—Conf.D.99, p. 32, § 24.)</p> <p>7. Accepts control upon certain conditions. (Argentina—Conf.D.99, p. 13, § 2.)</p> <p>8. The Permanent Disarmament Commission to be responsible also for the preparation of further stages in disarmament.<sup>1</sup> (Norway—Conf.D.99, p. 51, § 5.) (Switzerland—Conf.D.99, p. 50, § 9.)</p>	<p>Labour control.</p> <p>Exclusion of personnel belonging to the forces and persons interested in war industries.</p> <p>The methods of disarmament to be uniform in accordance with the principle of the equality of rights of States.</p>	<p>Political Commission.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Ditto.</p> <p>Political, Land and Air Commissions.</p> <p>Political Commission.</p> <p>Ditto.</p> <p>This question to be discussed in the General Commission in connection with Article 1.</p> <p>Political Commission.</p>

<sup>1</sup> See on this subject the Danish proposal II c, page 2.

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p>CHAPTER B. DEROGATIONS.</p> <p><i>Article 50.</i> Conditions, notification.</p>			Political Commission.
<p>CHAPTER C. PROCEDURE REGARDING COMPLAINTS.</p> <p><i>Article 51.</i> Violation: concern to all.</p> <p><i>Article 52.</i> Procedure regarding complaints.</p>	<p>1. The repression of infringements of undertakings relative to limitation of armaments should be considered. Application of Articles 50 and 52 in the case of a grave violation of the Convention or of another undertaking with regard to reduction and limitation of armaments constituting a threat to the national security of one of the High Contracting Parties. (Poland—Conf.D.99, p. 19.)</p>		Ditto.
<p>CHAPTER D. FINAL PROVISIONS.</p> <p><i>Article 53.</i> Maintenance of previous treaties.</p>	<p>1. Provisions of the Treaty of Peace concerning Disarmament to be replaced by the new Convention. (Austria—Conf.D.99, p. 14.) (Germany—Conf.D.99, p. 30.)</p>	Uniformity of methods of disarmament in conformity with the principle of the equality of State rights.	The question will be discussed in General Commission in connection with Article 1.
<p><i>Article 54.</i> Differences relative to the interpretation or application: arbitral procedure.</p>			Political Commission.
<p><i>Article 55.</i> Ratification and entry into force.</p>	<p>1. Proposals regarding the ratification and entry into force of the Convention. (U.S.S.R.—Conf.D.99, p. 47, Arts. 47 and 49.)</p>		Ditto
<p><i>Article 56.</i> Measures to be taken for the execution of the Convention.<sup>1</sup></p>	<p>1. Provision for transitional measures for the adaptation of existing armaments to those provided for in the Convention. (Germany—Conf.D.99, p. 32, § 25.)</p> <p>2. The reduction of armaments (in so far as immediate reductions are not provided for in previous instruments) to be carried out in two years, the first being devoted to preparatory work and the second to the actual process of reduction. (U.S.S.R.—Conf.D.99, p. 46, Arts. 37 and 38.)</p> <p>3. Fixing of a time-limit for the ratification of the supplementary conventions provided for in the Soviet draft. (U.S.S.R.—Conf.D.99, p. 47, Art. 48.)</p>		Ditto.

<sup>1</sup> The Haitian delegation proposes that the States be recommended to bring the provision of their national constitutions and the texts of the Covenant (which would stand in need of revision) into harmony with the new principles of the Convention

1 Subject of the parts, chapters and articles of the draft Convention	2 Proposals relating to the heads of column 1	3 Questions of principle raised	4 Observations
<p><i>Article 57.</i> Duration of the Convention.</p>	<p>1. It ought not to be possible to de- nounce but merely revise the Convention. (Spain—Conf.D.99, p. 27.)</p>	<p>Denunciation or re- vision of the Disarma- ment Convention.</p>	<p>General Commission.</p>
<p><i>Article 58.</i> Subsequent exami- nation and possible revision of the Con- vention.</p>	<p>Ditto.</p>	<p>Ditto.</p>	<p>Ditto.</p>
<p><i>Article 59.</i> Revision in the event of special cir- cumstances.</p>	<p>1. Interdependence of civil and mili- tary aviation. (Poland—Conf.D.99, p. 19.)</p>	<p>Ditto.</p>	<p>General Commission, and Air Commission.</p>
<p><i>Article 60.</i> Denunciation.</p>	<p>See under Article 57.</p>	<p>Ditto.</p>	<p>General Commission.</p>



27 APR. 1932

[Distributed to the Council, the Members of the League and the States invited to the Conference.]

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Geneva, March 18th, 1932.

**LEAGUE OF NATIONS**

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

28

**69\*. COMMUNICATION FROM THE BRAZILIAN GOVERNMENT.**

*Note by the Secretary-General:*

At the request of the Brazilian Government, the Secretary-General has the honour to communicate to the Governments invited to the Conference for the Reduction and Limitation of Armaments a letter from the Head of the Brazilian delegation to the Conference, dated March 10th, 1932, with an annex, giving information on the armaments of the said country.

**COMMUNICATION FROM THE HEAD OF THE BRAZILIAN DELEGATION TO THE  
CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.**

Geneva, March 10th, 1932.

In accordance with the desire expressed in your circular letters of February 17th and June 13th, 1931, I have the honour to forward, as an annex, the particulars asked for concerning the position of armaments in Brazil.

This document has been compiled in accordance with the indications given in the draft Convention framed by the Preparatory Commission for the Conference for the Reduction and Limitation of Armaments, which is now in session.

The budgetary information refers to the year 1930. The particulars as to the position of armaments also refer to that year.

Requesting you to be so good as to communicate a copy of this letter and its annexes to all the States concerned.

(Signed) J. C. DE MACEDO SOARES,  
Head of the Brazilian Delegation to the  
Disarmament Conference.

**I. INFORMATION REQUESTED IN ARTICLE 30 OF THE DRAFT CONVENTION.**

**A.**

**Table III.**

**TABLE OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR 1930  
IN THE LAND ARMED FORCES.**

High Contracting Party	Total effectives, including the effectives specified in column (b) (a)	Officers (b)
Brazil . . . .	49,505	4,306

\* This figure indicates that sixty-nine documents in regard to the position of the armaments in the different countries have already been published.

NOTES.

1. Brazil has no colonies or overseas territories. The above table refers to the effectives of the land forces.
2. The figures indicated in Table III do not include the air personnel of the Army.
3. The figure in column (a) includes 1,707 N.C.O.s serving as officers.
4. The men included in column (a) are recruited by a combined system of voluntary enlistment and conscription, in accordance with the legislation of the country.

**B.**

**Table IV.**

TABLE OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR 1930 IN LAND FORMATIONS ORGANISED ON A MILITARY BASIS (MILITARY POLICE).

High Contracting Party	Total effectives, including the effectives specified in column (b) (a)	Officers (b)
Brazil . . . .	36,018	1,851

NOTES.

1. The above figures include the police forces organised on a military basis of the Federated "States" and the capital of the Republic.
2. The personnel of the police forces is recruited by voluntary enlistment.
3. The military police forces are maintained by the "States" and "Federal District" for the purpose of ensuring public order.
4. The military value and strength of these formations vary greatly from State to State.

**C.**

**Table X.**

TABLE OF THE AVERAGE DAILY NUMBER OF EFFECTIVES REACHED DURING THE YEAR 1930 IN THE AIR FORCES.

High Contracting Party	Total effectives, including the effectives specified in column (b) (a)	Officers (b)
Brazil . . . .	Army . . . . . 1,403 Navy . . . . . 583	94 33
	Total . . . . . 1,986	127

NOTE.

Brazil possesses no air armed forces stationed overseas, or air formations organised on a military basis.

II. INFORMATION REQUESTED IN ARTICLE 36 OF THE DRAFT CONVENTION.

Table I.

AEROPLANES OF THE LAND, SEA AND AIR ARMED FORCES.

High Contracting Party	(a)	
	Number	Total h.p.
Brazil . . . .	Land forces . . . . .	33
	Sea forces . . . . .	8
	Total . . . . .	41
		19,300
		5,425
		24,725

NOTES.

1. The above-mentioned aeroplanes are the only machines capable of use for war purposes at the disposal of Brazil.
2. The total horse-power has been reckoned on the basis of the nominal horse-power entered on the engine-log.
3. Of the 33 aeroplanes of the land forces, 15 are undergoing repairs.
4. In addition to the aeroplanes mentioned above, there are school aeroplanes which are unfit for use in war.

III. INFORMATION REQUESTED IN ARTICLE 31 OF THE DRAFT CONVENTION.

In Brazil, young men are not obliged to undergo preparatory military training.

IV. PARTICULARS AS TO LENGTH OF SERVICE.

The period of active service in the land forces varies as follows :

- (a) In the case of volunteers and conscripts, from twelve to twenty-four months, according to the arm and the annual decision of the Minister of War ;
- (b) In the case of enlisted or re-enlisted men, from two to three years ;
- (c) In the case of students and citizens possessing a certificate of higher education, the period of service is reduced to four or six months ;
- (d) In the case of N.C.O.s from the Schools, five years.

NOTES.

1. The provisions laid down in paragraph (c) above have not yet been put into application.
2. The Minister of War may prolong or reduce the period of service by not more than three months.

V. ADDITIONAL TABLES DRAWN UP IN ACCORDANCE WITH THE REPORT OF THE COMMITTEE OF EXPERTS ON BUDGETARY QUESTIONS.

MODEL STATEMENT.

Table A.

TOTAL EXPENDITURE FOR 1930 ON THE LAND, SEA AND AIR ARMED FORCES.

	Milreis
Land Forces . . . . .	254,676,130
Air Forces of the Army . . . . .	13,461,357
Air Forces of the Navy . . . . .	5,648,757
Naval Forces . . . . .	<u>161,523,443</u>
General Total . . . . .	435,309,687

MODEL STATEMENT (continued).

Table A bis.

TOTAL LAND EXPENDITURE OF THE "STATES" AND "FEDERAL DISTRICT", INCLUDING THEIR FORMATIONS ORGANISED ON A MILITARY BASIS (MILITARY POLICE), DURING THE YEAR 1930.

	Milreis
General Total . . . . .	132,805,912

MODEL STATEMENT (continued).

Table C.

LAND FORCES.

Subhead	CATEGORY OF EXPENDITURE	TOTAL
	<i>Head I. — Effectives.</i>	Milreis
	Personnel normally forming part of formations and services :	
A	Pay and allowances, including long-service allowances :	
	Officers . . . . .	75,389,600
B	<i>Ditto</i> : N.C.O.s and men . . . . .	48,938,808
C	<i>Ditto</i> : Civilian personnel . . . . .	20,435,092
	Personnel not normally forming part of formations and services :	
D	Pay and allowances, including long-service allowances :	
	Officers, N.C.O.s and men of disbanded units, personnel supernumerary to the cadres, reservists, discharged and disabled men, and cadets of the Military School . . . . .	1,878,273
E	Maintenance of personnel referred to in subheads A to D . . . . .	70,045,250
	<i>Head II. — Transport.</i>	
F	Horses and other animals, forage, harness and shoeing . . . . .	15,025,000
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	8,341,465
	<i>Head III. — Buildings.</i>	
H	Fortifications . . . . .	2,930,000
K	Barracks, other buildings, upkeep, furniture . . . . .	9,342,642
	<i>Total: Heads I to III . . . . .</i>	252,326,130
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material . . . . .	2,200,000
M(a)	Engineer and other warlike stores . . . . .	150,000
	<i>Total: Head IV . . . . .</i>	2,350,000
	<b>GRAND TOTAL . . . . .</b>	<b>254,676,130</b>

*Note:* These totals do not include expenditure on land formations organised on a military basis (military police).

MODEL STATEMENT (continued).

Table D.

LAND AIR FORCES.

Subhead	CATEGORY OF EXPENDITURE	TOTAL
	<i>Head I. — Effectives.</i>	Milreis
	Personnel normally forming part of formations and services :	
A	Pay and allowances, including long-service allowances : Officers . . . . .	2,632,000
B	<i>Ditto</i> : N.C.O.s and men . . . . .	3,331,832
C	<i>Ditto</i> : Civilian personnel . . . . .	526,325
	Personnel not normally forming part of formations and services :	
D	Pay and allowances, including long-service allowances : Officers, N.C.O.s and men of disbanded units, reservists, discharged and disabled men . . . . .	
E	Maintenance of personnel referred to in subheads A to D . . . . .	1,674,000
	<i>Head II. — Transport.</i>	
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	1,189,000
	<i>Head III. — Buildings.</i>	
K	Barracks, other buildings, upkeep, furniture . . . . .	508,200
	<i>Total: Heads I to III . . . . .</i>	9,861,357
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material . . . . .	3,600,000
	<i>Total: Head IV . . . . .</i>	3,600,000
	<b>GRAND TOTAL . . . . .</b>	<b>13,461,357</b>

NAVY.

I. ORGANISATION OF THE MINISTRY OF MARINE.

- I. Minister's Cabinet — Department of Current Questions.
- II. Board of Admiralty.
- III. General Staff.
- IV. Directorate of Personnel.
- V. Directorate of Aeronautics.
- VI. Directorate of Navigation.
- VII. Directorate-General of Arsenals.
- VIII. Directorate of Finance.
- IX. Directorate of Ports and Coasts.
- X. Directorate of Naval Construction.
- XI. Directorate of Armaments.
- XII. Directorate of Health.
- XIII. Directorate of Training (in formation).
- XIV. Naval Justice (" Auditoriat ").
- XV. Naval Archives and Library.

## II. METHOD OF RECRUITMENT.

Naval ratings are recruited by a system of voluntary enlistment after admission to the schools for naval apprentices in the different States, and subsequently to the boys' training-ship, the total period of service being nine years as from the date of admission. Re-enlistment is optional; men may re-enlist for periods of three years up to the age-limit of 45.

Petty officers are selected from seamen, provided they comply with certain specified conditions and after passing an examination.

The corps of naval combatant officers, artificers and engineers is made up of personnel leaving the Naval School. The personnel of other corps is admitted by examination within the prescribed age-limits and in the lower ranks.

A marine corps is attached to the Navy. Its present strength (1932) is 2,000 men, recruited solely by voluntary enlistment for a period of three years, with the option of re-enlistment for successive periods of the same duration up to the age-limit of 45.

Compulsory military service, which was established by the Law of January 1908, revised in 1920, extends to the Navy in the case of Brazilians over 21 years of age who have taken up a naval occupation. It has never been necessary to draw lots for the Navy, as the voluntary system furnishes the personnel required to fill the vacancies.

## III. EFFECTIVES.

### PERSONNEL SERVING IN THE NAVY AND NAVAL AIR FORCE.

Naval Forces		Naval Air Force		Marine Corps	
Officers . . . . .	763	33	Officers (22 commissioned) . . .	29	
Petty officers . . . . .	927	57	Other ranks . . . . .	2,000	
Other ratings . . . . .	8,901	265			

### NAVAL AND AIR FORCE RESERVES.

(a) In the event of mobilisation, the naval reserves must consist of officers, petty officers and men who have been retired from active service and have not yet reached the age for compulsory discharge.

(b) The personnel of the merchant marine also constitutes a naval reserve, but the service has not yet been organised and the personnel has not received military training.

(c) There is a second reserve for the Regiment of Marines, with a voluntary personnel who receive military training for six months.

## IV. EFFECTIVES: PERSONNEL IN AUXILIARY SERVICES.

### DIRECTORATE OF NAVIGATION.

(a) Draughtsmen and assistants in the hydrographic service . . . . .	23
(b) Lighthousemen and rowers . . . . .	369

### DIRECTORATE OF PORTS AND COASTS.

(a) Harbour-masters, secretaries and inspectors . . . . .	147
(b) Skippers and coxswains of motor and rowing boats . . . . .	565

The personnel of these two Directorates do not receive military training.

## V. MATERIAL OF THE NAVAL AIR FORCES.

Category	Number	Horse-power
Aeroplanes in commission . . . . .	8	5,425
Aeroplanes in reserve . . . . .	—	—
School aeroplanes . . . . .	—	—
Total . . . . .	8	5,425

VESSELS OF WAR.

Type and Name	Date		Lengths	Beam	Hold	H.P.	Test speed	Tonnage	Armament	Observations	
	Launched	Registered									
<i>Battleships:</i>											
Minas Geraes. . . . .	1908	1910	165	25.30	7.65	23,500	21	19,200	} 12 of 305 mm., 12 of 120 mm., 2 of 76 mm. AA.6 of 47 mm.	All are well over the age-limit.	
S. Paulo . . . . .	1909	1910	165	25.30	7.65	23,500	21	19,200			
<i>Cruisers:</i>											
Bahia . . . . .	1909	1910	122.4	11.89	4.15	22,000	28	3,150	} 10 of 120 mm., 4 of 47 mm., 4-T of 533 mm.		
Rio Grande do Sul. . . . .	1909	1910	122.4	11.89	4.15	22,000	28	3,150			
<i>Destroyers:</i>											
Para . . . . .	1908	1908	73.15	8.16	2.42	6,500	27	560	} 2 of 102 mm., 4 of 47 mm., 2 T of 457 mm.		
Piauhv . . . . .	1908	1908	73.15	8.16	2.42	6,500	27	560			
Matto-Grosso . . . . .	1908	1908	73.15	8.16	2.42	6,500	27	560			
Rio Grande do Norte . . . . .	1908	1909	73.15	8.16	2.42	6,500	27	560			
Parahyba . . . . .	1908	1909	73.15	8.16	2.42	6,500	27	560			
Alagoas . . . . .	1908	1909	73.15	8.16	2.42	6,500	27	560			
Sta Catharina . . . . .	1908	1909	73.15	8.16	2.42	6,500	27	560			
Parana . . . . .	1909	1910	73.15	8.16	2.42	6,500	27	560			
Sergipe . . . . .	1909	1910	73.15	8.16	2.42	6,500	27	560			
Maranhao . . . . .	1913	1922	80.85	8.08	2.82	22,500	31	934		} 3 of 102 mm., 2 of 47 mm., 4 T of 457 mm.	
<i>Submarines:</i>											
F 1. . . . .	1913	1914	45.7	4.20	2.94	700-500	13.5	250	} 2 T of 457 mm.	Used solely for training purposes.	
F 3. . . . .	1913	1914	45.7	4.20	2.94	700-500	13.5	250			
F 5. . . . .	1913	1914	45.7	4.20	2.94	700-500	13.5	250			
Humaytá . . . . .	1927	1929	80	7.7	4.3	4,000-2,200	13.5	1,450			
<i>Coast-defence vessel:</i>											
Floriano. . . . .	1897	1899	81.5	14.63	4.06	3,400	14	3,162	} 2 of 240 mm., 4 of 120 mm., 4 of 57 mm.	Obsolete.	
<i>Monitor:</i>											
Pernambuco . . . . .	1906	1910	44.5	10	1.60	800	11	470	2 of 120 mm. 10 Mit.	Stationed in Matto-Grosso.	

Note: The cruiser "Barrozo" and the destroyer "Amazonas" were placed out of commission during 1931.

MISCELLANEOUS CRAFT.

Type	Name	Tonnage	Observations
Submarine tender . . . .	Ceará	4,100	No military value
Repair ship . . . . .	Belmonte	5,200	Ditto
Mine-sweeper . . . . .	Maria do Couto	150	Ditto
Ditto	Muniz Freire	200	Ditto
Ditto	H. Perdigao	200	Ditto

There are also two river gunboats, three ocean-going tugs and one tank vessel.

SUMMARY OF TONNAGE BY CATEGORIES AND GLOBAL TONNAGE.

Category	Tonnage
(A) <i>Capital ships</i> . . . . .	38,400
(B) <i>Aircraft-carriers</i> . . . . .	—
(C) <i>Cruisers</i> { (1) guns exceeding 155 mm. (6.1 inches). . . . . (2) guns of 155 mm. and under . . . . . }	6,300
(D) <i>Destroyers</i> . . . . .	5,974
(E) <i>Submarines</i> . . . . .	2,200
(F) <i>River gunboats and monitors</i> . . . . .	470
(G) <i>Auxiliary craft</i> . . . . .	9,850
(H) <i>Coast-defence vessels</i> . . . . .	3,162
Total tonnage . . . . .	66,356

The present condition of vessels of war is such as to render their replacement necessary, in so far as is compatible with the financial resources of the country and the guarantees of safety of its maritime communications; the only exception is the submarine "Humaytá", which was brought into service in 1929.



MODEL STATEMENT (continued).

Table C.

NAVAL FORCES.

Subhead	CATEGORY OF EXPENDITURE	TOTAL
	<i>Head I. — Effectives.</i>	Milreis
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	21,975,600
B	<i>Ditto</i> : N.C.O.s and men and civilians employed on board ship (taifa) . . . . .	38,622,297
C	<i>Ditto</i> : Civilian personnel . . . . .	23,564,546
	Personnel not normally forming part of formations and services :	
D	Pay and allowances, higher rates : Officers and men in reserve, retired, invalided . . . . .	9,950,000
E	Maintenance of personnel referred to in subheads A to D (expenditure coming under Head III, letter K included) . . .	28,837,240
	<i>Head II. — Transport.</i>	
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	33,219,240
	<i>Total: Heads I and II . . . . .</i>	156,168,923
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material . . . . .	59,000
N	Expenditure not divisible among previous subheads : arsenals, wireless material, upkeep of lighthouses, unforeseen expenses and subventions . . . . .	5,295,520
	<i>Total: Head IV . . . . .</i>	5,354,520
	GRAND TOTAL (paper milreis) . . . . .	161,523,443

Geneva, March 16th, 1932.

**LEAGUE OF NATIONS**

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

**LAND COMMISSION.**

29

**Report of the Technical Committee on the Definitions  
contained in Articles 2 and 3 of the Draft Convention.**

The Technical Committee was asked by the Land Commission "to examine how the different Governments, in drawing up the particulars they have sent to the League of Nations, have interpreted the definitions given in Articles 2, 3 and 4 of the draft Convention and what difficulties they encountered and doubts they had in interpreting them".

The Committee first of all confined itself to examining the definitions contained in Articles 2 and 3. For the purposes of this examination, it adopted the following questionnaire, which served as a guide to each of the experts in giving information as to the manner in which his Government interpreted these definitions.

"What meaning have you given to the word 'effectives'? Theoretical, budgetary, legal, actual or other effectives?"

"What have you counted as days of presence? (Short leave, long leave, illness, travelling, early discharge, etc.)

"(a) For an officer;

"(b) For a professional soldier;

"(c) For a conscript serving with the colours;

"(d) For a militiaman, reservist, etc., undergoing a period of service, or attending a drill, a training lecture, an annual muster-parade or a kit inspection.

"What have you counted in your effectives? (Different services, missions, persons attached to civilian services, etc.).

"(a) Officers;

"(b) Professional soldiers;

"(c) Men called up with the annual contingent; militiamen, reservists;

"(d) Young men subject to compulsory pre-regimental training (soldiers' sons and orphans educated for a naval or military career), etc."

After hearing each of the experts members of the Committee, the latter invited the experts of the other delegations to make similar statements. A number of them responded to this invitation, and the result of the enquiry is given below.

From the replies received, it appears that three conceptions of the term "effectives" have been adopted, either separately or jointly, by the Governments in supplying the information requested—viz., "theoretical or legal effectives", "budgetary effectives" and "real or actual effectives".

The Committee proposes in the present report (1) to give for each of these three conceptions a list of the Governments which have adopted them in supplying information on their effectives, at the same time making clear the differences between the definitions; (2) to define the categories of persons which the several Governments have included or excluded from the general term "effectives"; (3) to reproduce certain general observations made by some of the experts on the methods and definitions contained in Articles 2 and 3 of the draft Convention.

I.

The Committee has not attempted to give a precise definition of the different meanings of the word "effectives", applicable to all the individual cases and covering the different interpretations. It confines itself to reproducing as briefly as possible the essential points of these interpretations. Nevertheless, for greater convenience and for a better understanding of the replies given by the experts, an endeavour has been made to give a general idea of the three conceptions of effectives, legal, budgetary and actual, without attempting a precise definition.

LEGAL OR THEORETICAL EFFECTIVES.

Generally speaking, legal or theoretical effectives are expressed in terms of numbers fixed by the army law or regulations or numbers obtained by a full application of the legal provisions concerning the personnel subject to military obligations and the duration of these obligations. These numbers, therefore, essentially represent a maximum, and hence they naturally do not, as a rule, take into account purely temporary and unforeseen absences.

1. The following countries have taken legal effectives as a basis in giving their information, and the manner in which they have applied this term is explained in each individual case. All the effectives shown in these countries' returns are calculated according to the method fixed in Article 3 of the draft Convention and they therefore represent average daily effectives.

*Belgium.* — The effectives are calculated on the assumption that the men regularly serve the period prescribed by law, leaving out of account absence for illness, leave, early discharge. Effectives of officers are fixed numerically by the law on cadres, and their presence has been reckoned at 365 days per annum. To this figure have been added the days of presence of reserve officers called up for periods of training.

*Finland.* — The professional personnel, officers and N.C.O.s, has been regarded as maintained throughout the year at the level fixed by the law relating to cadres. The average strength of a certain category of active officers in the reserve who have undergone a period of training and the average daily number of an annual class of reserve officers undergoing a period of training have been added to the number of officers.

In the case of other ranks, it was assumed that the actual number of conscripts found fit for service had accomplished the legal period of service. The actual number of cadet officers and the average effectives of a class of reservists undergoing training has been added to them.

No deduction has been made for absences or early discharge.

*France.* — The definition given is as follows: by legal effectives are meant the average strength which the armed forces can attain on the basis of the complete application of the legal provisions in force governing the conditions of service of military effectives (officers, men, and officials assimilated to them), whether volunteers or called up for service, during the first period of service or during subsequent periods of instruction, whatever the capacity in which those periods are served (as recruits, militia, reservists, territorials, etc.).

This definition has been applied to the whole of the personnel (active and reserve). The entire active personnel has been counted at the rate of 365 days of presence per year. Reserve personnel has been counted as undergoing the total legal days of training.

*Greece.* — The legal effectives given represent the figures that would be attained if the law on recruiting were fully applied. The number of professional soldiers is fixed by law. No deduction has been made for absences.

*Italy.* — Same definition as that given by the French expert. In furnishing particulars it has been applied solely to the conscript contingent, without deductions of any kind.

*Japan.* — Same definition as that given by the French expert. It has been applied to the personnel whose strength varies according to the budgetary resources, like the reservists, no deduction being made for absences.

*Norway.* — The average legal effectives have been calculated by taking the annual contingent fixed by law and the period of service fixed each year by Parliament, without any deduction for absences. Officers serving with the colours are regarded as present for the whole year, officers on restricted service and reserve officers being regarded as present only during the periods of service.

*Roumania.* — The legal effectives have been calculated on the assumption that the active personnel is present during the whole year, except in the case of officers' long leave exceeding six months and the usual short leaves granted to other ranks.

*Czechoslovakia.* — The legal effectives have been calculated without deductions of any kind on the basis of the legal possibilities for the year 1930. Details of the calculation are given in document C.654.M.266.1931.IX.

*Yugoslavia.* — The term "average legal effectives" applies solely to conscripted soldiers, no deductions of any kind having been made.

2. *Definitions of Legal Effectives given by Other Experts.*

The experts of the following countries, whose Governments did not base their data upon the legal effectives, have given the following definitions:

*Argentine Republic.* — In the case of officers the legal effectives represent the maximum number authorised by law. The theoretical effectives are the personnel shown in the table of peace-time establishments, on the basis of which the actual effectives are distributed among the various corps and services.

*Austria.* — The theoretical effectives consist of the number of persons liable to military service, of whatever kind and duration, and who have received military training.

*Brazil.* — The legal effectives represent the maximum which the number of troops present at any time of the year can attain.

*United States of America.* — The term "legal effectives" means the maximum number allowed by the law on national defence.

*Persia.* — The theoretical and legal effectives are the number of troops of all kinds, with the exception of municipal police, which the Government proposes to attain under its ten years' programme, in accordance with the recruiting law.

*Poland.* — Same definitions as that given by the French expert.

#### BUDGETARY EFFECTIVES.

Generally speaking, budgetary effectives mean either the number of personnel on which the budgetary estimates are based, or the number which can be maintained with the credits opened in the budget. The budgetary effectives are therefore an estimated or probable average of the number of days' maintenance. In countries in which the budgetary effectives may be exceeded, the examination of the final accounts shows whether they have actually been exceeded. When this happens, the accounts must be regularised by means of supplementary credits. In other countries, if in the course of the year it is anticipated that the budgetary effectives will be exceeded, this is remedied by means of the early discharge of conscript personnel so as to remain within the limits of the credits allotted.

1. The following countries have based their information on the average budgetary effectives, according to the definition and methods of application given by each:

*Germany.* — No deduction has been made for absences and sickness. The figures given cannot be exceeded either as regards appropriations or as regards the number of men.

*Spain.* — No deduction is made for absences, with the exception of early discharge when the leave exceeds two months.

*Hungary.* — The budgetary effectives are the same as the legal effectives.

*Italy.* — The definition given is as follows: the budgetary effectives of the armed forces are the average daily effectives which the armed forces can muster, calculated on the basis of the special credits for which provision is made each year in the budget law.

The Italian Government has given the average budgetary effectives for officers, N.C.O.s, professional soldiers and men called up for training. These budgetary effectives are based on the number of days' pay. The following have been excluded from the days of presence: in the case of officers and professional soldiers, days of special leave for personal reasons; in the case of reservists called up, days of leave, sick leave, early discharge.

*Portugal.* — The average effectives given are based on the budgetary effectives and the authorised number of days of presence. The budget fixes the number of effectives, and the days of presence according to the category of personnel. No deduction has been made for absences, except early discharge of the contingent.

*Turkey.* — The effectives given are the budgetary effectives based on the average days of presence in summer and winter. Officers are regarded as permanently present. No deduction has been made for absences, short leave, and sickness in the case of other ranks. Reservists have not been included in the budget.

*Union of Soviet Socialist Republics.* — The effectives given are the maximum effectives corresponding to the number of rations (pay and provisions) provided for in the budget: this maximum may be exceeded, the accounts being regularised by means of supplementary credits. In practice, however, it has not been exceeded. Reservists of all kinds called up, and among them non-permanent effectives belonging to militia units to which special credits may be assigned, are not included.

*Yugoslavia.* — The budgetary effectives have been given for reserve officers and reservists. No deduction has been made for absences.

2. *Definitions of Budgetary Effectives given by Other Experts.*

The experts of the following countries whose Governments did not base their information on budgetary effectives have given the following definitions:

*Argentine Republic.* — By budgetary effectives are meant the personnel included in the actual budget according to the sums placed at the disposal of the Ministry of War under the head: "Pay".

*Austria.* — The budgetary effectives are the effectives which can be attained according to the budgetary estimates for each year. An absolute figure is fixed for officers and N.C.O.s and an average figure for other ranks.

*France.* — Budgetary effectives are calculated in France from the basic effectives which are for any given year the average daily effectives corresponding to the degree to which it is possible to apply the legal provisions during that year.

The budgetary effectives are arrived at from the basic effectives by applying co-efficients of reduction called "co-efficients of absence".

The actual effectives may be higher than the budgetary effectives, which are only an estimate. When this happens, supplementary credits are asked for.

*Greece.* — The budgetary effectives vary according to the credits voted, and leave granted by the Minister is taken into account.

*Persia.* — The budgetary effectives are made up of the total strength of troops and services whose expenditure is provided for in the State budget.

ACTUAL OR REAL EFFECTIVES.

Speaking generally, real or actual effectives are the number of persons performing a day's duty. The number may be recorded on a given day, and we then have the actual effectives on that day, or it may be obtained by taking the average number of persons performing days of duty over a certain period, and we then have the average actual effectives for that period. The differences of interpretation are the result of differences in the definition of a day's duty.

1. The following countries have adopted the system of real effectives in giving their information and have applied it in the manner explained in respect of each of them.

*South Africa.* — The number of effectives given is the average number of daily effectives based on the total number of days' duty. The permanent personnel is regarded as performing 365 days' duty a year without deduction for absences of any kind. In the case of militia, days passed in camp are counted as days of duty, and the non-continuous periods of training are included on the basis of six drills being equivalent to one day's duty.

*The Argentine Republic.* — The number of effectives is equal to the average number of days' duty in the course of the year of all officers and men attached to units. All days passed with the colours are regarded as days of duty without deduction of any kind.

*Australia.* — The average daily effectives based on the total days of presence of the regular forces, and of the militia forces, without any deduction for absence. The professional personnel is counted as being present for 365 days per annum. For officers and other ranks of the militia forces, are counted—the days of continuous service in camp and non-continuous service on the basis of 6 hours' exercise equivalent to a day's presence; are also counted—certain voluntary all-day courses of instruction which N.C.O.s are encouraged to attend. Attendance at voluntary lectures and rifle matches is not counted.

*Austria.* — The number of effectives given is the actual number of effectives on December 31st, 1930. It includes all officers and men without exception who are entered on the lists with the exception of men who are on early discharge after six years of active service.

*Brazil.* — The number of effectives is that of the average effectives for the year of the permanent personnel and of the annual contingent actually incorporated without deduction for any absences except, as regards the contingent, days of absence resulting from early discharge.

*British Empire.* — The number of effectives given is the average of twelve numbers representing the average actual effectives of each month. This figure of average monthly effectives is obtained by taking the arithmetical average of the strength on the first day of a given month and on the first day of the following month. The number of days' duty is obtained by counting 365 days' duty per annum for all men inscribed in the registers of the regular army without any deduction for absences. As regards the territorial army, whole days passed in instruction camps are counted as days of duty; parades and lectures are counted on the basis of six drills being equivalent to one day's duty.

The British Government also gives the number of actual effectives calculated in accordance with the same definition of a day's duty on April 1st, 1931.

*Bulgaria.* — The number of effectives given is the average daily number of all the personnel at the disposal of the military authorities without deduction for any absences except the days of early discharge for reasons of health, discipline, etc.

*Canada.* — The number of effectives given is the number of average daily effectives without any deduction for absences.

*China.* — The same as Canada.

*Denmark.* — The same as Canada.

*Estonia.* — The number of average daily effectives is based upon the total number of days when officers, professional soldiers, conscripts and reservists are at the disposal of the military authorities, excepting only days representing early discharge.

*United States of America.* — The number of effectives given is the average number of actual effectives on the last day of each month of the year. All the personnel inscribed in the registers is counted as performing a day's duty, whatever the status of the individual and without any deduction for absences.

As regards the National Guard, the number of effectives is the average daily number of effectives calculated according to the method described in Article 3, days passed in instruction being counted as days of duty and periods of training of less than a day being counted on the basis of eight hours' training being equivalent to one day's duty.

*India.* — The number of effectives is the average daily number of the personnel registered in the armed forces either with the colours or in the reserve, days of duty being counted as follows: in the case of regular officers and professional soldiers, 365 days a year; in the case of reservists of the Indian territorial force, one day's duty for every day of service; in the case of the Indian auxiliary force, one day's duty for four hours' training; and in the case of the forces organised on a military basis, one day's duty for each day's service. No deduction is made in respect of leave of absence, sick leave, etc.

*Italy.* — The number of actual effectives is the average daily number of effectives actually present and performing duty. The number of days' duty is calculated on the basis of the actual presence of the individual, and consequently days of leave of absence or of sick leave, days spent in travelling or days of absence resulting from early discharge are not counted as days of duty. The Italian Government has applied this definition in calculating the average effectives of the conscription contingent for a period of five months in winter and seven months in summer. The average effectives for the year are obtained by multiplying the first figure by five and the second by seven, and by dividing the total by twelve.

*Japan.* — The number of effectives given is the average daily number of effectives for the year without deduction for absence, except in the case of early discharge. Muster-parades have not, however, been counted as days of duty.

*Latvia.* — The average daily effectives have been calculated by strictly applying Article 3 of the draft Convention for the twelve months of the year. The days of presence are in the case of the whole personnel, the days during which that personnel is at the disposal of the military authorities.

*New Zealand.* — The number of effectives is the average daily number of effectives calculated on the basis of 365 days' duty per annum for all ranks of the regular forces, six drills of one hour or four drills of an hour and a-half being counted as one day's duty in respect of the non-regular forces, without deduction for temporary absences.

*Netherlands.* — The number of effectives is the average daily number of effectives based upon the number of days' duty in the year. Days of sick leave, days of absence resulting from discharge and days of leave of absence exceeding four weeks in the case of officers and two days in the case of men, are not counted as days of duty.

*Persia.* — The number of real effectives is the number of officers, N.C.O.s and men inscribed in the register of the War Minister. Each day in respect of which the personnel receives either presence pay or availability pay is counted as a day of duty. In the case of recruits and reservists, duty is counted as beginning on the day of arrival at the barracks. Days of leave of absence without pay and days of absence resulting from early discharge are not counted as days of duty. Days of sick leave are counted as such.

*Poland.* — The number of effectives is the average daily number of effectives based upon the number of days' duty for 1930. No deduction is made for absence except in the case of early discharge for days of actual absence. As regards professional soldiers, days of absence are not counted as days of duty if the period of leave of absence exceeds six months.

*Siam.* — The number of effectives is the average daily number of effectives based upon the number of days' duty in the course of a year. No deduction is made for absences in counting the number of days' duty.

*Sweden.* — The number of effectives given is the average daily number of effectives based on the number of days' duty. Days passed in hospital or on leave with pay are counted as days of duty. Days of absence with reduced pay are not so counted.

*Switzerland.* — The number of effectives is the average daily number of effectives based on the total number of days' duty throughout the year. Men on sick leave are only counted as absent if they are sick for more than six days, if they then leave the unit to enter hospital.

*Yugoslavia.* — The actual number of effectives has been given in the case of officers and professional soldiers on active service. No deduction has been made for absences.

2. *Definitions of Actual Effectives given by Other Experts.*

The French expert, whose Government has not employed the system of actual effectives, defines it as follows:

*France.* — The number of actual effectives is based upon the number of day's pay by category of soldiers, distinguishing presence or availability pay from absence pay—that is to say, in practice half-pay.

Days on half-pay are converted into days on full pay and added to the latter. We thus obtain the total number of days on full pay.

The average number of actual effectives is then calculated as follows:

(a) In the case of officers and N.C.O.s in receipt of monthly pay, the total number of days is divided by 360, pay being issued to the said soldiers at monthly intervals of thirty days;

(b) In the case of men in receipt of daily pay, the number of days is divided by 365.

II. OBSERVATIONS BY VARIOUS EXPERTS ON THE CATEGORIES OF PERSONNEL.  
COUNTED AS EFFECTIVES.

I. COMPOSITION OF EFFECTIVES (COMBATANT PERSONNEL AND AUXILIARY SERVICES: PERSONNEL  
DETACHED ON CIVILIAN DUTY: CIVILIAN PERSONNEL).

(a) *The following are included in the effectives:*

*South Africa.* — All the permanent personnel and the members of the citizen forces receiving military training, including civilian medical personnel serving in the army.

*Germany.* — All persons are counted as officers whom Germany is obliged by the treaties to count as such: doctors, chemists, veterinary surgeons, officials having the rank of officer. This also applies to N.C.O.s.

*Argentine.* — The military personnel of combatant units and services (medical, administrative, etc.), including the personnel detached from the army properly so called.

*Australia.* — Personnel which is in military employment for one day of twenty-four hours in the case of the regular forces, and, in the case of the militia forces, for a period of not less than six hours, either all in one day, or in a night, or in half-day parades aggregating this minimum period.

*Austria.* — Officers of administration (supply) are counted in the effective of officers. Men of the administrative, medical and veterinary services and bandsmen are counted amongst the other ranks.

*Brazil.* — The permanent personnel of units and services and the contingent enlisted or recruited by conscription.

*Bulgaria.* — All the personnel with the colours, including recruits, men of the auxiliary services, and bandboys.

*Canada.* — All the personnel belonging to the armed forces of Canada and of the Royal Mounted Police.

*China.* — All the fighting personnel and services.

*Denmark.* — Officers detached for duty with the Ministry are included in the effectives.

*Estonia.* — All personnel present with the units, including personnel seconded for the training of the civic guard or to the Ministry of Education.

*United States of America.* — All the personnel mentioned on the rolls—without exception.

*Finland.* — Officers and persons graded as officers, professional N.C.O.s and persons graded as such, men of the regular army, including the General Staff, the Ministry of Defence and organs dependent thereon.

*France.* — Officers and men of all services, including those seconded for missions or to civilian services; all those assimilated to the rank of officer in the medical services, including those detached from their units in order to carry on the health services of civilian populations overseas, officials of the supervisory service, officers of the intendance service, including those of the Pensions Civil Service, the personnel of the physical training service, the officers of the fire brigade of Paris.

Men employed in the auxiliary services who are unfit for armed service and receive only such training as is strictly necessary for internal discipline are included in the effectives of the other ranks.

*Greece.* — All the personnel performing military service and which is amenable to military jurisdiction.

*Hungary.* — Only the combatant army.

*India.* — All officers (British and Indian) and men serving on staffs or in units or services of the regular army (active and reserve), the Indian Auxiliary Forces, the Indian Territorial Army and the Indian State Forces.

*Italy.* — The following are included in the effectives: Officers on permanent effective service, of the budgetary complement or recalled from leave for training, including doctors, veterinary officers, chemists, employees of civilian offices, officers carrying out budgetary missions; professional soldiers; soldiers belonging to the conscription contingent, including cadet officers and N.C.O's; soldiers called up for training.

*Japan.* — All the personnel present in the army, including personnel detached on duty or to civilian services.

*New Zealand.* — Commissioned officers, warrant officers, N.C.O's and men of the regular and non-regular forces.

*Netherlands.* — Personnel of all ranks seconded for duty to civilian services is included in the effectives.

*Poland.* — The effectives include officers and other ranks detached for duty or employed in the various services, as well as officers of the intendance service, treasury department, administrative staff, barracks personnel, and military chaplains of various creeds.

*Persia.* — All the personnel legally armed by the State and participating in the maintenance of order and security, in return for payment, reduction of taxation or a similar privilege.

*Portugal.* — All the permanent personnel and the men of the contingent during their periods of instruction.

*Roumania.* — All the personnel of the army, including medical, administrative and inspection services; also personnel detached or seconded, and auxiliary personnel.

*United Kingdom.* — All officers (including military chaplains) soldiers, and reservists serving in accordance with the definition given by the British Government (see actual effectives), except personnel detached for service with the Air or Colonial Ministries and shown in the returns supplied by those departments.

Enlisted boys in the regular units below the military age, as tailors, drummers, etc., who will become soldiers on reaching the prescribed age, are included.

*Siam.* — The personnel of the armed forces and various services of the Ministry of National Defence, excluding reservists.

*Sweden.* — All the personnel performing actual service; in particular, men of the contingent, of whom about one-quarter do not receive any military instruction, save what is indispensable for internal discipline, and who serve as military labourers, are included.

*Switzerland.* — All the personnel performing service in any capacity.

*Czechoslovakia.* — All soldiers, without exception, of the combatant units and services.

(b) *The following are not included in the effectives:*

*India.* — Nurses, civilians and "followers".

*Yugoslavia.* — Military personnel detached for civil duty.

## 2. CADETS AND PUPILS IN MILITARY SCHOOLS.

(a) *The following are regarded as part of the effectives:*

The pupils in military schools in the following countries: *Brazil, Bulgaria, China, Czechoslovakia, Estonia, France, Italy, Netherlands, Poland, Roumania and Sweden.*

(b) *The following are not regarded as part of the effectives:*

*Australia.* — Young volunteers receiving cadet training.

*India.* — Cadets in the Prince of Wales's Military College and King George's Military School.

*Japan.* — Cadets of the military Prytannée.

*Portugal.* — Cadets in the Military College and in the Military Orphanage.

*United Kingdom.* — Cadets in the military colleges or in officers' training corps, since they are not liable for service in peace or in war.



### 3. YOUTHS UNDERGOING COMPULSORY PRE-MILITARY INSTRUCTION.

(a) *The following are regarded as part of the effectives:*

*Belgium.* — Pupils over 16 years of age in the military orphanages (children of soldiers killed or disabled in action).

(b) *The following are not regarded as part of the effectives:*

*Spain.* — Youths undergoing compulsory pre-military instruction, which is at present in its infancy.

*Estonia.* — Pupils in the highest classes of secondary schools undergoing military training, seeing that they are not mobilisable.

*France.* — Pupils in the higher civil schools of the State; pupils in schools for children of soldiers, seeing that they are not available for active service.

*Italy.* — No information is given as regards youths subject to compulsory pre-regimental instruction, owing to the reservation made in regard to preparatory military training by the Italian delegation at the Preparatory Commission for the Disarmament Conference (document C.690.M.289, Section 194).

### III. GENERAL OBSERVATIONS BY VARIOUS EXPERTS ON THE SYSTEM OF LIMITATION AND THE DEFINITIONS CONTAINED IN ARTICLES 2 AND 3 OF THE DRAFT CONVENTION.

*Belgium.* — In the view of the Belgian Government, Articles 2 and 3 of the draft Convention aim primarily at determining a *maximum limit* of the effectives of the armed forces and the formations organised on a military basis.

Secondarily, in order to fix a common standard of calculation for these forces, the draft Convention has adopted the *average daily effectives*, which it defines in Article 3 and has distributed the troops among various categories.

In our opinion, therefore, it was important in the first place to fix the limit which our effectives might *not exceed*, and for this purpose it appeared to us natural to take as a basis for our calculations the maximum permitted under our legal provisions on the subject. In other words, we took as a basis the legal effectives.

In so doing, we have not met with any difficulty or had any hesitation; we attribute this to the fact that we have adopted the method which appeared to us to be the simplest and clearest. This method has enabled us to steer clear of the danger of submitting to an international agreement data regarding effectives which might in fact be exceeded by a strict application of our legal provisions.

*France.* — The French Government was not sure what kind of effectives should be included. Should it be the effectives serving with the colours whatever the position of men in active service, whether present or absent? Should it be the effectives shown in the returns upon which pay and allowances of all kinds were allotted? Should it be the effectives immediately available—namely, the aforesaid effectives less the men in hospital—or should the effectives actually serving with the armed units be taken—that is to say, the aforesaid effectives less all absentees whatever the reason for their absence—leave, sickness or travelling?

Finally, it was considered that the Conference alone would be in a position to choose the best means of assessing effectives in order to take into account the various military organisations. But the meaning of the term “legal effectives” is extremely important from the point of view of limitation. It would not be understandable to States which had undertaken to limit their effectives under the terms of an international convention to a specified figure, to reserve the possibility of increasing them under their national laws. For this reason, France has stated the legal effectives—that is to say, those which can be attained in execution of the law. In the Convention, these legal effectives might of course be reduced, if the Conference decided not to include among effectives certain categories of absentees such as men in hospital or on long leave (the minimum duration to be fixed), men travelling for long periods (minimum duration to be fixed).

*New Zealand.* — It seems to New Zealand necessary that the terms “effective” and “day’s duty” should be defined.

Owing to the different methods employed in the various countries, I hesitate at this stage to make a suggestion for the definition of effective, especially as in drafting such a definition Article 31

of the draft Convention would have to be taken into consideration, and, in this article, the term "youth" has not been defined.

In defining the term "day's duty", two points seem to require consideration:

(1) Whether, in the case of non-regular forces, only complete days under military training (in camp, at courses of instruction, etc.) should be reckoned as days of duty, or whether drills, parades and attendances should be brought into the reckoning and, if so, how many or what duration of these should be considered as the equivalent of a day's duty;

(2) In the case of regular and full time forces, whether or not periods of temporary absence (on leave, in hospital, etc.) should be counted as days of duty.

The terms "effective" and "day's duty" not having been defined in the draft Convention, my Government adopted a form of reckoning which seemed to it fair.

*Portugal.* — In the opinion of the Portuguese delegation, the principle of limitation on the basis of the effectives on a given date cannot be accepted without reservation by certain States. Theoretic effectives must be contemplated on account of the necessity of counterbalancing obvious deficiencies which make the reduction of armaments incompatible with national security and the execution of international obligations.

*United Kingdom.* — The system of making no deduction for absences was more convenient from the administrative point of view. If the General Commission decided to reckon these deductions, this would necessitate somewhat complicated calculations, and the British expert thought that it would be preferable to provide for an average number of absences. He pointed out that, generally speaking, there would always be differences of interpretation as between the different military organisations and that those difficulties could not be settled by the same formula. The best thing would be to take into account the special features of each army, assuming that they did not vary.

*United States of America.* — The United States Government felt some difficulty as to the National Guard, which is not a Federal armed force. It had considered it as being on the same lines as the trained reserves of countries with conscription and as regards the calculation of its effectives had treated it in the same way as the said reserves.

*Norway.* — The "average daily effectives" was an incorrect expression when applied to militia armies such as that of Norway, in which there were hardly any permanent units. Nevertheless, there had been no difficulty in stating the figure in accordance with the method indicated; this figure, however, was not regarded as expressing the situation of the army on each day of the year, but as expressing the relative weakness of the Norwegian army as compared with the large armies.

*Switzerland.* — The special system on which the Swiss army was based gave rise to fundamental difficulties for the Swiss Government in furnishing particulars as to effectives, owing to the fact that the conception of average daily effectives was not adapted to the militia system. The essential feature of the militia was not so much that the men served only for short periods, but rather that there were no units serving permanently. The number of effectives might vary very considerably from one year's end to another; there were even periods during which there were no effectives serving. The conception of average daily effectives accordingly gave quite a false idea of the militia army; the Swiss Government had therefore the intention, before applying the system recommended in Article 3, to give separately the number of recruits undergoing training during the year and the number of men who had followed refresher courses.

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Geneva, May 20th, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

—  
AIR COMMISSION  
—

30

**Collection of Replies to the  
Questionnaires concerning the Organisation  
of National Civilian Forces**

(Document Conf. D./C.A.6 — March 18th, 1932)

(Document Conf. D./C.A.7 — March 22nd, 1932)

Series of League of Nations Publications

IX. DISARMAMENT ✓

1932. IX. 31.

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PRELIMINARY NOTE.

At its fifth meeting on March 17th, 1932, the Air Commission adopted a resolution requesting the Bureau :

“ (1) With the assistance, if necessary, of the Secretariat, and of the competent International Organisations, to prepare, in order to facilitate its task, an objective documentary study summarising the principal works of these International Organisations, and the official proposals of the delegations on the internationalisation of civil aviation, and also the proposals of delegations with regard to any other measure calculated to prevent the signatory States from using this aviation for military purposes ;

“ (2) To circulate all the concrete proposals relating to the question, together with statements of the reasons for them, which the Commission recommends the delegations to send in to the Bureau as soon as possible ;

“ (3) To prepare a study on the organisation of the national civil aviations on the basis of the information which the Bureau trusts the delegations will supply to it ;

“ (4) To prepare a programme for the resumption of the Commission's work. ”

As regards Point 3 of this resolution, the Bureau requested the delegations to be good enough to send it before April 4th, 1932, the information requested in the following questionnaires (documents Conf. D./C.A.6 and Conf. D./C.A.7) :

## FIRST PART

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### A. QUESTIONNAIRE (DOCUMENT CONF. D./C.A.6.).

1. The authorities under which civil aviation is placed. A brief account of the organisation of the said authorities. Supervision exercised over civil aviation.
2. State what undertakings operate the national air lines or any part of those air lines. Give brief particulars of their organisation and of the characteristics of the lines operated.
3. Undertakings operating air lines outside the national territory. Give brief particulars of their organisation (stating whether these lines are operated by a single undertaking or by a pool) and of the characteristics of the lines operated.
4. Organisations and private persons practising flying as a sport or for touring purposes.
5. Are such undertakings, organisations or private persons in receipt of a Government subsidy? If so, what is the system on which such subsidies are granted?
6. Organisation of the wireless service.
7. Organisation of the meteorological services.
8. Statistical particulars :
  - (a) Length of the air lines (in kilometres) ;
  - (a1) Length of air lines equipped for night flying ;
  - (b) Number of air ports ;
  - (b1) Number of air ports equipped for night flying ;
  - (c) Number of kilometres flown in 1931 ;
  - (d) Number of passengers carried (regular services) in 1931 ;
  - (e) Mail and packages carried (in kilogrammes) in 1931.

B. REPLIES TO QUESTIONNAIRE (DOCUMENT CONF. D./C.A.6.).

Union of South Africa Delegation.

Geneva, March 22nd, 1932.

1. Civil Aviation in the Union of South Africa is placed under the control of the Ministerial Department of Defence.

The department is in charge of the Minister of Defence and there is a separate subdivision, under the control of the Director of Air Services, which deals with matters relating to Civil Aviation and the administration of the South Africa Aviation Act.

2. There are two companies running air lines in South Africa, one from Cape Town to Port Elizabeth, East London, Durban and Cape Town to Johannesburg, and the other from the mandated territory of South West Africa to Kimberley.

The companies carry air mails, and are paid subsidies by the Union Government to the extent of £8,000 and £7,000, respectively.

3. Imperial Airways Limited, with headquarters in London, have organised a London to Cape Air-Mail Service. The company is being paid a subsidy of £400,000 over a period of 5 years, £80,000 per annum. The company is understood to be a private organisation.

4. There are five recognised civil air clubs organised within the Union.

5. The organisations under (4) are not in receipt of any subsidy.

6. The wireless service is controlled by the Minister of Posts and Telegraphs.

7. The meteorological department is a separate organisation but renders considerable assistance to the Defence Department in determining wind velocities and aerial conditions generally.

8. Length of air lines in kilometres :

Cape Town, Port Elizabeth, East London and Durban . . . . .	1,600
Cape Town to Johannesburg . . . . .	1,200
South West Africa to Kimberley . . . . .	1,440
That portion of the London to Cape Air-Mail Service flying over Union territory . . . . .	2,080

Length of air line equipped for night flying . . . . .	Nil
Number of air ports (Cape Town and Germiston) . . . . .	2
Number of air ports equipped for night flying . . . . .	Nil
Number of kilometres flown . . . . .	No statistics
Number of passengers carried . . . . .	No statistics
Mails and packages carried . . . . .	Statistics not available

## United States of America Delegation.

Geneva, March 28th, 1932.

1. With respect to civil aviation in the United States, it is necessary to distinguish between the control of technical aeronautical features and the control of police, commercial and economic features. The direction of technical aeronautical matters relating to national aircraft engaged in air commerce between the United States and foreign territory, and between two or more of the individual States, is under the civil authority of the Federal Government, while technical direction of these features for air commerce wholly within one State is under the civil authority of that State. On the other hand, every civil aviation enterprise is organised or incorporated under the commercial laws of some one of the States, and police regulatory powers are exercised separately by each of the several States in which the enterprise conducts its business.

The organisation under the Federal Government concerned with civil flying in the United States is in the Department of Commerce, except that the Department of Agriculture operates the meteorological service. The Department of Commerce has a special Aeronautics Branch under an Assistant Secretary of Commerce for Aeronautics, this branch being further subdivided among the Director of Air Regulations, the Chief Engineer of the Airways Division, and the Director of Aeronautic Development.

The *Director of Air Regulations* is responsible for the examination and licensing of pilots, mechanics and aircraft; the examination and approval of aircraft and engines applying for approved type certificates as to airworthiness; the examination and approval of flying schools; the inspection of aircraft for licensing; the determination of causes of civil aircraft accidents; the enforcement of the Air Commerce Act, the Air Commerce Regulations and the Air Traffic Rules; and the assessment of penalties thereunder; the issuance of certificates of airworthiness for export to aircraft to be exported to foreign countries having reciprocal agreements with the United States; the transfer of title to aircraft assigned Department of Commerce markings; and the examination and inspection of scheduled air passenger transport routes in interstate commerce making application for a certificate of authority to operate such service.

The *Airways Division* operates under the rules, laws and regulations applicable to the lighthouse establishment, and, so far as practicable, through the regular district organisations of the Lighthouse Service. The Airways Division is organised into four units — survey, construction, weather and communications, and radio.

The *Survey Section* determines airway routings, selects sites for beacons and intermediate landing-fields, and concludes all negotiations for licensing these sites and for conditioning the fields for use by aircraft.

The *Construction Section* arranges for the purchase and shipment of all lighting equipment for intermediate fields and supervises its erection and installation under contract or by Airways Division field forces.

The *Weather and Communications Section* selects, establishes and supervises the operations of airways weather reporting stations and airways communication stations.

The *Radio Section* designs, procures and supervises the erection and installation of radio equipment for communications stations and radio beacons.

Maintenance of the intermediate landing-fields and beacon lights is accomplished by the district organisations of the Lighthouse Bureau, to which have been added the necessary special personnel.

The *Aeronautic Development Service* embraces all activities of the Aeronautics Branch in connection with assisting communities in the selection and development of airports; the rating of airports; the promotion and correlation of aeronautic research; the publication and dissemination of aeronautic information; the publication of air navigation maps and airway bulletins; and the general promotion work of the Department looking towards the development of Civil Aeronautics. The Aeronautic Development Service is divided into an Aeronautic Information Division; an Aeronautics Research Division; an Airport Section; an Airways Mapping Section; and special research committees.

The Federal Government extends its technical direction only to public aircraft and private aircraft engaged in general business activities, and exercises no other regulatory powers whatever, either of an ordinary police nature or of the financial organisation or



detailed operation of the enterprise. The technical supervision by the Federal Government for aircraft engaged in interstate or foreign commerce covers the following fields :

1. The grant of registration to individual national aircraft not registered under the laws of a foreign country.
2. The rating of aircraft as to airworthiness.
3. The periodic examination and rating of airmen operating aircraft in interstate or foreign commerce.
4. The examination and rating of air navigation facilities, including airports, available for the use of aircraft engaged in interstate or foreign commerce, and the examination and rating of flying-schools, instructors, and equipment if request is made by the owner.
5. The establishment of air traffic rules generally applicable throughout the United States.
6. The establishment of air space reservations for Federal governmental purposes.
7. The designation and establishment of civil airways, including air navigation facilities (except airports) such as special maps, beacons, weather services, intermediate and emergency fields, etc.
8. Specific regulations governing the use of governmental airports and repair facilities by private persons.
9. Regulations of the navigation and commercial activities of foreign aircraft flying over United States territory.
10. The establishment of ports of entry and regulations as to the entry and clearance of aircraft, and immigration, Customs and public health inspections at such ports.
11. The publication of information bulletins concerning aeronautical information, treaties and laws.
12. The application of penalties for the infraction of Federal aeronautical laws.

The individual States provide for similar technical regulation for aircraft engaged solely in intra-state flying (except as regards general air traffic rules), as well as general police regulation. Different States have their supervisory bodies organised in different ways, there being no universal standard pattern.

2. The air lines in the United States are operated by 32 different companies. These companies are all privately owned commercial concerns organised to manage and operate the air lines owned by them.

There are 111 domestic routes in the United States, covering 49,000 kilometres. Of this number, 66 carry mail, 94 carry passengers and 63 express. The length of these routes, the character of the service furnished, the schedules of traffic, and the present operators of the 111 domestic routes are furnished in *Air Commerce Bulletin*, No. 13, dated January 2nd, 1932, pages 330 and 331.

3. The air lines of the United States extending outside the national territory are operated by 7 different companies. These companies are all privately owned commercial concerns organised to manage and operate the air lines owned by them.

There are 17 foreign routes, covering 32,100 kilometres. Of this number, 15 carry mail, 11 carry passengers, and 7 express. The length of these routes, the character of the service furnished, the schedules of traffic, and the present operators of the 17 foreign routes are furnished in *Air Commerce Bulletin*, No. 13, dated January 2nd, 1932, page 332.

4. The answer to this question may best be given by analysing the distribution by purpose of the civil aeroplanes in the United States. Lighter-than-air aviation is of small importance, since there are no more than four or five privately owned dirigibles in the country.

There was a total of 10,673 civil aeroplanes in the United States on January 1st, 1932. Of these, 7,547 were licensed by the Federal Government and can be classified. Of the

remainder, it is estimated that not more than 1,500 are fit for use ; most of these are small and are used in schools, or for purely local taxi service, or are in the hands of private owners who employ them for sport or pleasure. It is impossible to give an accurate estimate either of the distribution of the unlicensed aeroplanes or the total amount of flying done by all civil aircraft. The information in the following tables must therefore be considered in the light of this unknown feature, and final conclusions accepted with due caution.

TABLE I. — DISTRIBUTION BY PURPOSE OF LICENSED CIVIL AEROPLANES.

Purpose	Number
In hands of aeroplane manufacturers . . . . .	489
Air transport companies . . . . .	561
Government owned civil aeroplanes . . . . .	69
Non-aeronautical companies. . . . .	211
Dealers, distributors, and flying services . . . . .	1,755
Schools . . . . .	107 <sup>1</sup>
Flying clubs . . . . .	175 <sup>1</sup>
Individual owners . . . . .	3,938
Unclassified . . . . .	242
Total . . . . .	7,547

TABLE II. — ESTIMATED PERCENTAGE OF PRIVATE FLYING TIME BY PURPOSE.

Purpose	Percentage
Pleasure . . . . .	26.8
Instruction . . . . .	25.6
Business . . . . .	13.0
Sight-seeing . . . . .	11.7
Experimental . . . . .	9.5
Cross-country . . . . .	6.7
Miscellaneous . . . . .	6.8

Note. — This is an estimate of flying other than on regular air lines, and is based on reports from a selected group of 500 aeroplanes.

TABLE III. — CLASSIFICATION OF LICENSED AEROPLANES BY TYPE AND CAPACITY.

Type	Capacity	Number
<i>Landplanes :</i>		
Open-cockpit . . . . .	1, 2 and 3 place	4,676
Open-cockpit . . . . .	4 place and up	71
Closed-cabin . . . . .	1, 2, 3 and 4 place	1,390
Closed-cabin . . . . .	5 place and up	885
<i>Amphibians and Seaplanes :</i>		
Open-cockpit . . . . .	1, 2 and 3 place	29
Open-cockpit . . . . .	4 place and up	26
Closed-cabin . . . . .	1, 2 and 3 place	12
Closed-cabin . . . . .	4 place and up	103
<i>Unclassified</i> (includes 41 autogiros) . . . . .		113
Total . . . . .		7,305

On January 1st, 1932, there were in the United States 17,701 persons having active civil pilot's licenses under the Federal Government. Of this total number, 9,226 persons hold private licenses only — *i.e.*, they are not permitted to engage in any flying for commercial purposes.

5. Subsidies or loans are not granted by the United States Government to any privately owned aeronautical undertaking or organisation. The only assistance of an

<sup>1</sup> These figures are obviously low, and are doubtless considerably increased by unlicensed aeroplanes.

economic nature given is that comprised within the system of technical aids such as air navigation facilities and engineering and trade information published by various governmental bureaux, and in the form of contracts for the carriage of mail by air.

At present, the total payments to contractors for carrying air mail exceed the special receipts, but the gap between these two figures is decreasing year by year, and profits now accrue to the Government for many of the shorter hauls. Air mail contracts are also granted to transport lines engaged in foreign as well as domestic air commerce.

Payment for the carriage of domestic air mail is computed after consideration of the following variables :

- (a) Weight of mail carried ;
- (b) Space occupied by the mail ;
- (c) Distance mail is carried.

To the base rate computed from these variables, percentage bonuses are added for :

- (1) Night flying ;
- (2) Difficult terrain ;
- (3) Fog conditions ;
- (4) Radio equipment in the aeroplane ;
- (5) Passenger capacity of aeroplane ;
- (6) Multimotor aeroplanes.

It may be pointed out that there is no minimum payment system, although the base rate per pound for light loads is greater than that for heavy loads.

No connection exists between the control of civil aviation exercised by the Government and its military aviation. The technical aid and air mail contracts are awarded solely for the execution of commercial purposes. The incorporation in civil aeroplanes of features valuable from a military standpoint, the establishment of airways with military strategic usefulness or the employ of military airmen or engineers by commercial firms are not only not encouraged but are not even enquired into. It is the definite policy of the United States Government to maintain this separation, and it therefore gives assistance only to encourage and improve safe and rapid transportation.

So far as is known, the only economic aid given regularly by State and municipal governments is of a technical nature, such as the establishment of municipal airports and landing-fields. Community gifts of land or money to aeronautical companies are made to some extent, as is often done with other transportation enterprises. The amount of State and municipal aid is not known, nor can it be easily ascertained, since it varies greatly from year to year, is entirely under the control of local authorities, and no agency exists for the collection of information of this character.

6. The Radio Section of the Aeronautics Branch of the Department of Commerce designs, procures and supervises the erection and installation of radio equipment for communications stations and for the radio beacons.

The Weather and Communications Section of the Aeronautics Branch of the Department of Commerce selects, establishes, and supervises the operations of airways weather reporting stations and airways communications stations. On July 1st, 1931, there were in operation 53 Department of Commerce radio broadcast stations established for the broadcast of weather information. They are used also to report departures, arrivals, passengers, cargo, meteorological data and for general communication between aeroplanes and the ground where commercial radio systems do not exist.

In addition to these Government-owned radio facilities, many of the large transport companies have established their own radio stations, and employ them for communicating to stations on their routes, as well as for furnishing weather conditions and instructions to their aeroplanes while in flight.

On July 1st, 1931, there were 55 radio range beacons of the aural type placed at strategic positions along the main airways to aid pilots in maintaining their course, especially during bad weather.

7. The Meteorological Service for the Airways of the United States is operated by the Weather Bureau of the Department of Agriculture in co-operation with the Weather and Communications Section of the Aeronautics Branch of the Department of Commerce.

On July 1st, 1931, there were in operation 53 completely equipped upper-air meteorological stations, most of them located at important airports. These offices furnish

weather reports at frequent intervals, day and night, to four principal collecting centres. Supplementing this information are reports received from about 200 additional regular weather bureau stations and reports made by several hundred "airways-keepers" of the Department of Commerce, who care for their fields and handle messages coming in over the 9,500 miles of the automatic teletype system connecting the principal fields and Weather Bureau offices.

Based on these reports, the Weather Bureau makes forecast of flying conditions which are available to fliers at all of the principal airports. All airways stations transmit to their respective collecting stations, as well as to all nearby stations, information regarding local storms, fogs, and weather changes as they occur.

Weather reports are broadcast by Government radio stations several times a day, and are also transmitted by automatic teletype or ordinary telegraph to stations along the airways.

- 8. (a) Length of the air lines (in kilometres) : 81,100.
- (a1) Length of air lines equipped for night flying : 30,000 kilometres approximately.
- (b) Number of airports : 2,113 (March 1st, 1932).
- (b1) Number of airports equipped for night flying : 727 as on March 1st, 1932.
- (c) Number of kilometres flown (in 1931) : 77,000,000 by the regularly established transport companies.
- (d) Number of passengers carried (regular services) in 1931 : 469,981 on regular domestic services; 52,364 on the foreign routes operated by United States companies. Total 522,345.
- (e) Mail and packages carried (in kilogrammes) in 1931 :

Mail . . . . .	4,135,000 (domestic service)
Express . . . . .	} 1,220,000.
Freight . . . . .	

German Delegation.

Berlin, April 6th, 1932.

1. The Reich Ministry of Transport at Berlin (Aviation Department); regulation, supervision and development of aviation.

2. (a) Deutsche Luft-Hansa A. G. at Berlin.  
 (b) Deutsch-Russische Luftverkehrs G.m.b.H., Berlin.  
 (c) Deutsche Verkehrsflug A. G., Nuremberg-Fürth.

All three companies operate regular air lines carrying passengers, mail and goods, the companies mentioned under (a) and (b) both within the country and abroad, and the company mentioned under (c) only within the country.

3. Air lines entirely outside the national territory are not operated by German companies. When German lines cross the frontiers of the Reich, they are usually operated jointly with foreign companies, except in the case of the German-Russian line (see 2 (b) above). A list of the operating (pooling) agreements concluded by the Deutsche Lufthansa with foreign countries is attached in the Annex.

4. Numerous associations belonging to the Deutsche Luftfahrtverband at Berlin engage in flying for sport, including the Aero Club of Germany and the Sturmvogel, a workers' air association at Berlin.

5. The undertakings mentioned under 2 (a)-(c) receive support from the Reich or the States; subsidies to the organisations mentioned under 4 for development purposes are forbidden under No. IV of the Paris Air Agreements of May 22nd, 1926. The air transport lines are subsidised on the basis of the number of kilometres flown, according to a definite schedule, the rate depending on the type of aeroplane employed.

6 and 7. The air wireless and meteorological services are carried on by the Central Air Security Office of the Ministry of Transport of the Reich.

8. (a) 30,000 kilometres (including lines outside national territory); the total is subject to the seasonal changes in air traffic.

- (a1) 1,600 kilometres equipped for night flying (within the national territory).  
 (b) 94 first and second class airports;  
 (b1) 15 airports are equipped for night flying;  
 (c) Number of kilometres flown: 10,400,000 (in 1931);  
 (d) Number of passengers carried: 99,000 (in 1931);  
 (e) 2,600,000 kilogrammes (in 1931).

The figures given for (c)-(e) are approximate calculations based on the particulars so far available, the official statistics not yet having been completed.

Annex.

LIST OF JOINT (POOLING) AGREEMENTS.

German company	Foreign company	Route
D. L. H.	Farman	Berlin-Cologne-Paris.
D. L. H.	Farman	Berlin-Saarbruck-Paris.
D. L. H.	Swissair	Zurich-Munich-Salzburg-Vienna (with Oelag).
D. L. H.	Swissair	Geneva-Berne-Zurich-Stuttgart-Halle/Berlin.
D. L. H.	Swissair	Geneva-Berne-Zurich-Munich-Salzburg-Vienna.
D. L. H.	Swissair	Geneva-Basle-Mannheim-Frankfort-Cologne-Essen/ Amsterdam.
D. L. H.	Swissair	Basle-Zurich-Munich-Vienna.
D. L. H.	S. A. M.	(Bln.) Munich-Venice-Rome.
D. L. H.	A. B. A.	Malmö-Copenhagen-Lübeck.
D. L. H.	Det Danske Luft-	Hamburg;
	fartselskab Farman	Malmö-Copenhagen-Hamburg;
D. L. H.	K. L. M.	509, 511;
D. L. H.	Sabena	517.
D. L. H.	D. D. L.	Berlin-Stettin-Copenhagen.
D. L. H.	Cechoslov	Berlin-Dresden-Prague-Vienna (with Oelag).
D. L. H.	Cechoslov	Marienbad-Karlsbad-Chemnitz-Halle L.
D. L. H.	Oelag	Berlin-Dresden-Prague-Vienna-Budapest (not operated at present).
D. L. H.	A. L. J.	Berlin-Munich-Milan.
D. L. H.	J. A. L.	Cologne-London.

Note. — In addition to the Annex mentioned in No. 3, a copy of *Nachrichten für Luftfahrer*, Nos. 1-2, 1932, is attached to the reply, giving a general account of the position of German aviation at the end of 1931.

**Australian Delegation.**

April 4th, 1932.

1. At a Conference of the Commonwealth Federal Ministers and State Premiers in May 1920, an agreement was reached whereby the Commonwealth Government was to introduce a Bill for the control of aerial navigation in Australia.

In December 1920, the Commonwealth Parliament passed the Air Navigation Act, the object of which was (a) to carry out the provisions of the Convention on Air Navigation signed in Paris on October 13th, 1919; (b) to apply the principles of the Convention, not only to international flying, but to internal flying in Australia and generally to legislate by regulation on the subject matter.

Regulations were drawn up under this Act to provide *inter alia* for the registration and periodical inspection of aircraft, licensing of aerodromes, examining and licensing of personnel engaged in flying and in upkeep of machines, prohibition of trick flying, rules of the air, etc.

The date of commencement of the Act was fixed by Proclamation as March 28th, 1921, and regulations issued came into force on that date.

The Controller of Civil Aviation was appointed in December 1920 to administer the Act and regulations.

*Organisation.* — The Minister for Defence, who is a member of the Cabinet, is virtually the head of the Civil Aviation Department and responsible for Government policy and legislation in connection therewith.

Control is exercised through the Controller of Civil Aviation, who has direct access to the Minister for Defence.

The Controller of Civil Aviation is responsible for the administration of civil aviation in the Commonwealth.

The Civil Controller's staff consists of (1) Deputy-Controller of Civil Aviation, (2) Director of Flying Operations, (3) Director of Aerodromes and Ground Organisation and (4) an inspection Department responsible for air worthiness and technical details.

2. National air lines in the Commonwealth are divided under two headings, subsidised and unsubsidised.

*Subsidised Services.* — The following are the subsidised services now being maintained under contract with the Civil Aviation Department; the frequency of the services being weekly in each case :

Contractor	Route	Distance (miles)
West Australian Airways, Ltd. . . . .	Perth - Derby	1,467
West Australian Airways, Ltd. . . . .	Derby - Wyndham	600
West Australian Airways, Ltd. . . . .	Perth - Adelaide	1,450
Queensland and Northern Territories Aerial Services, Ltd. . . . .	Brisbane - Camooweal - Cloncurry - Normanton	1,484
Queensland and Northern Territories Aerial Services, Ltd. . . . .	Camooweal - Daly Waters	475
Total air line distances of subsidised services . . . . .		5,476

*Unsubsidised Services* (operating under Postal Department contracts) :

Australian National Airways, Ltd. . . . .	Brisbane - Sydney	500
Australian National Airways, Ltd. . . . .	Sydney - Melbourne	475
Australian National Airways, Ltd. . . . .	Melbourne - Launceston (via Bass Straits)	265
Queensland Air Navigation Co. . . . .	Brisbane - Townsville	736

(It should be noted that the above-mentioned services are temporarily suspended under financial stringency.)

*Other Unsubsidised Services* (passengers and goods only) :

Aircrafts Propriety, Ltd. . . . .	Brisbane - Toowoomba	75
New England Airways, Ltd. . . . .	Brisbane - Lismore	98
Burnett Air Navigation Co., Ltd. . . . .	Murgon - Kingaroy - Manago - Brisbane	118
Aerial Services, Ltd. . . . .	Rockhampton - Clermont	270

The above-mentioned organisations operate on a commercial basis and are responsible for the purchase and maintenance of their own aircraft, engines, etc. The machines operated by the various companies are of the light single-engined commercial type with the exception of West Australian Airways, Ltd., Australian National Airways, Ltd., who operate twin- and triple-engined aircraft of a bigger class.

3. The Commonwealth of Australia have no air lines operating outside the national territory.

4. The following organisations exist for practising flying as a sport and for touring purposes :

- (a) The Aero Club of New South Wales ;  
 The Aero Club of Queensland ;  
 The Aero Club of Victoria ;  
 The Aero Club of South Australia ;  
 The Aero Club of Western Australia ;  
 The Aero Club of Tasmania ;  
 The Central Queensland Aero Club ;  
 The Bendigo Aero Club, Bendigo, Victoria ;  
 Pratts Pty., Ltd., Geelong, Victoria.
- (b) The de Haviland Pty., Ltd., Sydney, N.S.W. ;  
 Adastra Airways, Ltd., Sydney, N.S.W. ;  
 Australian National Airways, Ltd., Sydney, N.S.W. ;  
 Air Taxis, Ltd., Wagga, N.S.W. ;  
 Wings, Ltd., Perth, W. Australia ;  
 Subiaco Flying Club, Subiaco, W. Australia ;  
 Baker Flying School, Perth, W. Australia ;  
 Queensland Air Navigation Co., Ltd., Brisbane, Queensland ;  
 C.C. Matheson Flying School, Brisbane, Queensland ;  
 The Larkin Aircraft Supply Co., Ltd., Melbourne, Victoria.

5. The clubs and flying training schools mentioned under 4 (a) are organised by and are under the supervision of the Department of Civil Aviation, and receive assistance from this Department in the form of aircraft on loan and/or cash bonuses in respect of pilots qualifying through such clubs or training schools.

The flying training schools under 4 (b) are purely commercial enterprises which receive no Government assistance in any form.

6. There is no special organised wireless service in respect of civil aircraft operating in the Commonwealth.

7. A meteorological officer functions in each capital city of the Commonwealth, and the following are issued daily from the Central Meteorological Bureau :

- (1) Weather charts ;  
 (2) Rainfall maps ;  
 (3) Bulletins showing pressure, temperature, wind, rain, cloud extent and weather.

Weather forecasts can be obtained from this source on application at any time, and forecasts are transmitted by the Bureau to various points by wireless, telegraph, and telephone.

8. (a)	Length of air lines in kilometres . . . . .	12,900
(a1)	Length of air lines equipped for night flying . . . . .	Nil
(b)	Number of airports . . . . .	9
(b1)	Number of airports equipped for night flying . . . . .	Nil
(c)	Number of kilometres flown in 1931 :	
	Subsidised routes . . . . .	896,325
	Unsubsidised routes . . . . .	1,173,910
(d)	Number of passengers :	
	Subsidised routes . . . . .	7,427
	Unsubsidised routes . . . . .	6,798
(e)	Mails and packages carried in kilogrammes :	
	Mails :	
	Subsidised routes . . . . .	12,390
	Unsubsidised routes . . . . .	8,158
	Packages :	
	Subsidised routes . . . . .	201,925
	Unsubsidised routes . . . . .	12,554

### Austrian Delegation.

April 17th, 1932.

1. In Austria, the Air Office ("Luftamt") of the Federal Ministry of Commerce and Communications at Vienna, as the air authority, is responsible for dealing with all questions connected with the Government's powers and functions in regard to aviation. This Office therefore also exercises official control over civil aviation and is responsible, not only for the administration of the three public air-ports at Vienna, Graz and Klagenfurt, but for the wireless, meteorological and other services connected with the safety of air traffic in Austria.

2 and 3. The "Oesterreichische Luftverkehrs Aktiengesellschaft", known by abbreviation as the "Oelag", with headquarters at Vienna, is the only Austrian air navigation undertaking with a regular service.

The "Oelag", to which the Austrian Government pays subsidies calculated on the basis of the kilometres travelled, had in its service, in 1931, 9 aeroplanes (of which 6 were Junkers machines type F-13, 2 Junkers machines type G-24 and 1 Junkers machine type G-31) and an air staff of 20 (including 11 pilots, 5 wireless operators and 4 mechanics); it flew on 18 air lines (counting from one air-port to another)—*viz.*, Vienna-Berlin, Vienna-Prague, Prague-Dresden, Dresden-Berlin, Vienna-Budapest, Vienna-Graz, Graz-Zagreb, Zagreb-Belgrade, Graz-Klagenfurt, Klagenfurt-Venice, Vienna-Venice, Salzburg-Klagenfurt, Vienna-Salzburg, Salzburg-Innsbruck, Innsbruck-Munich, Innsbruck-Bolzano, Bolzano-Trent, Trent-Milan (see map A, page 17).

The "Oelag" operated three of these lines independently — *viz.*, those of Vienna-Salzburg, Salzburg-Innsbruck and Salzburg-Klagenfurt — and the other lines jointly with other air navigation undertakings.

The "Oelag" has concluded pooling agreements with :

The limited liability company "Deutsche Luft-Hansa A.G." for the lines Vienna-Berlin and Vienna-Budapest ;

The "Drustvo za Vazdusni Zaobracaj A.D." for the lines Vienna-Graz, Graz-Zagreb and Zagreb-Belgrade ;

The "Transadriatica Società Anonima Italiana di Navigazione Aerea" for the lines Vienna-Graz, Graz-Klagenfurt, Klagenfurt-Venice and Vienna-Venice ;

The "Deutsche Luft-Hansa A.G." and the "Ceskoslovenská Letecká Společnost" for the lines Vienna-Prague, Prague-Dresden and Dresden-Berlin ; and

The "Deutsche Luft-Hansa A.G." and the "Società Avio Linee Italiane", for the lines Innsbruck-Munich, Innsbruck-Bolzano, Bolzano-Trent and Trent-Milan.

The "Oelag", which is a member of the I.A.T.A., has taken charge in the Austrian air-ports of the commercial and technical operating services of the five foreign undertakings mentioned above and of the last three of the four following air navigation companies also operating a regular service in Austria — *viz.*, Cigna, Swissair, Magyar Légiforgalmi Részvénytársaság and Polski Linje Lotnicze Lot ; in return, the similar services required by the "Oelag" in foreign air-ports are performed by the respective national air navigation undertakings.

4. Flying for sport, including gliding (*Segelflug*) :

Two flying schools possessing 13 machines, 2 associations possessing 4 machines, and about a dozen associations possessing a certain number of gliders.

Flying for touring purposes :

Five undertakings possessing 7 machines and 21 private owners possessing 1 machine each.

5. No subsidies have been paid out of public funds.

6. The wireless service in connection with air navigation is placed in Austria under the administration and direction of the Air Office of the Federal Ministry of Commerce and Communications and is provided by the three wireless stations at Vienna, Innsbruck and Klagenfurt, by the two auxiliary wireless stations at Graz and Salzburg and by three direction-finding stations (at Vienna, Graz and Klagenfurt) possessing six long-wave transmitting posts and five short-wave transmitting posts. (For the local distribution of the said stations and their radio-technical installations, see map B, page 18.)

These stations are operated in conformity with the "Regulations of the International Wireless Service for Aviation".

7. In Austria, the meteorological service is also placed under the administration and direction of the Air Office of the Federal Ministry of Commerce and Communications and is carried on by the three observatories at Vienna, Innsbruck and Klagenfurt under the direction of professional meteorologists, and by other auxiliary meteorological stations at Graz and Salzburg. These stations are operated in accordance with the "Regulations for the International Meteorological Service for Aviation" and the Austrian executive provisions.



For the system of meteorological observation stations, see map C, page 19, and Annex C 1, page 20.

The bulletins of the Austrian Meteorological Service are issued during the hours of air service by the Vienna wireless station (wave-length 1,260) at H+05 and H+35 and by the Klagenfurt wireless station at H+25 and H+55.

8. (a) "Oelag" system, 3,916 kilometres.

(a 1) In Austria, there are no air lines equipped for night flying.

(b) In Austria, there are 6 public air-ports and 4 private air-ports, including 3 for hydro-aeroplanes (for their geographical situation, see map B, page 18).

(b 1) Only the Vienna air-port is equipped for night flying. Owing to the importance of this air-port (in 1931, 14,272 passengers and 663,690 kilogrammes of packages were carried in the regular service), it is equipped with the most recent lighting appliances.

(c) Number of kilometres flown in 1931 by the "Oelag": 618,024.

(d) Passengers carried in 1931 by the regular service of the "Oelag": 8,799.

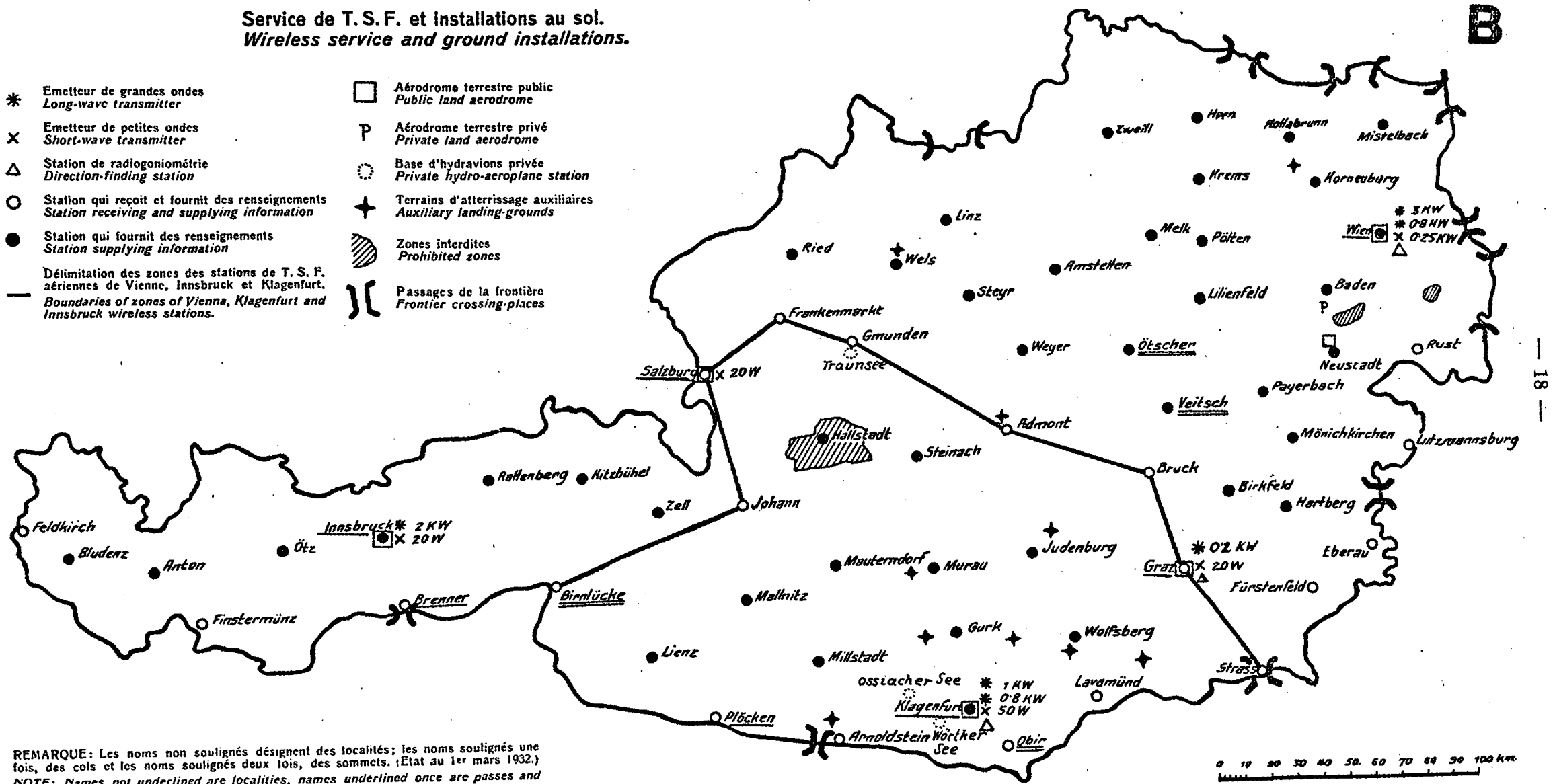
(e) Mail and packages carried in 1931 by the regular service of the "Oelag": 228,048 kilogrammes.

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Service de T. S. F. et installations au sol.  
Wireless service and ground installations.

- |   |  |
|---|--|
| * Emetteur de grandes ondes<br>Long-wave transmitter  | □ Aéroport terrestre public<br>Public land aerodrome               |
| x Emetteur de petites ondes<br>Short-wave transmitter   | P Aéroport terrestre privé<br>Private land aerodrome               |
| △ Station de radiogoniométrie<br>Direction-finding station  | ○ Base d'hydravions privée<br>Private hydro-aeroplane station      |
| ○ Station qui reçoit et fournit des renseignements<br>Station receiving and supplying information   | + Terrains d'atterrissage auxiliaires<br>Auxiliary landing-grounds |
| ● Station qui fournit des renseignements<br>Station supplying information   | ▨ Zones interdites<br>Prohibited zones                             |
| — Délimitation des zones des stations de T. S. F. aériennes de Vienne, Innsbruck et Klagenfurt.<br>Boundaries of zones of Vienna, Klagenfurt and Innsbruck wireless stations. | Passages de la frontière<br>Frontier crossing-places               |

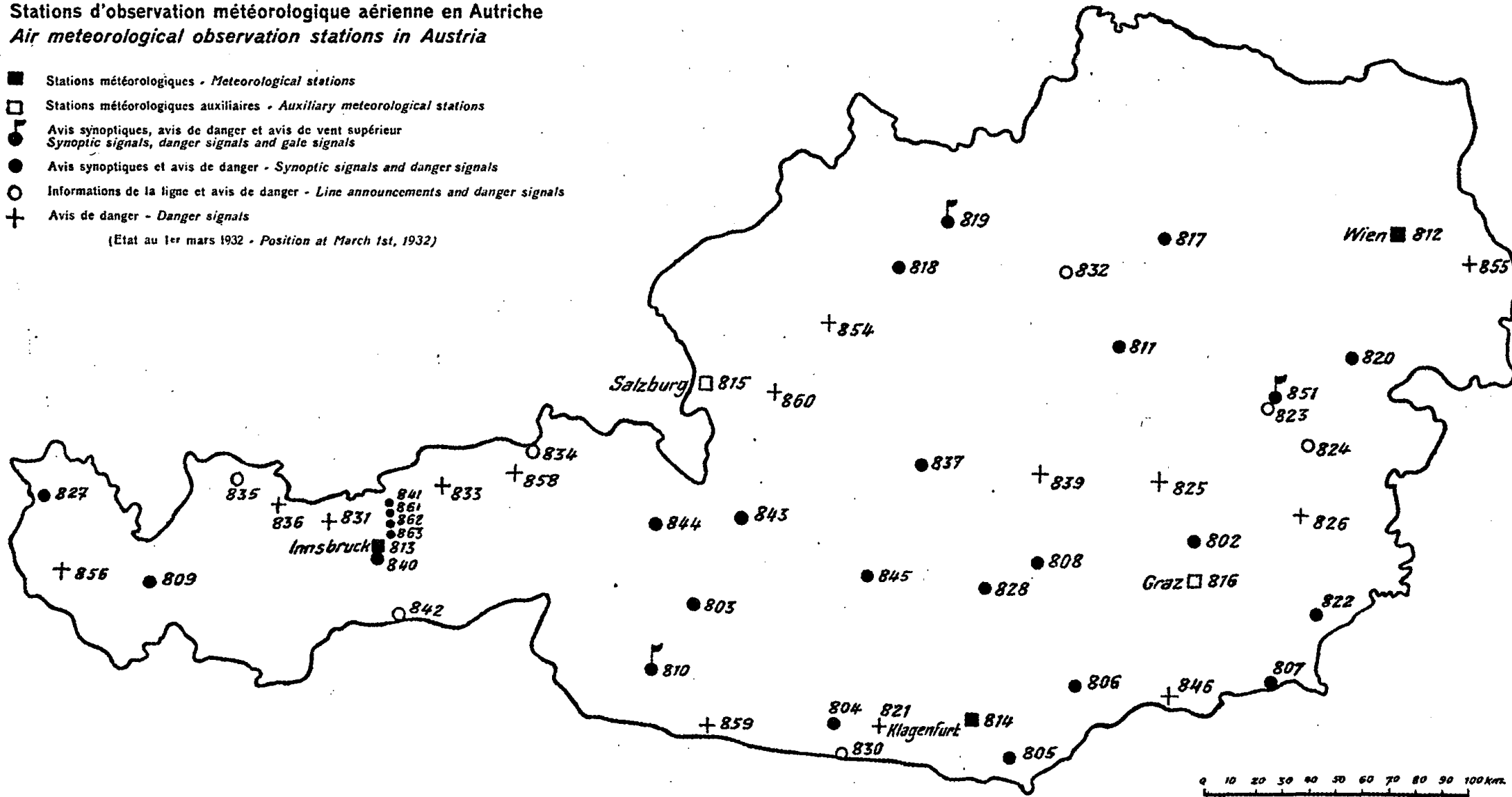


REMARQUE: Les noms non soulignés désignent des localités; les noms soulignés une fois, des cols et les noms soulignés deux fois, des sommets. (Etat au 1er mars 1932.)  
NOTE: Names not underlined are localities, names underlined once are passes and names underlined twice are peaks. (Position at March 1932.)

**Stations d'observation météorologique aérienne en Autriche**  
**Air meteorological observation stations in Austria**

- Stations météorologiques - Meteorological stations
- Stations météorologiques auxiliaires - Auxiliary meteorological stations
- Avis synoptiques, avis de danger et avis de vent supérieur  
Synoptic signals, danger signals and gale signals
- Avis synoptiques et avis de danger - Synoptic signals and danger signals
- Informations de la ligne et avis de danger - Line announcements and danger signals
- + Avis de danger - Danger signals

(Etat au 1er mars 1932 - Position at March 1st, 1932)



Annex C 1.

LIST OF IDENTIFICATION NUMBERS OF THE AIR METEOROLOGICAL OBSERVATION STATIONS IN AUSTRIA, AS AT OCTOBER 16TH, 1931.

Identification No.	Name of observation station	Longitude East of Greenwich	Latitude	Altitude above sea-level (metres)
801				
802	Schöckel, Stubenberghaus (W) (2)	15° 28'	47° 12'	1,446
803	Sonnblick, Observatory (K) (2)	12° 58'	47° 34'	3,105
804	Villacher Alpe, Ludwig Walterhaus (K) (2)	13° 40'	46° 36'	2,166
805	Hochobir, Observatory (K) (2)	14° 29'	46° 30'	2,142
806	St. Paul im Lavanttal (K) (2)	14° 52'	46° 42'	400
807	Strass bei Spielfeld (K) (2)	15° 38'	46° 44'	255
808	Judenburg (K) (2)	14° 40'	47° 10'	734
809	St. Anton am Arlberg (I) (2)	10° 16'	47° 08'	1,287
810	Lienz in Osttirol (K) (1)	12° 46'	46° 50'	673
811	Lunz (W) (2)	15° 02'	47° 52'	600
812	Vienna meteorological station, aerodrome	16° 31'	48° 13'	156
813	Innsbruck meteorological station, aerodrome	11° 25'	47° 17'	573
814	Klagenfurt meteorological station, aerodrome	14° 20'	46° 39'	449
815	Auxiliary meteorological station, Salzburg, aerodrome (W)	13° 00'	47° 48'	434
816	Auxiliary meteorological station, Graz, aerodrome (W)	15° 27'	46° 59'	334
817	Melk, Stift, (W) (2)	15° 20'	48° 13'	228
818	Wels (W) (2)	14° 02'	48° 09'	317
819	Linz (W) (1)	14° 19'	48° 17'	257
820	Wiener Neustadt (W) (2)	16° 15'	47° 49'	268
821	Villach (K) (4)	13° 51'	46° 37'	501
822	Gleichenberg (W) (2)	15° 55'	46° 53'	317
823	Semmering, Pass. (W) (3)	15° 50''	47° 38''	985
824	Mönichkirchen (W) (3)	16° 02'	47° 31'	980
825	Bruck (W) (4)	15° 16'	47° 25''	487
826	Hartberg (W) (4)	15° 58'	47° 17'	360
827	Feldkirch (I) (2)	9° 36'	47° 14'	459
828	Neumarkt in Steiermark (K) (2)	14° 26''	47° 04'	830
829				
830	Arnoldstein (K) (3)	13° 43'	46° 33'	579
831	Seefeld (I) (4)	11° 11'	47° 20'	1,180
832	Amstetten (W) (3)	14° 52'	48° 07'	275
833	Maurach im Achenal (I) (4)	11° 45'	47° 25'	955
834	Kufstein (I) (3)	12° 10'	47° 35'	503
835	Reutte (I) (3)	10° 43'	47° 29'	854
836	Lermoos (I) (4)	10° 53'	47° 24'	995
837	Gröbming (K) (2)	13° 54'	47° 27'	826
838				
839	Wald im Paltental (K) (4)	14° 41'	47° 27'	843
840	Patscherkofel, station of the cable railway (I) (2)	11° 28'	47° 13'	2,248
841	Hafelekar, station of the cablerailway (I) (2)	11° 23'	47° 19'	2,334
842	Brenner See (I) (3)	11° 31'	47° 01'	1,309
843	St. Johann im Pongau (I) (2)	13° 12'	47° 21'	640
844	Zell am See (I) (2)	12° 48'	47° 19'	758
845	Tamsweg (K) (2)	13° 49'	47° 07'	1,021
846	Eibiswald (K) (4)	15° 15'	46° 41'	362
847				
848				
849				
850				
851	Payerbach (W) (1)	15° 52'	47° 41'	480
852				
853				
854	Vöcklabruck (W) (4)	13° 40'	48° 00'	433
855	Deutsch Altenburg (W) (4)	16° 55'	48° 08'	178
856	Bludenz (I) (4)	9° 49'	47° 09'	585
857				
858	Wörgl (I) (4)	12° 04'	47° 29'	511
859	Mauthen im Gailtal (K) (4)	13° 00'	46° 40'	707

Identification No.	Name of observation station	Longitude East of Greenwich	Latitude	Altitude above sea-level (metres)
860	St. Gilgen (W) (4)	13° 21'	47° 46'	550
861	Hungerburg, station of the Hafelekar cable railway (I) (2)	11° 24'	47° 17'	858
862	Seegrube, station of the Hafelekar cable railway (I) (2)	11° 23'	47° 18'	1,905
863	Igls (I) (2)	11° 25'	47° 14'	876

### Belgian Delegation.

April 27th, 1932.

In Belgium, the Government does not operate any air-transport undertakings.

Regular air transport is carried on by the Société anonyme belge d'Exploitation de la Navigation aérienne.

The Government's rôle is confined to the establishment and maintenance of the ground organisation of the lines, whose installations (landing grounds, hangars, etc.) are administered and whose services (operation, signals, beacons, wireless telephony, wireless telegraphy and direction-finding) are carried on by the staff of the Air Administration.

In the Congo, the task of establishing the ground organisation of the lines at the expense of the colony has been assigned to the S.A.B.E.N.A. ; the use of this ground organisation is free on condition that the Company maintains it at its own expense.

The Government and the Colony are doing their best to develop commercial air navigation, and they grant the S.A.B.E.N.A. an annual subsidy to enable it to cover its operating deficit ; the basis on which these grants are paid differs for the lines operated in Europe and in the Congo and in respect of the arrangements for the future Belgium-Congo line.

Apart from the S.A.B.E.N.A., mention should be made of the following :

1. The civil-aviation schools whose operating centres are at the aerodromes of Deurne, Gosselies, St. Hubert, Liège, Le Zoute and Ostend.
2. The organisations engaged in aeronautical construction (construction and repair of aeroplanes and engines for the needs of civil and military aviation).
3. The tourist air clubs whose purpose is to encourage flying for touring purposes in Belgium.

In Belgium, the organisations dealing with civil aviation are entirely separate from those dealing with military aviation.

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United Kingdom Delegation.

April 8th, 1932.

1. *Administration.*

In Great Britain and Northern Ireland the regulation and control of civil aviation is exercised in accordance with the Air Navigation Act 1920, through which effect was given to, *inter alia*, the obligations of this country as a party to the Convention for the Regulation of Aerial Navigation 1919.

The chief administrative officer (under the Secretary of State for Air, through whom responsibility to Parliament is expressed) is the Director of Civil Aviation, who is charged with :

- (i) The administration of the provisions of the Air Navigation Act, 1920, and of the regulations issued thereunder ;
- (ii) The registration and certification of aircraft ;
- (iii) The licensing and certification of pilots and other technical personnel engaged in civil aviation ;
- (iv) The licensing of aerodromes ;
- (v) The organisation of civil air routes ;
- (vi) The administration of schemes of Government assistance to civil aviation undertakings ;
- (vii) The consideration of all matters connected with international flying ;
- (viii) The interchange of information relating to civil aeronautics within the British Empire.

2. *Licensing of Personnel.*

The number of personnel licences in force as at December 31st, 1931, was as follows :

Pilots, public transport . . . . .	315
Pilots, private . . . . .	2,091
Navigators . . . . .	88
Ground engineers . . . . .	1,156

3. *Civil Aircraft.*

On December 31st, 1931, there were on the Air Ministry register 924 civil aircraft of the following descriptions :

Regular air transport . . . . .	35
Other air transport and aerial work . . . . .	166
Flying schools . . . . .	104
Flying clubs . . . . .	62
Demonstration and experimental types . . . . .	99
Privately owned . . . . .	385
Held by agents for resale . . . . .	73
	924

Aircraft construction in this country is not subsidised.

There are at present 28 firms engaged in the construction of air frames and 14 in the construction of aero engines, while more than 100 are concerned with the manufacture of aircraft and engine components and accessories. The output of these firms is in some cases, however, confined to aircraft and engines of military types.

Most of the leading firms are members of an association styled "The Society of British Aircraft Constructors, Ltd."

4. *Ground Organisation.*

At the end of the year 1931 there were 33 aerodromes licensed for public use, 4 of which were State-owned and 8 municipally-owned. In addition, there were 25 aerodromes licensed for private use, including 3 municipally-owned, and 99 licensed for short pleasure-flights.

The Air Ministry undertakes the provision of wireless telegraphy and meteorological facilities for civil aviation. In addition, the Automobile Association, under arrangements made with the Air Ministry, is now undertaking to a limited extent regular broadcasting of weather reports and forecasts from a wireless station at Heston.

The ground organisation, including route lighting, of the air routes to the Continent is undertaken by the Air Ministry.



5. *Air Operations.*

Civil aviation activities in this country may be categorised as follows :

- (a) Regular air transport.
- (b) Other form of air transport.
- (c) Aerial work (survey, photography, etc.).
- (d) Flying schools.
- (e) Light aeroplane clubs.
- (f) Private flying.
- (g) Gliding.

(a) *Regular air transport.*—The only regular air services at present are those operated by Imperial Airways Ltd., viz. :

- (i) London-Paris.
- (ii) London-Paris-Basle-Zurich (summer only).
- (iii) London-Brussels-Cologne.
- (iv) London-Karachi, via Italy, Greece, Palestine and Iraq.
- (v) London-Cape Town, via Italy, Greece and Egypt.

These services are maintained by the Company under contracts with the Air Ministry which provide for financial assistance from the State on a downward sliding scale, so framed as to call forth efforts from the Company to become commercially self-supporting by the time the agreements terminate. Air mails are carried on these services under arrangements made with the Postmaster-General.

The routes operated are all international. There are at present no internal regular air services, nor are any other air transport companies subsidised by the State.

(b) *Other forms of air transport.*—The number of organisations specialising in air taxi work and in point-to-point air transport as occasion demands is twenty-four.

Forty undertakings are engaged in providing short pleasure-flights and in giving air displays.

The following table of the distances flown in the course of the various air operations referred to in sub-paragraphs (a), (b) and (c) during 1931 afford some indication of the relative extent of these activities :

	Miles
Regular air services . . . . .	850,744
Air taxi flights . . . . .	753,256
Short pleasure flights and flying under sub-paragraph (c)	522,000

(c) *Aerial work.* — The two main forms of aerial work are :

- (i) Air survey and photography ;
- (ii) Sky writing.

Air survey and photography is, for the most part, in the hands of two companies and their subsidiaries. Occasional photographic contracts are, however, undertaken by flying clubs and firms normally engaged in other operations.

Sky writing in this country is in the hands of one company, which has specialised in this form of aerial work for several years.

(d) *Flying schools.* — There are twenty organisations engaged in giving flying instruction as distinct from flying clubs. In many cases, these schools have been established by aircraft-constructing firms, to whose sales organisation they are closely allied. These schools are not State-assisted.

(e) *Flying clubs.* — There are twenty-three subsidised flying clubs. The present subsidy consists of a grant of £10 in respect of a member who qualifies for the issue or renewal of pilot's licence. The grant is reduced to £5 in the case of an ex-wartime pilot, but is not payable for serving members of the Royal Air Force, the Royal Air Force Reserve or the Auxiliary Air Force. The maximum sum payable to any one club per annum is £2,000. The average total membership of these clubs during 1931 was 6,580, of whom 1,573 held pilots' licences at the end of the year. In addition, there are some fifteen clubs not State-assisted, making a total of thirty-eight clubs in all.

Eighteen of these clubs are affiliated to the Royal Aero Club, which undertakes the are responsibility of controlling in this country the sporting side of civil aviation.

(f) *Private flying.* — There are about 320 private owners of aircraft. Most of these members of one or more flying clubs.

(g) *Gliding.* — Gliding is controlled by the British Gliding Association, to which, at the end of 1931, eighty-six gliding clubs were affiliated with a total membership of 5,500, of whom 362 held various certificates of proficiency.

8<sup>1</sup>. *Statistical Information.*

	Approximate kilometres
(a) Length of air lines regularly operated (internal and external) .	12,930
(a1) Length of air lines equipped for night flying (internal only) .	120
(b) Number of airports ( <i>i.e.</i> , licensed aerodromes and seaplane stations intended to be used permanently as such) . . . . .	57
(b1) Number of airports equipped for night flying . . . . .	3
(c) Number of kilometres flown on regular air service. . . . .	141,790,000
(d) Passenger ton-kilometres on regular air services . . . . .	1,075,670
(e) Freight (mail and packages) ton-kilometres on regular air services . . . . .	692,330

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<sup>1</sup> Note by Secretariat no reply has been received to questions 6 and 7.

**Bulgarian Delegation.**

April 11th, 1932,

1. Civil aviation is under the Ministry of Railways, Posts and Telegraphs (Ministry of Communications). This Ministry has three departments :

- (a) Department of Railways and Ports ;
- (b) Department of Posts, Telegraphs and Telephones ;
- (c) Department of Aviation.

Civil aviation is controlled by the Ministry of Railways, Posts and Telegraphs and by the Cabinet.

2. The Civil Aviation Authorities are pursuing the study of the possibilities of the national air lines. These relate chiefly to the two central lines :

- (a) Sofia - Varna and (b) Sofia - Burgas.

For the moment, none of these lines are operating. There are no private undertakings.

3. Undertakings operating air lines outside the national territory : None.

4. There are no organisations or private persons practising flying as a sport or for touring purposes.

5. No subsidies are granted by the Government.

6. The organisation of the wireless service is as follows :

- One receiving and transmitting station at Bujurishdeh ;
- One receiving and transmitting station at Varna.

7. The organisation of the meteorological service consists of :

One central meteorological service with five aerodrome stations, twelve meteorological stations and nine auxiliary stations.

This service issues meteorological reports three times a day.

8. Statistical particulars :

(a) Length of lines under construction :

Sofia - Varna . . . . .	400 km.
Sofia - Burgas . . . . .	360 km.

(a1) There is no equipment for night flying.

(b) There are three airports, at Bujurishdeh, Varna and Burgas.

(b1) No airport is equipped for night flying.

(c) 45,000 km. were flown in 1931 in experimental flights.

(d) Number of passengers carried (regular services) : None.

Number of passengers carried during experimental flights : 24.

(e) Mail and packages carried : None.

*Postscriptum* : The foreign companies Cina, Deutsche Luft-Hansa and Lote are authorised to operate in Bulgaria certain lines forming part of the international system as follows :

The *Cina* operates the line Belgrade - Sofia - Svilengrad.

The *Deutsche Luft-Hansa* line operates the portion of the Berlin - Istambul line which passes over Bulgarian territory.

The *Lote* operates the line Bucharest - Sofia - Salonika.

In 1931 these companies carried :

Company	Mail		Packages		Passengers	
	Imported kg.	Exported kg.	Imported kg.	Exported kg.	Arrivals	Departures
Cina . . . . .	343	44	7,070	2,103	68	115
Luft-Hansa . . . . .	4,045	272	2,327	5,433	—	—
Lote . . . . .	102	99	1,687	1,773	308	296

### Chinese Delegation.

April 18th, 1932.

1. Chinese civil aviation is under the Ministry of Communications in which a " Civil Aviation " Department has been created for the purpose of supervising such aviation.

2A. The Chinese Air Transport Company operates the following Chinese airways :

(a) Shanghai, Nanking, Kiukiang, Hankow, Ichang, Wanhsien, Tsunking and Chengtu.

(b) Nanking, Hsu Chow, Tsinan, Tientsin and Peiping.

(c) Shanghai, Ningpo, Wenchow, Foochow, Amoy, Swatow and Canton.

This Company is a joint stock company established under an agreement between the Chinese Ministry of Communications and the American Air Transport Company. Its capital is ten million Chinese dollars. It is managed by a Board of Directors of seven members, of which the Director-General of the Company is Chairman *ex officio*.

B. The Europe-Asia Aviation Company operates the following lines of the Chinese airways :

(a) From Shanghai to Europe via Nanking, Tientsin, Peiping, Manchuli and Asiatic-Russia.

(b) From Shanghai to Europe via Nanking, Tientsin, Peiping, Urga and Asiatic-Russia.

(c) From Shanghai to Europe via Nanking, the Provinces of Kangsu and of Sinkiang and Asiatic-Russia.

This Company is a joint stock company, established jointly by the Chinese Ministry of Communications and the German " Luft-Hansa " Company, for the transport of mail between Europe and Asia. Its capital is three million Chinese dollars. It is managed by a Board of Directors consisting of nine members.

3. The China-Europe air lines will be operated by the Europe-Asia Aviation Company under agreements to be reached between this Company and the countries concerned.

4. There is no flying in China as a sport or for touring purposes.

5. All the air lines are operated by the two above-mentioned companies, a great part of whose shares are held by the Government.

6. In all the main air-ports there are wireless installations.

7. In addition to observatories already existing in the various large centres, there is a meteorological service in each of the main air-ports.

8. (a) Of the whole system of airways, two thousand six hundred kilometres are in operation, and eight thousand kilometres are still in the experimental stage.

(a1) As yet no line has been equipped for night flying.

(b) There exist twenty organised air-ports at present.

(b1) There is as yet no air-port equipped for night flying.

(c), (d), and (e) The Chinese delegation has not yet received the official statistics asked for, and is consequently not in a position to reply to these three questions.

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Danish Delegation.

April 21st, 1932.

1. *Authorities.*

Ministry of Public Works (" Ministeriet for offentlige Arbejder ");  
Aviation Council (" Luftfartsraadet ");  
Aviation Control Board (" Luftfartstilsynet ") : inspectorate of material,  
inspectorate of flying ;  
Government Airport at Kastrup, near Copenhagen (" Statens Lufthavn, Kastrup ").

2 and 3. *Det Danske Luftfartsselskab A/S (D.D.L.) : Danish Air Navigation Company (Joint-Stock Company).*

Air lines operated :

Copenhagen-Hamburg,  
Copenhagen-Berlin,  
Copenhagen-Malmö (Sweden).

General management :

Government airport at Kastrup, near Copenhagen.

Booking office :

Copenhagen.

The air lines of the Danish Air Navigation Company :

Copenhagen-Hamburg,  
Copenhagen-Berlin,  
Copenhagen-Malmö (Sweden)

are operated in conjunction with the Deutsche Luft-Hansa under the terms of a pool concluded with the latter.

4. Seven persons practise flying as a sport or for touring purposes.

5. The Government grants an annual subsidy of 250,000 crowns to the Danish Air Navigation Company (" Det Danske Luftfartsselskab "), without any obligation as to flying over a specific number of kilometres. The Company's budget, accounts, tariffs, time-tables and regulations must be submitted to the Ministry of Public Works. No subsidies are granted to organisations of private persons practising flying as a sport or for touring purposes.

6. *Organisation of the Wireless Service.* — The Government airport at Kastrup, near Copenhagen, has two broadcasting stations (call sign O.X.S. ; wave-lengths 900 metres, 1,210 metres and 1,316 metres, for the purposes respectively of communication with aviators in flight and radiogoniometry, communication with neighbouring airports and meteorological broadcasts). The station operates in accordance with the " Betriebsordnung für den internationalen Flugfunkdienst ".

7. *Organisation of the Meteorological Service.* — There is at the Government airport at Kastrup, near Copenhagen, a meteorological section which is responsible for the meteorological service for all civil aviation flying over Denmark. It operates on the most up-to-date principles and broadcasts news in conformity with the international plan for broadcasting information.

8. (a) Length of the air lines : approximately 150 km. in Denmark ; 800 km. in Denmark and outside.

(a1) Length of air lines equipped for night flying : 145 km.

(b) Number of airports : 1.

(b1) Number of airports equipped for night flying : 1.

(c) Number of kilometres flown : 218,124 km.

(d) Number of passengers carried (regular service) : 2,885

(e) Mail and packages carried (in kg.) : 58,138

} in 1931.

### Estonian Delegation.

Geneva, April 5th, 1932.

1. The Department of Roads and Works of the Ministry for Communications is responsible for the organisation and supervision of civil aviation.

In the matter of aviation, the duties of this Department are to draw up plans for air lines and the relevant contracts, to supervise the construction and airworthiness of aircraft, to organise tests for pilots and other persons concerned and to approve the time-tables of air lines.

2. The national air lines are operated by the following foreign undertakings :

(a) The Tallinn-Riga and Tallinn-Leningrad lines by the Germano-Russian Aviation Company "Deruluft", which has its headquarters at Berlin and an agency at Tallinn. Landing-ground: the Nehatu aerodrome, 13 kilometres from Tallinn;

(b) The Tallinn-Helsinki line by the Finnish Aviation Company "Aero", which has its headquarters at Helsinki and an agency at Tallinn. Landing-ground — the hydro-aerodrome at Tallinn, on Lake Ulemiste.

These undertakings have no permanent structures or technical aviation apparatus in Estonia.

3. None.

4. The flying associations at Tallinn, Tartu, Rakvere, Narva and Viljandi.

5. No Government subsidy.

6. There is no special wireless service for aircraft. They may make use, in accordance with the general regulations, of the wireless station at Tallinn E.S.B. (E.S.M.), situated at 24° 42' 20" E. and 59° 27' 12" N. (the description and characteristics of this station are published in the "Nomenclature des stations fixes et terrestres", International Bureau of the Telegraphic Union, Berne, 3rd edition, 1931, pages 192 and 193, and in the "Nomenclature des stations effectuant des services spéciaux", 3rd edition, Berne 1931, pages 162, 163 and 252).

In addition to the above-mentioned station, the Aero Company has its own station for the exclusive use of the Tallinn-Helsinki air line. This station is situated at Tallinn, near Lake Ulemiste, and its power is 0.01 kw., wave length 175 m., type A 1 and A 3.

7. There is no special meteorological service for aircraft. A meteorological synoptic bulletin is drawn up by the Meteorological Observatory of Tallinn University in accordance with the International Meteorological Code and on the basis of data received from the stations of Tallinn, Tartu, Filsandi, Narva, Jõesuu and Pakri. This bulletin is broadcast daily by the Tallinn wireless station at 7.30 a.m., 1.30 and 6.30 p.m. The information is supplied to aircraft upon request.

8. (a) Tallinn - Riga 304 kilometres, Tallinn - Leningrad 360 kilometres, Tallinn-Helsinki 90 kilometres.

(a1) None.

(b) An aerodrome (provisional) for aircraft at Nehatu and a hydro-aerodrome (provisional) for seaplanes on Lake Ulemiste (at Tallinn). A public airport is under construction at Tallinn.

(b1) None.

(c) 282,320 kilometres.

(d) 2,057 persons.

(e) 5,705 kilogrammes (mail) + 24,095 kilogrammes (packages) = 29,800 kilogrammes).

### Finnish Delegation.

April 8th, 1932.

1. The authority under which civil aviation is placed is the Ministry of Communications and Public Works, and in certain cases the Rapporteur of the Ministry on Air Questions. They are assisted by the inspector of aeroplanes and his deputies.

2. The air lines at present in operation are :

Helsinki - Turku - Stockholm,  
Helsinki - Tallinn,  
Stockholm - Copenhagen (night line).

3. These lines are operated by the limited liability company "Aero O.Y.", the only undertaking in Finland engaging in commercial air traffic. The line Helsinki - Turku - Stockholm is operated jointly with the Swedish Aerotransport Company. The lines Helsinki - Tallinn and Stockholm - Copenhagen, on the other hand, are operated by the "Aero O.Y.". These lines are maritime. Between Stockholm and Copenhagen, a land line has also been organised over the part of Sweden situated between these two towns.

4. In Finland, there is no special organisation engaging in flying as a sport or for touring purposes.

5. The "Aero O.Y." receives a Government subsidy per kilometre travelled. In 1931, the amount of this subsidy was approximately 1,950,000 Finnish marks.

6. The wireless station at Hanko is responsible for wireless communications with aeroplanes. At the Helsinki airport the "Aero O.Y." has a wireless station which communicates with aeroplanes for the purposes of the air service.

7. Meteorological information is given by the Central Meteorological Office.

8. (a) Length of the air lines (in kilometres) :

Helsinki - Turku - Stockholm . . . . .	450
Helsinki - Tallinn . . . . .	90
Stockholm - Copenhagen (maritime line) . . . . .	640
Stockholm - Copenhagen (land line) . . . . .	525

(a1) Stockholm - Copenhagen (see (a)).

(b) Number of airports (for hydro-aeroplanes) . . . . . 3

(b1) No airport equipped for night flying.

(c) Number of kilometres flown in 1931 (of which 77,765 at night) . . . . . 257,645

(d) Number of passengers carried in 1931 . . . . . 3,838

(e) Mail and packages carried in 1931 (in kilogrammes) . . . . . 30,062

(f) Baggage and freight carried in 1931 (in kilogrammes) . . . . . 54,101

**French Delegation.**

April 20th, 1932.

1. Up to last February, the services of French civil aviation were grouped under the authority of the Air Minister. At present, they are attached to the Ministry of Public Works and of the Merchant Marine.

*Present Organisation.*<sup>1</sup> — The civil aviation services are under the Directorate of Civil Aviation, which, in its turn, is under the orders of the Minister of Public Works and of the Merchant Marine.

The Air Attachés are directly responsible for all that concerns civil aviation to the Ministry of Public Works and the Merchant Marine.

The Minister of Public Works and of the Merchant Marine (Directorate of Civil Aviation) fixes the programme of works and buildings for civil aviation and specifies their order of importance.

He manages the installations and administers their staff, or, if necessary, entrusts their management to local bodies.

The Minister of Public Works and of the Merchant Marine also draws up the programmes of aeroplane models and miscellaneous material for civil aviation.

The plans or specimens sent in are submitted both to the Directorate of Civil Aviation and to the General Technical Directorate for making calculations and tests and determining the characteristics of utilisation.

The Minister of Public Works and of the Merchant Marine accepts or rejects the plans or specimens.

The credits granted for constructions from models of civil aeroplanes and miscellaneous material or for touring aviation are administered by the Minister of Public Works and of the Merchant Marine.

2 and 3. The French national air lines are operated by the " Air-Union " or by the Compagnie Générale Aéropostale as follows :

Operating company	Share capital	Lines	Observations
Air Union	14,000,000 French francs	Paris - Lyons- Marseilles Marseilles - Ajaccio - Tunis Tunis - Bone  Lyons - Cannes	By seaplane  In connection with the previous line, summer only In connection with the Paris - Lyons - Marseilles line at Lyons.
Aéropostale	45,000,000 French francs	Marseilles - Algiers	By seaplane.

The " Air-Union " Company, the Compagnie Générale Aéropostale, the Compagnie Internationale de Navigation Aérienne, the Air-Orient and the Société de Transports Aériens operate the following international air lines under the conditions given below :

Operating company	Share capital	Lines	Observations
Air Union	14,000,000 French francs	Paris - London Lyons - Geneva  Paris - Geneva direct	} In connection with the Paris - Lyons - Marseilles line.  Jointly with the Swiss company " Swissair ".

<sup>1</sup> The present organisation was provisionally fixed by a Decree and an Ordinance dated March 29th, 1932.



Operating company	Share capital	Lines	Observations
Aéropostale	45,000,000 French francs	Toulouse-Casablanca Casablanca - Dakar - Natal - Rio de Janeiro - Buenos Ayres - Santiago de Chile  Marseilles-Barcelona	In connection with the Toulouse - Casablanca line at Barcelona.
Air-Orient	22,400,000 French francs	Marseilles - Baghdad Saigon	By seaplane as far as Beirut
CINA	8,250,000 French francs	Paris - Istambul Prague - Warsaw Belgrade - Sofia - Istambul Paris - Basle - Zurich	Summer only Jointly with the Swissair Company (summer only)
Société Générale de Transports Aériens	10,000,000 French francs	Paris - Brussels - Amsterdam  Paris - Cologne - Berlin  Paris - Saarbruck - Frankfort - Leipzig - Hamburg  Brussels - Essen - Hamburg - Copenhagen - Malmö	Jointly with the Dutch Company K.L.M.  Jointly with the Deutsche Luft-Hansa  Jointly with the Deutsche Luft-Hansa (summer only)  Jointly with the Belgian Company S.A.B.E.N.A. In connection with the Paris-Brussels-Amsterdam line at Brussels (summer only)

4. On April 1st, 1932, 245 private persons owning 245 touring aeroplanes carried on flying as a sport and for touring purposes. Sixty-two clubs possess approximately 200 touring aeroplanes. They teach flying, carry out tours and take part in competitions.

5 (a). Subsidies are granted by the French Government to the French air companies in proportion to the useful tonnage carried, the commercial speed achieved, and the difficulties of the routes served.

(b) Subsidies are granted on the following conditions to national organisations and individuals in the form of allowances for the purchase and upkeep of aircraft :

Any organisation (club) or person wishing to obtain an allowance must undertake to use the aircraft thus purchased for purposes of touring or personal transport only.

The allowances may only be granted for the purchase and upkeep of machines constructed in France and of a type less than six years old.

In the case of private individuals, Government assistance may only be obtained for a single machine.

No person receiving remuneration from an air undertaking may obtain an allowance for the purchase or upkeep of a machine of the same type as those manufactured by the undertaking to which he belongs.

The amount of the allowances granted is calculated as follows :

*Purchase Allowance.* — The purchase allowance comprises : a fixed sum ; a useful load bonus based on the number of passengers carried with a radius of action of 300 kilometres ; a horse-power bonus in respect of new engines constructed in France, on the basis of their horse-power ; a special bonus for machines of metallic construction.

*Note.* — As regards seaplanes and amphibian apparatus, no purchase allowance is granted in respect of single-seaters.

*Upkeep Allowances.* — Upkeep allowances are granted for each hour's flight performed by the machines in excess of 100 hours, in respect of which no allowance is paid.

6. See Annex 1 attached.

7. See Annex 2 attached.

8. Length of air lines in kilometres. . . . . Number of kilometres flown . . . . . Number of passengers carried . . . . . Mail and packages carried . . . . .	} } } }	in 1931	} } } }	See Annex 3 attached.
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The number of airports open to civil aviation is 51 aerodromes and 10 seaplane bases.

The number of these airports equipped for night-flying is 32 aerodromes supplied with obstacle lamps and 17 aerodromes supplied with searchlights.

The length of air lines equipped for night-flying is 2,578 kilometres — viz., Paris - St. Inglevvert, 225 ; Paris - Valenciennes, 170 ; Paris - Strasburg, 403 ; Paris - Bordeaux, 535 ; Bordeaux - Toulouse, 215 ; Toulouse - Perpignan, 160 ; Paris - Marseilles, 730 ; Clermont - Lyons, 140.

Annex 1.

ORGANISATION OF WIRELESS SERVICES.

Civil aviation uses wireless apparatus for two different purposes — first, for exchanges of communications, and, secondly, for the guidance of aircraft. These different services are governed by international agreements.

Exchanges of communications are of three kinds : meteorological communications, communications between aerodromes as regards traffic and communications with aircraft.

1. *Meteorological Communications.* — Meteorological observations and forecasts are made periodically by the National Meteorological Office. Each observation post sends information by telephone or wireless to a central or local post (concentration).

The latter collects the observations and sends them out by wireless (broadcasting). In this way, anyone can receive the local meteorological telegrams. The majority of the communications are dealt with by the transmitting and receiving wireless stations of civil aviation. The transmissions normally effected on long waves are usually duplicated by simultaneous short-wave transmission ; hence, when there is atmospheric interference with long-wave communications, the same communication can be listened to on short waves with much greater chance of success.

The information thus received on the aerodromes are posted up and placed at the disposal of pilots in the form of tables or charts. Information likely to interest aeroplanes in flight is also communicated to them by wireless.

2. *Communications between Aerodromes (Traffic).* — Each departure of an aeroplane is notified by the aerodrome of departure to the first stopping-place and to the point of arrival. It is thus possible to follow the aeroplane on its way, to avoid collisions in case of fog, and to prepare transport for the conveyance of passengers from the aerodrome to the town. In the more dangerous places, effective rescue work can also be organised. Arrivals of aeroplanes are, of course, communicated to the aerodrome of departure.

These communications are made by wire, or more often by wireless, and the receiving stations are placed at the aerodromes in the vicinity of the control station. Transmitting stations are, as a rule, placed outside the aerodromes at a distance of about 2 kilometres, so that their aerials should not hinder pilots. In such cases they are worked at a distance from the aerodrome. The transmitting stations may be divided into two categories according to their power. The high-power stations (2 kilowatts at the aerial) for long-distance communications are situated at Orly, Algiers, Marseilles, Tunis, Casablanca, Toulouse ; they communicate among themselves or with the ordinary aerodrome stations placed near them. The ordinary stations have a power of approximately 600 watts at the aerial. As a rule, each station has several identical transmitters, or, if a single transmitter is sufficient, an ordinary station and a reserve station.

3. *Communication with Aeroplanes.* — The apparatus placed on the ground, whether transmitting or receiving, for communication with aeroplanes is similar to the apparatus employed for traffic communications. Many receivers, however, are equipped for direction-finding. The apparatus placed on board aeroplanes belongs, like the commercial aeroplanes themselves, to the air transport companies. The conditions of installation and operation of such apparatus are, however, fixed by the Government.

Communications between aeroplanes and the ground are carried out on waves of 870-900 and 930 metres. The aeroplane calls and the land station replies. Communication should be made telegraphically, but telephony is still allowed.

The majority of the communications relate to the aeroplane's position or to requests for information as to the weather; sometimes they report incidents occurring *en route* or ask for help. When an aeroplane is in distress it makes the S.O.S. signal and all other communications of the same wave-length are stopped. Special rules are then applied and the messages exchanged are known as distress communications. The main objective is usually to locate the aeroplane in order to assist it, and here direction-finding is used.

Direction-finding — or, more generally, guidance — is aimed at, telling the observer his position and the line to be followed to reach his objective. The simplest method of utilising direction-finding from the point of view of the pilot is, of course, to place the direction-finder on the ground. There is at present a complete system of direction-finders for aeroplanes on the ground. In France and North Africa, they are situated at the following places: Ajaccio, Algiers, Antibes, Auxerre, Biarritz, Bone, Casablanca, Dijon, Le Bourget, Marseilles, Oran, Perpignan, Strasburg, Toulouse, Tours, Tunis, Valenciennes.

These stations work with each other or with the neighbouring foreign stations, among which may be mentioned: Croydon, Lympne, Pulham, in England; Ostend, Brussels, in Belgium; Rotterdam, in the Netherlands; Stuttgart, Cologne, Dortmund, in Germany; Basle, Geneva, Zurich, in Switzerland.

The stations usually work in groups of three under the command of a directing station known as the control station.

An aircraft wishing to know its position calls the control station. The latter warns the neighbouring direction-finding stations and asks for their assistance. The aircraft is then requested to transmit for a minute and the direction-finding stations concerned make their measurements. These measurements, after examination and correction for systematic errors, are concentrated at the control station, which plots the position on the map and communicates it to the aircraft.

Another system of guidance employed by the Americans has just been adopted in France — namely, that of the radio beacon with fixed frames. An apparatus of this kind has been placed near Abbeville and marks the air route from Paris to London; it is sufficient for the aircraft desiring guidance to be supplied with a wireless-receiving set to be able to use the radio beacon and pursue its course even in a fog. When the machine is on the right course the operator hears a continuous sound, and if he deviates to the right or to the left he hears a signal which shows him on which side he is.

As regards administration, the Directorate of Civil Aviation has a communications section which centralises and studies all questions connected with wireless telegraphy. In each of the three district air navigation departments at Paris, Marseilles and Algiers, there is a radio-electric inspector responsible for the examination of the same questions for the territory of his district.

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## Annex 2.

### ORGANISATION OF THE METEOROLOGICAL SERVICE.

In France, the whole meteorological service is entrusted to a central organisation, the "National Meteorological Office".

This organisation is responsible for meeting all the meteorological requirements of the parties concerned, involving the utilisation of a general observation system (forecasts, bulletins, climatology and documentation).

It comprises a central service established at Paris and stations and posts situated at different points on French territory.

1. *Central Service.* — The central service has a directorate and special sections.

The directorate organises, directs and co-ordinates the work of the different sections and services of the National Meteorological Office.

The special sections comprise:

(1) A *weather forecast section* responsible for preparing regional forecasts for the whole of France and weather bulletins for aviation.

This section functions day and night and operates conjointly with the competent commissions of the International Meteorological Committee; the Meteorological Commission of the CINA; the Meteorological Section of the International Committee of Geodesy and Geophysics.

(2) A *communications section* which centralises national and international intelligence and broadcasts forecasts and warnings.

It also undertakes research into the relations between meteorological phenomena and electro-magnetic waves.

For its bulletins, it employs the wireless stations of all the Ministries (P.T.T., National Defence, Colonies). Experiments are now being made with the use of *bélinograms* for the daily transmission of part of the documentation prepared by the Weather Forecasts Section to the stations and posts of the N.M.O.

This section co-operates in the work of the commissions of the International Meteorological Committee and the commissions of the International Union of Scientific Radio-Telegraphy.

(3) A *climatology section*, which collects, studies and publishes all the meteorological observations made on the national territory.

The climatology section co-operates in the work of the corresponding commissions of the International Meteorological Committee and the league against crop pests.

(4) The National Meteorological Office also comprises a statistical section; an instructional section; a general inspectorate; an administrative section; a central study and instructional establishment at Mont Valérien.

2. *Regional Services.* — Meteorological posts are situated along and in the vicinity of the air navigation lines. They contribute to the protection of the aeroplanes employed along these lines.

These posts are placed under the authority of regional inspectorates responsible for controlling and directing them, for centralising supplementary information and for drawing up regional reports.

Apart from the posts belonging to the N.M.O., a system of auxiliary posts has been created with the assistance of organisations having a permanent staff on the spot, such as gendarmerie and forestry posts, railway station employees, etc.

At present the National Meteorological Office has 9 stations, 75 posts and 126 auxiliary posts.

In addition, an important climatological system constituted by small posts operates under the direction of the N.M.O. These posts are served by persons interested in the development of meteorology owing to their qualifications, their duties or their profession. Their number at present amounts in France to about 1,500.

The geographical distribution of the posts and stations of the N.M.O. is shown in the following table.

GEOGRAPHICAL DISTRIBUTION OF PORTS AND STATIONS OF THE NATIONAL METEOROLOGICAL OFFICE.

*Stations.*<sup>1</sup>

France :	Suresnes (Mont Valérien)	Marignane F.G.
	Dijon F.G.	Rennes
	Lyons F.G.	Tours F.G.
Algeria-Tunisia :	Algiers F.G.	
Morocco :	Rabat F.G.	
Syria :	Beirut F.G.	

*Posts.*<sup>1</sup>

France :	Abbeville F.G.	Metz F.G.
	Ajaccio F.G.	Montélimar F.G.
	Angers F.G.	Mourmelon F.G.
	Angoulême F.G.	Nancy F.G.
	Argentan	Nimes F.G.
	Aulnat F.G.	Orleans F.G.
	Avord F.G.	Pau F.G.
	Beauvais F.G.	Perpignan F.G.
	Belfort	Poitiers F.G.
	Bordeaux F.G.	Le Puy
	Le Bourget F.G.	Rheims F.G.
	Brest	Rennes
	Cazaux F.G.	Rochefort F.G.
	Chartres F.G.	Romilly F.G.
	Châteauroux F.G.	Romorantin F.G.
	Cherbourg F.G.	St.Inglevert F.G.
	Compiègne Aer.	St.Raphaël F.G.
	La Courtine (camp)	Saverne
	Cuers F.G.	Strasbourg F.G.
	Epinal Aer.	Thionville F.G.
	Etampes F.G.	Toulouse F.G.
	Le Havre	Valenciennes F.G.
	Istres F.G.	

<sup>1</sup> F.G.=flying ground; Aer.=balloonists; Stat.=station employees; Ph.=lighthouse; Gend.=Gendarmerie brigade.

Algeria-Tunisia :	Adrar F.G. Ain Sefra F.G. Aoulef F.G. Beni-Abbès F.G. Bou-Bernous Colomb-Béchar F.G. El Goléa F.G. In-Salah F.G.	Laghouat F.G. Oran F.G. Setif F.G. Méchéria F.G. Tunis F.G. Kairouan F.G. Gabès F.G. Karouba (Bizerta) F.G.
Morocco :	Casablanca F.G. Bou-Denib F.G. Fez F.G. Marrakech F.G.	Meknès F.G. Tadla F.G. Tangiers F.G. Taza F.G.
Syria :	Damascus F.G. Deir-ez-Zor F.G. Deraa F.G. Muslimié F.G.	Palmyra F.G. Rakka F.G. Rayack F.G.

*Semaphore Posts.*

Ajaccio	Faraman	Pointe de la Percée
Alprech	Fréhel	Pointe du Butte
Arcachon	Gavres	Pointe du Roc
Bénat	Gris-Nez	St. Mathieu
Bréhat	Iles Sanguinaires	Sète
Calais Baraque	La Chiappa	Sicié
Camarat	La Coubre	Socoa
Cap Béar	La Hague	Talut
Cap Corse	La Hève	Cap Falcon (Oran), Algeria
Cap Couronne	Ouessant-Creach	Bouzareah (Algiers), Algeria
Cavallo	Penmarch	Bougaroni (Constantine), Algeria
Chassiron	Pertusato	Cap de Garde (Constantine), Algeria
Croisettes	Pointe d'Ailly	Cap Blanc, Tunisia
Dunkirk		

*Auxiliary Posts.<sup>1</sup>*

France :	Agen F.G.	La Châtaigneraie Gend.
	Ambérieu F.G.	La Ferté-sous-Jouarre Gend.
	Avignon-Pujaut F.G.	Landes de Bussac F.G.
	Ballon Gend.	Langres Gend.
	Beaufort Gend.	Lapleau Gend.
	Beaumont Gend.	Laon Gend.
	Berck F. G.	La Tour d'Auvergne Gend.
	Bergerac Gend. and Inst. Tabacs	Le Grand-Pressigny Gend.
	Biarritz Parme F.G.	Ligny-en-Barrois Gend.
	Billy-sous-Mangiennes Gend.	Lormes Gend.
	Blodelsheim Gend.	Loudéac Gend.
	Bonneville Gend.	Mâcon Gend.
	Bourgueil Gend.	Mâcon-Charnay F.G.
	Brive Gend.	Mézières Gend.
	Carcassonne F.G.	Modane Gend.
	Cassel Gend.	Montfaucon Gend.
	Castellane Gend.	Montluçon Stat.
	Castelnaudary Phare.	Montmirail Gend.
	Chalon-sur-Saône Gend.	Montrésor Gend.
	Châteaubriant Gend.	Mont-Revard Stat.
	Châtillon Américain F.G.	Mont St.Vincent Gend.
	Châtillon-sur-Seine Gend.	Neung-s.-Beauvron Gend.
	Chaumont Gend.	Neuvy-le-Roi Gend.
	Clermont-en-Argonne Gend.	Nogent-le-Rotrou Gend.
	Clermont-Ferrand Stat.	Noirétable Gend.
	Commercy Gend.	Périgueux Gend.
	Conches Gend.	Poix F.G.
	Coursan Gend.	Pontarlier Gend.
	Crest Gend.	Pont de Dore Stat.
	Damvillers Gend.	Romans Gend.
	Digoin Gend.	St. Dizier Gend. and F.G.
	Feurs Gend.	St. Laurent-du-Chamousset Gend.
	Fumay Gend.	St. Michel Gend.
	Gannat Stat.	St. Quentin F.G.
	Hauteville Gend.	St. Rambert-d'Albon F.G.

<sup>1</sup> See footnote page 35.

France :	Sallanches Gend.	Tulle Gend.
	Sarrebourg Gend.	Ussel Gend.
	Saulieu Gend.	Vigneules-les-Hattonchâtel Gend.
	Seyssel-Corbonod Stat.	Villefranche-de-Lauragais Gend.
	Soissons Gend.	Virieu-sur-Bourbre Gend.
	Tarare Stat.	
Algeria-Tunisia :	Ain Beida Gend.	Medjaz-el-Bab Gend.
	Ain-el-Hadjaz Gend.	Miliana Gend.
	Ain M'Lila Gend.	Montagnac Gend.
	Aumale Gend.	Mostaganem Gend.
	Batna Gend.	M'Sila Gend.
	Béja Gend.	Orléansville Gend.
	Berroughia Gend.	Oued-Zem Gend.
	Biskra Gend.	Palestro Gend.
	Blida Gend.	Relizane Gend.
	Boghari Gend.	Sfax Gend.
	Bordj-bou-Arréridj Gend.	Sidi-bel-Abbès Gend.
	Bouira Gend.	Souk Ahras Gend.
	Bou-Saada Gend.	Souk-el-Arba Gend.
	Constantine Gend.	Sousse Gend.
	Ghardimaou Gend.	Tabarca Gend.
	Guelma Gend.	Tebessa Gend.
	Le Kef Gend.	Teniet-el-Had Gend.
	Khenchela Gend.	Tiaret Gend.
	Lavigerie Gend.	Tiflet Gend.
	Mansourah Gend.	Tlemcen Gend.
	Mascara Gend.	Villars Gend.
	Médéa Gend.	

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Annex 3.  
AIR TRAFFIC STATISTICS. — SUBSIDISED FRENCH LINES.  
YEAR 1931.

Air line	Length of lines in kilometres	Kilometres flown	Actual traffic (per line)			Kilometric traffic		
			Passengers paying or carried free <sup>1</sup>	Packages and excess baggage in kilogrammes	Mail in kilogrammes	Passenger kilometres, paying and carried free <sup>1</sup>	Packages and excess baggage in kilometric tons	Mail in kilometric tons
<i>Compagnie Générale Aéropostale</i>								
France-French West Africa-South America <sup>2</sup> . . . . .	13,855	1,425,545	256	6,325	31,056	377,510	13,988	200,155
France-Morocco <sup>3</sup> . . . . .	2,555	1,588,578	2,293	45,133	52,446	3,625,645	42,971	92,281
Marseilles-Algiers . . . . .	803	453,654	39	5,705	12,839	31,317	4,579	10,310
<i>Compagnie Internationale de Navigation Aérienne</i>								
Paris-Istambul and branch lines	4,199	1,611,234	3,138	268,787	18,257	2,161,956	239,855	18,999
Paris-Zurich . . . . .	492	75,276	608	12,405	2,767	179,720	5,296	953
<i>Compagnie Air-Union</i>								
Paris-London . . . . .	375	1,026,256	12,763	828,191	11,215	4,786,135	291,895	4,207
Paris-Marseilles . . . . .	730	556,990	2,998	81,196	6,607	1,788,965	49,181	3,516
Marseilles-Tunis-Bone . . . . .	1,293	630,091	3,147	13,194	11,662	2,225,102	10,409	10,482
Paris-Lyons-Geneva . . . . .	558	73,098	316	4,097	377	116,968	1,828	185
<i>Société Générale de Transport Aérien</i>								
Paris-Amsterdam . . . . .	460	384,667	3,042	219,460	10,338	744,445	72,200	3,277
Paris-Cologne-Berlin . . . . .	888	293,414	1,941	74,208	3,649	1,130,621	40,205	2,377
Paris-Saarbruck-Berlin . . . . .	1,010	137,765	1,140	29,084	12,858	467,015	14,985	4,339
Cologne-Malmö . . . . .	695	105,375	700	9,458	1,114	278,465	4,704	513
<i>Compagnie Air-Orient</i>								
Marseilles-Baghdad-Saigon . . . . .	12,289	906,290	319	8,327	11,426	508,922	17,406	47,176
<b>Total . . . . .</b>	<b>40,122</b>	<b>9,268,233</b>	<b>32,700</b>	<b>1,605,611</b>	<b>186,611</b>	<b>18,422,786</b>	<b>809,502</b>	<b>809,770</b>

<sup>1</sup> Excluding staff of the companies.

<sup>2</sup> Of which 1,079,590 kilometres by aeroplane.

<sup>3</sup> The France-Morocco service consists of : Bordeaux-Toulouse-Casablanca and Marseilles-Barcelona.

### Greek Delegation.

Geneva, April 4th, 1932.

1. Civil aviation is under the Department of Civil Aviation of the Air Ministry. In addition to the Administrative Service it comprises the following sections :

Air Communications Section with Bureau of Private Aviation and Propaganda ;  
Section of Statistics, Information, Contracts and Conventions ;  
Airports Section ;  
Air Navigation and Cartographical Section.

The Technical Service is common to military and civil aviation, as are the Accountancy, Wireless and Meteorological Services.

2. The national air lines are operated by a limited company with a capital of 28,500,000 dr. entitled Greek Air Communications Company. Sixty per cent of the capital must be held by Greek subjects, otherwise the concession will be annulled. The company has concluded a contract with the Government for a period of fifteen years entitling it to operate certain lines within Greek territory and others outside the national territory.

The company is administered by an Administrative Board and is managed by a Director-General. A technical adviser from the Junkers factories is at the Company's disposal for a period of two years.

The company is subsidised by the Government on the basis of the number of kilometres travelled. The subsidy per kilometre is revised every four years on the basis of the expenditure and receipts of the last two years of each four-year period. The specifications for aeroplanes are laid down by the Air Ministry, as well as the maximum and minimum number of flights which may be effected each year.

Technical supervision is exercised in the airports by Government employees. Financial supervision is exercised at the end of each year by officials of the Department of Civil Aviation.

The Company utilises the Government airports on payment of certain fees in respect of landing and sojourn. The lines at present operated are the following :

Athens - Salonika and *vice-versa*, daily service in both directions throughout the year except on Sundays ;

Athens - Agrinion - Janina and *vice-versa*, daily service in summer and three times a week in winter in each direction.

3. At present no national undertaking operates air lines outside the national territory. The following foreign companies operate international lines with stations in Greek territory :

Aeroespresso :	1. Line Brindisi - Patras - Athens - Mitylene - Constantinople.
	2. Line Athens - Syra - Rhodes.
Air-Orient :	3. Line Marseilles - Corfu - Athens - Indochina.
Imperial Airways :	4. Line London - Athens - British India.
	5. Line London - Athens - Crete - South Africa.
K. L. M. :	6. Line Amsterdam - Athens - Java (Netherlands Indies).
Aeropot :	7. Line Salonica - Belgrade - Vienna.
Lot :	8. Line Salonica - Sofia - Bucharest - Warsaw - Danzig.

Proposals have also been put forward by other foreign companies whose lines have not yet begun to operate.

4. No flying is at present done in Greece by private persons.

The following organisations have been formed to support the efforts of private persons to organise private flying for sporting purposes :

(1) Central Aeronautical Committee of Greece, under the auspices of the Air Ministry, under whose authority the private organisations are placed ;

(2) Aero-Club of Greece ;

Air League of Athens ;  
Air League of Salonica (Friends of the Air) ;  
Air League of Piræus ;  
Air League of Corfu ;  
Air League of Janina ;  
Air League of Larissa ;  
Air League of Volo ;  
Air League of Agrinion.



5. The Greek Air Communications Company is subsidised by the Government on the basis of the kilometres travelled. The kilometric subsidy is revised every four years according to the receipts and expenditure of the last two years of each four-year period, the financial conditions prevailing and the material utilised.

The Central Aeronautical Committee receives as subsidy a sum fixed each year by the Air Ministry according to the work assigned to it by the Ministry for the coming year.

6. The Wireless Service of civil and military aviation is provided by a section of the military air staff. To meet the requirements of civil aviation at the points where there are no wireless stations belonging to the Air Ministry, the stations of the navy and of the Ministry of Communications (Postal and Telegraph Service) are utilised. Lastly, certain foreign air communications companies have received permission to set up private stations at their airports under Government control. The operation of these stations may at any time be suspended or stopped by order of the Air Ministry.

7. The meteorological service for civil aviation is provided by the Central Greek Meteorological Office, which constitutes a separate department of the Air Ministry and provides for all the meteorological requirements of the Government and of private individuals.

8. (a) Length of the air lines : 700 kilometres.

(a1) Nil.

(b) Mixed airports (land and naval) (1) Salonica.

Land airports (2) Janina, Agrinion.

Naval airports (2) Corfu, Athens (Phalera).

Land military aerodromes open to civilian air traffic (3) Tatoi (Athens), Larissa, Sedes (Salonica).

(b1) In 1931 : Nil ; in 1932 : (3) Tatoi (Athens), Larissa, Sedes (Salonica).

(c) From July 10th, 1931, to December 31st, 1931 (6 months) : 125,870 kilometres.

(d) 2,680 passengers, including 2,205 paying passengers, from July 10th, 1931, to December 31st (6 months).

(e) 1,295 kilogrammes from July 10th to December 31st (6 months).

(f) Goods and excess baggage 9,071 kilogrammes from July 10th to December 31st.

It should be noted that the figures given in paragraphs (c), (d), (e) and (f) above apply to the transport of the Greek company only and not that of the foreign companies operating lines through Greek territory.

It should also be noted that the regular line Athens - Salonica was inaugurated on July 10th, 1931, and the line Athens - Janina on November 23rd, 1931. Hence, the above figures only represent six months' flying on the Salonica line and one month's flying on the Janina line.

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### Hungarian Delegation.

Budapest, April 1st, 1932.

1. The authority in which supreme control of Hungarian civil aviation is vested is the Ministry of Commerce, Section III of which has charge of the management and supervision of matters concerning this mode of transport.

Section III is at the same time the second-instance authority in air matters, the Minister of Commerce having granted it the status of an Aviation Bureau.

2. At the present time, Hungary possesses but one air-transport undertaking: the Magyar Légiforgalmi R.T. (Hungarian Air Transport Company, organised as a joint stock company).

This company operates the following national commercial and postal lines: Budapest - Pécs - Kaposvár and Budapest - Nyiregyháza.

It is only in summer that these lines are linked up with the international system (see below).

3. The same company also maintains the international commercial and postal line: Budapest - Vienna, operated jointly with the Oesterreichische Luftverkehrs-Ges. A.G. and the Luft-Hansa A.G.

4. Flying for sport and touring purposes is under the supervision of the Hungarian Flying Federation (Magyar Aeró Szövetség). This federation is a member of the F.A.J. It comprises six sports clubs.

5. The Magyar Légiforg. R.T. is in receipt of an indirect subsidy paid in advance and a direct subsidy paid on the basis of results.

No other subsidies are paid in respect of civil aviation.

6. The centre of the wireless system is at Budapest. Each aerodrome (see 8 (b)) is equipped with a station of its own.

The wireless direction-finding service possesses two stations, at Budapest and Szombathely.

7. The national and international meteorological service is in the hands of the State Meteorological Institute, which supplies aerodromes with general meteorological information.

Each aerodrome has its own meteorological station, which supplements the above-mentioned information and maintains direct communication with pilots and aeroplanes in flight.

8. (a) Length of the air lines (excluding the projected Budapest - Venice line):  
715 kilometres.

(a1) Nil.

(b) One airport and eight aerodromes.

(b1) Nil.

(c) 197,160 kilometres.

(d) 3,498 passengers.

(e) 87,581 kilogrammes.

### Italian Delegation.

April 4th, 1932.

1. Civil aviation in Italy is under the Civil Aviation and Air Traffic Office (Ufficio Aviazione Civile e Traffico Aereo), which is one of the departments of the Royal Air Ministry.

This Office consists of :

- (a) A secretariat ;
- (b) The air-transport division, comprising two sections :
  - First Section* : Agreements and contracts concerning the concession of subsidised air transport, airports open to civil air traffic, national register of aircraft ;
  - Second Section* : Certificates ; licences and permits of various kinds ;
- (c) The section dealing with legislation in regard to aircraft and with treaties ;
- (d) The investigations, statistics and technical services section ;
- (e) The accounting section.

The Civil Aviation and Air Traffic Office exercises complete technical and administrative supervision over civil aviation. It also controls, through the managers of aerodromes, civil air traffic.

2. (a) *Società Anonima Avio-Linee Italiane*. — A joint-stock company with a capital of 4,000,000 Italian lire. Subsidised by the Government. A member of the International Air Traffic Association.

Headquarters : 48, via Calabria, Rome.

Organisation : A board of directors ; a general management (4, via Victor Hugo, Milan) ; a traffic management (Taliedo Aerodrome, Milan).

National air lines operated : Regular air services for passengers, baggage and mail between :

Rome - Milan,  
Milan - Turin.

(N.B. — For the international air lines, see paragraph 3, letter (b)).

(b) *Società Aerea Mediterranea*. — A joint-stock company with a capital of 18,000,000 Italian lire. Subsidised by the Government. A member of the International Air Traffic Association (IATA).

Headquarters : 29, viale Regina Elena, Rome.

Organisation : A board of directors ; a general management (29, viale Regina Elena, Rome) ; two traffic managements (Idroscalo Carlo del Prete, Ostia, Rome, and Aeroporto di San Nicoló del Lido, Venice).

National air lines operated : Regular air services for passengers, baggage and mail between :

Rome - Venice,  
Rome - Florence - Venice,  
Venice - Ancona - Bari - Brindisi,  
Rome - Bari - Brindisi,  
Rome - Cagliari,  
Rome - Palermo.

(N.B. — For the international air lines, see paragraph 3, letter (c)).

(c) *Società Anonima Navigazione Aerea*. — A joint-stock company with a capital of 12,000,000 lire. Subsidised by the Government. A member of the IATA.

Headquarters : Idroscalo Carlo del Prete, Ostia, Rome.

Organisation : A board of directors ; a general management (Idroscalo Carlo del Prete, Ostia) ; a traffic management (Idroscalo di Genova, Bacino Benito Mussolini).

National air lines operated : Regular air services for passengers, baggage and mail between :

Genoa - Rome - Naples - Palermo,  
Rome - Naples - Syracuse - Tripoli.

(N.B. — For the international air lines, see paragraph 3, letter (d)).

(d) *Società Italiana Servizi Aerei*. — A joint-stock company with a capital of 5,000,000 Italian lire. Subsidised by the Government. A member of the IATA.

Headquarters : Palazzo del Lloyd Triestino, Trieste.

Organisation : A board of directors ; a general management (Idroscalo di Portorose, Trieste) ; a traffic management (Idroscalo di Portorose, Trieste).

Air lines operated : Regular air services for passengers, baggage and mail between :

Turin - Pavia - Venice - Trieste,  
Portorose - Trieste - Zara - Ancona,  
Portorose - Trieste - Fiume - Lussimpiccolo - Zara,  
Fiume - Brioni - Venice.

(e) *Società Anonima Nord Africa Aviazione.* — A joint-stock company with a capital of 1,000,000 Italian lire, subsidised by the Government.

Headquarters: Bengasi (Cirenaica).

Organisation: A board of directors; a general management (Bengasi); a traffic management (Bengasi).

National air lines operated: Regular air services for passengers, baggage and mail between:

Tripoli - Sirte - Bengasi.

3. (a) *Società Anonima Aero Espresso Italiana.* — A joint-stock company with a capital of 5,000,000 Italian lire. Subsidised by the Government. A member of the IATA.

Headquarters: 86, via Emilia, Rome.

Organisation: A board of directors; a general management (Rome); a traffic management (Brindisi).

International air lines operated: Regular air services for passengers, baggage and mail between:

Brindisi - Athens - Istambul,  
Brindisi - Athens - Rodi.

(b) *Società Anonima Avio-Linee Italiane.* — (For general information and the national air lines operated, see paragraph 2, letter (a).)

International air lines operated: Regular air services for passengers, baggage and mail between:

Milan - Trento - Bolzano - Innsbruck - München

(A tourist service operated in conjunction with the Deutsche Luft-Hansa, A.G., of Berlin, and the Oesterreichische Luftverkehrs, A.G., of Vienna);

Milan - München  
(Through service);

Munich - Nuremberg - Leipzig - Berlin

(Service operated in conjunction with the Deutsche Luft-Hansa, A.G., of Berlin).

(c) *Società Aerea Mediterranea.* — (For general information and for the national air lines operated, see paragraph 2, letter (b).)

International air lines operated: Regular air services for passengers, baggage and mail between:

Cagliari - Tunis,

Rome - Tunis,

Palermo - Tunis,

Brindisi - Tirana - (Scutari - Koritza - Valona - Santi Quaranta),

Venice - (Klagenfurth - Graz) - Vienna. (Operated in conjunction with the Oesterreichische Luftverkehrs, A.G., of Vienna).

(d) *Società Anonima Navigazione Aerea.* — (For general information and for the national air lines operated, see paragraph 2, letter (c).)

International air lines operated: Regular air services for passengers, baggage and mail between:

Genoa - Marseilles - Barcelona,

Genoa - Marseilles - Barcelona - Cartagena - Gibraltar - Cadiz. (A mail service leaving on fixed dates in connection with vessels crossing to America).

4. Aerocentro Emiliano, Bologna;
- Aerocentro Ligure da Turismo, Genoa;
- Cattaneo Carlo, Pirano;
- Diverio Luigi, Milan;
- Gibertoni Gino, Capri;
- Società Aerea Mediterranea, Rome;
- Società Aeronautica Macchi, Varese;
- Società Anonima Aeroporto Scaligero, Verona;
- Società Aereo Turismo Atesino, Merano;
- Società Anonima Avio Linee Italiane, Rome;
- Società Anonima Transadriatica, Rome;
- Società Automobili A. Varaschini & Co., Tripoli;
- Società Italiana Servizi Aerei, Portorose;
- Vitale Vincenzo, Turin.

5. Commercial air-transport companies (see paragraphs 2 and 3) are subsidised by the Government. The chief form of subsidy is a fixed annual grant by the Government as a contribution towards the cost of organisation and equipment.

Organisations practising flying for touring purposes (see paragraph 4) do not receive a Government subsidy.

6. The wireless service for communication with and assistance to aircraft is provided in Italy by the Royal Air Ministry's wireless system, the final organisation of which is on the point of completion.

For the moment, and pending the completion of the installation of all the wireless centres contemplated, assistance is given to civil aircraft by the stations of the Royal Air Ministry near the civil air-line routes and these stations listen in, employing a wave-length of 900 metres.

In addition to rendering assistance, the wireless stations near the airports at which the various civil air lines terminate exchange communications relating to the departure and arrival of the aircraft belonging to the air lines terminating at the respective airports.

When the reorganisation of the Royal Air Ministry's wireless system has been completed, assistance to aircraft will be given solely by the wireless centres placed at suitable points, with due regard for the normal itinerary of the air lines.

7. The meteorological service is administered by the Aerological Service Section (Sezione Servizio Aerologico) of the Royal Air Ministry, which is responsible for the installation, organisation and operation of aerological stations.

The regional organs responsible for the aerological service are :

- The territorial departments of the air zone territorial services ;
- The regional meteorological centres ;
- The aerodrome service sections ;
- The aerological information centre ;
- The observation stations ;
- The Air Ministry's wireless system and certain wireless stations of the Royal Navy and Army.

The aerological stations are divided into :

- (a) 23 first-class ;
- (b) 54 second-class ;
- (c) 12 third-class.

It is their duty to furnish aircraft with the requisite information as laid down in Article 35(a) of the " Agreement for the Regulation of Air Navigation ".

The weather conditions observed are summarised in the observation bulletins every hour (from 4 a.m. to 4 p.m.) by the five second-class stations situated on the Apennines ; every two hours (from 4 a.m. to 4 p.m.) by all the other second- and first-class stations.

The first-class stations also make observations at 7 p.m., 8 a.m. and 2 p.m., at which times complete meteorological and aerological bulletins are drawn up in accordance with the International Code.

Observations between 4 and 5 a.m. are only made from May 16th to August 31st.

These services are supplemented by the communication of changes in the weather and the broadcasting of two general and two regional weather forecasts.

The general forecasts are issued by the " Radio Centocelle ", I.M.B., 1,500 metres, at 7.10 a.m. and 1.10 p.m. (5.10 a.m. and 1.10 p.m. from May 16th to August 31st), together with the isobars in figures ; the regional forecasts are issued by the " Radio Grottaglie ", I.K.G., 1,400 metres, at 7.50 a.m. and 6.20 p.m. (5.50 a.m. and 6.20 p.m. from May 16th to August 31st).

The Aerological Service Section is also responsible for the following services :

(1) The broadcasting of the " Metro Italia " by short waves at the following times : 8.20 a.m. ; 8.50 a.m. ; 2.20 p.m. ; 2.50 p.m. ; 7.20 p.m. and 7.50 p.m. (R.T. Rome, I.D.O., wave-length 33.09 metres).

(2) The transmission of warnings to air pilots when the ground conditions at the aerodromes are unfavourable for the landing of aircraft.

8. (a) Length of the air lines (in kilometres) : 18,723 ; proposed length : 19,585.

(a 1) There are no air lines equipped for night flying except the Venice - Brindisi line, which is under construction.

(b) By ministerial decree of September 29th, 1931, the number of airports open to civil air traffic was fixed as follows :

Customs airports. . . . .	38
Other airports. . . . .	40

(b 1) All airports are equipped for night flying.

(c) Number of kilometres flown in 1931 : 4,399,871.

(d) Number of passengers carried (regular services) in 1931 : 33,650.

(e) Mail and packages carried in 1931 (in kilogrammes) : 552,819.

Japanese Delegation.

April 8th, 1932.

1. Civil aviation is, in principle, under the Ministry of Communications. The Air Office of this Ministry exercises supervision over civil aviation in general ; it watches over its development, directs propaganda in its favour and supervises air-transport undertakings. This office deals also with the establishment of airports and services relating to the arrival and departure of aircraft. In Chosen, however, civil aviation is under the Communications Office of the General Government, and in the Kwantung leased territory it is under the Communications Office of the Government of Kwantung.

2. The four following undertakings, subsidised by the State, operate the regular air lines mentioned below :

(a) The Nippon Koku Yuso Kabushiki-Kaisha (Japanese Air Transport Company, Ltd.) :

(i) Tokio - Dairen (2,075 kilometres).

The company has the following landing-grounds on this route : Osaka, Fukuoka, Urusan, Keijo, Heijo. Between Tokio and Osaka there are twelve journeys in each direction per week, Sundays excepted. For the rest of the above-mentioned line, the number of journeys is six per week.

(ii) Osaka - Fukuoka (500 kilometres).

Six journeys in each direction per week, Sundays excepted.

(b) The Nippon Koku Yuso Kenkyujo (Japanese Institute for Air Transport) :

Osaka - Matsuyama (290 kilometres).

There are six journeys in each direction per week, Sundays excepted. Takamatsu is the seaplane landing station on this route.

(c) The Tokio Koku Yuso Sha (Tokio Air Transport Company) :

Tokio - Shimizu (260 kilometres).

Three journeys in each direction per week. The seaplane landing station on this route is at Shimoda.

(d) The Asahi Teiki Koku Kai (Asahi Newspaper Periodical Air Navigation Association) :

Tokio - Niigata (380 kilometres).

Three journeys in each direction per week in summer.

3. Nil.

4. As an organisation for flying as a sport the Nippon Gakusei Koku Renmei (Students' Union for Flying as a Sport) may be mentioned ; to this belong the University of Hôsei and eleven other universities and colleges.

5. The undertakings mentioned under No. 2 are subsidised by the State according to the distances effectively flown by aircraft in their service. The Students' Union for Flying as a Sport mentioned above also receives subsidies for general maintenance expenses and for encouragement.

6. The authorities under which the wireless service in Japan is placed are generally the same as those dealing with civil aviation. Thus, the Ministry of Communications is the central body with general supervision over the wireless service.

The following are the wireless stations for aircraft : Hakone, Kameyama, Fukuoka, Izuhara, Tomie and Urusan.

7. These services are under the Ministry for Education. Thus, the Tokio Central Meteorological Office, the Kobe Ocean Meteorological Office and the Air Observatory in the Prefecture of Ibaraki are directly supervised by this Ministry. Besides these meteorological institutes, there are in Japan numerous observatories and meteorological stations.

8. (a) Length of air lines subsidised (in kilometres) . . . . .	3,505
(October 1931)	
(b) Number of airports . . . . .	6
(Tokio, Osaka, Fukuoka, Urusan, Keijo, Dairen.)	
(c) Number of kilometres flown . . . . .	3,204,460
(d) Number of passengers carried . . . . .	7,675
(e) Mail and packages carried (in kilogrammes) :	
Mail . . . . .	37,136
Packages . . . . .	29,989

### Norwegian Delegation.

Geneva, April 5th, 1932.

Civil aviation is very undeveloped in Norway, chiefly for economic reasons. The flying undertaken by Norwegian civil aircraft must be described as experimental and occasional.

1. The public administration of civil aviation is in the hands of the Ministry of Defence. An Air Board consisting of four members acts as an advisory body in questions of civil aviation. This Board also delivers certificates for pilots and for the crews of aircraft, inspects aircraft and authorises landing-grounds, etc., and orders the inspection of these landing-grounds.

The observance of the laws and regulations on aviation is supervised by the police. There is no special air police.

2. No Norwegian undertakings regularly operate air lines.

3. No Norwegian undertakings operate air lines outside the country. In the last three years, postal air lines have been operated experimentally between Oslo and Gothenburg and Oslo and Copenhagen. This experiment was carried on for a year on behalf of the Government and with Government aircraft, and for two years with the machines of a private undertaking.

4. Flying as a sport and for touring purposes has been done occasionally with civil aircraft belonging to private persons or to undertakings. During the last few years, from 5 to 10 aircraft have been registered on an average.

5. During the last few years, the national budget has provided a credit of 10,000 kroner per annum as a contribution to civil aviation. This contribution has been distributed among certain of the undertakings which have made flying experiments, in order to cover part of their operating expenses.

6. There is no wireless service for aviation, but civil aviation may obtain the assistance of the military and naval wireless stations at the Kjeller and Horten landing-grounds.

7. There is no special meteorological service for aviation, but aircraft may obtain meteorological information by applying direct to the Meteorological Institute at Oslo.

8. As no regular civil aviation is carried on with Norwegian aircraft there are no statistics.

(b) Two airports.

(b 1) None.

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Netherlands Delegation.

April 14th, 1932.

I. KINGDOM OF THE NETHERLANDS IN EUROPE.

1. Civil air navigation is within the domain of the Ministry of "Waterstaat" (Public Transport), and more particularly within that of the *Air Service Department*.

The Government alone has the right to designate aerodromes, to prohibit the building of houses on land adjacent to aerodromes, and to grant concessions for the operation of air lines.

The Ministry of "Waterstaat" grants concessions for the operation of air lines by foreign companies, and is also responsible for surveying and approving land to be used for aerodromes, and for establishing prohibited zones.

It is the duty of the *Air Service* to issue, prolong, suspend and withdraw certificates of registration and of airworthiness in respect of aircraft and aircraft engines, certificates of flying capacity and licences for the navigating personnel. The Ministry has to superintend the strict observance of the conditions imposed on those in receipt of concessions to operate air lines; it supervises the establishment and maintenance of aerodromes and air routes, and lighting and beacons; it is responsible for the information service, the control of private wireless stations, the distribution of the "Berichten aan Luchtvaardenden" (Notices to Airmen) and the publication of the "Gids voor Luchtvaardenden" (Airmen's Guide), and for enquiring into the causes of accidents.

Dispensations from the various regulations and prohibitions contained in the Law on Air Navigation and the Decrees in connection therewith are granted either by the Ministry of "Waterstaat" or by the Director of the *Air Service*.

The *State Aviation Research Department* (Rijksstudiedienst voor de Luchtvaart), which is under the Ministry of "Waterstaat", undertakes aerodynamic, technical and scientific research both for the authorities and for private persons; supervises the building of aircraft and any important repairs thereto; and tests materials and engines.

2 and 3. *The Royal Air Transport Company, Ltd.* (N. V. Koninklijke Luchtvaart Maatschappij K.L.M.), is controlled by a Board of Management of not more than nine members (five of whom are appointed by the Ministry of "Waterstaat"), under the supervision of a Board of Directors, consisting of not less than seven members (two of whom are appointed by the Ministry of "Waterstaat").

The work of the company is carried on by one or more managers.

Important contracts, the selection of air lines, maximum fares and rates, the timetables and the balance-sheet have to be passed by the Ministry of "Waterstaat". The higher officials must be of Dutch nationality, and the material must be of Dutch manufacture, subject to the right of the Minister to waive the latter condition.

A summary of the air lines in operation in the summer of 1931 is given below:

Amsterdam-Batavia and <i>vice versa</i> , up to October 1st, 1931, a fortnightly service; from October 1st onwards a weekly service K.L.M. . . . .	Kilometres 14,350
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*In Europe:*

Amsterdam-Rotterdam-London and <i>vice versa</i> (twice a day) K.L.M. . . . .	426
Amsterdam-London and <i>vice versa</i> (once a day) K.L.M. . . . .	373
Amsterdam-Rotterdam-Brussels-Paris and <i>vice versa</i> (once a day) Farman and K.L.M. . . . .	441
Amsterdam-Paris and <i>vice versa</i> (once a day) K.L.M. . . . .	428
Amsterdam-Bremen-Hamburg and <i>vice versa</i> (once a day) K.L.M. and D.L.H. . . . .	415
Amsterdam-Hamburg-Copenhagen-Malmö and <i>vice versa</i> (once a day) K.L.M. and A.B.A. . . . .	743
Amsterdam-Copenhagen-Malmö and <i>vice versa</i> (once a day) K.L.M. and A.B.A. . . . .	701
Amsterdam-Hanover-Berlin and <i>vice versa</i> (once a day) K.L.M. and D.L.H. . . . .	647

*In the Netherlands:*

Amsterdam-Rotterdam and <i>vice versa</i> (once a day) K.L.M. . . . .	57
Rotterdam-Haamstede and <i>vice versa</i> (twice a week) K.L.M. . . . .	55
Amsterdam-Eelde and <i>vice versa</i> (once a day) K.L.M. . . . .	170

*Co-operation with other Companies.* — The Amsterdam-Batavia and Amsterdam-(Bremen)-Copenhagen-Malmö services are operated by the K.L.M.

The following services are operated by a pool:

- Amsterdam-London, with the "Deutsche Luft-Hansa A.G.";
- Amsterdam-Paris, with the "S.G.T.A. Farman";
- Amsterdam-Copenhagen-Malmö, with the "A.B. Aérotransport".

As regards transit traffic on the line Amsterdam-Copenhagen-Malmö for Brussels and Paris, there is a pool with the Satena and Farman, and for the Malmö-Copenhagen section with the "Deutsche Luft-Hansa" and "Det Danske Luftfartselskab".



4. Aviation for purposes of sport and pleasure is carried on in the Netherlands by the following organisations :

Koninklijke Nederlandsche Vereeniging voor Luchtvaart (Royal Aero-Club);  
 Nationale Luchtvaartschool (National Pilot School);  
 Rotterdamsche Aero-Club;  
 Delftsche Studenten Aero-Club;  
 Twentsche Aero-Club.

5. The K.L.M. and the National Pilot School are subsidised by the State.

*K.L.M.* — The financial aid accorded by the State was first given by means of a subsidy, then by means of a free grant (later transformed into a subsidy), and finally in the form of a subsidy up to a fixed maximum, in order to cover the company's losses. In the first instance, the subsidy was fixed by contract for several years, but the amount is now fixed annually.

The following amounts have been paid :

<i>Subsidy :</i>	Florins
1920 {	
1921 { . . . . .	420,000
1922 . . . . .	325,000
 <i>Free Grant :</i>	
1923 . . . . .	400,000
1924 . . . . .	400,000
1925 . . . . .	300,000
1926 . . . . .	300,000
 <i>Subsidy :</i>	
1927 . . . . .	500,000
1928 . . . . .	600,000
1929 . . . . .	925,000
1930 . . . . .	1,000,000
1931 . . . . .	900,000

Further, the Government is under obligation to take shares in the company for an amount not exceeding Fl.3,000,000, and to guarantee the interest and sinking fund of a debenture issue of Fl.2,500,000.

*National Pilot School.* — For the year 1931, the Government granted a subsidy not to exceed Fl.20,000, calculated according to the number of flying hours.

6. The wireless service is within the domain of the Director of the *Air Service*.

The following stations are in operation :

(a) Amsterdam (Schiphol). This station possesses a transmitter for communicating with aircraft, and a transmitter for communicating with aerodromes abroad; it has also a direction-finding apparatus and several appliances for the reception of traffic and meteorological messages.

(b) Rotterdam (Waalhaven). This station has a transmitter for communicating with aircraft, a direction-finding post, and the necessary appliances for the reception of meteorological messages.

The Air Service supervises the wireless service by apparatus on board aircraft, and, *inter alia*, issues permits for the installation of wireless apparatus on board aircraft and inspects the fixing, construction and working of such apparatus.

7. The meteorological service for air traffic is controlled by the Air Service in co-operation with the Royal Institute of Meteorology.

Wireless messages containing the observations of the Royal Institute of Meteorology at De Bilt, and of certain observation stations of the K.L.M. and the Air Service, are broadcast at the hours internationally fixed for the transmission of regional meteorological telegrams.

Once or twice a day these messages are supplemented by forecasts of the state of the weather along the air lines.

The Schiphol and Waalhaven aerodromes receive, compile and publish all meteorological messages of value to air traffic; in addition, synoptic meteorological maps are drawn up and placed at the disposal of those concerned.

	Kilometres
8. (a) Internal system . . . . .	282
European system . . . . .	2,642
Communication with the East Indies . . . . .	14,350
	17,274
(a1) 352 km.	
(b) 24.	
(b1) 3.	
(c) 2,224,330 km.	
(d) 12,512 passengers.	
(e) 81,926 kg. of mails and 723,500 kg. of goods.	

## II. DUTCH EAST INDIES.

1. Civil aviation is carried on by the "Koninklijke Nederlandsch-Indische Luchtvaart Maatschappij" (K.N.I.L.M.), which has concluded an agreement for the purpose with the Governor-General. In order to control civil aviation, the Governor-General has at his disposal the services of the Department of "Gouvernements-bedrijven", which has a bureau for aviation.

2. The K.N.I.L.M. operates the whole air system of the Dutch East Indies. The company and its head office are domiciled at Amsterdam. In the Dutch East Indies, the enterprise is managed by a representative who is directly under the orders of the head office. The appointment and the resignation of this representative are subject to the approval of the Governor-General. Such approval is also required for any change in the company's articles of association.

The following air services are in operation :

- Batavia-Bandung and *vice versa* (twice a day).
- Batavia-Samarang-Surabaya and *vice versa* (once a day).
- Batavia-Palembang (Sumatra) and *vice versa* (once a week).
- Batavia-Palembang-Singapore and *vice versa* (once a week).
- Batavia-Palembang-Medan (Sumatra) and *vice versa* (once a week).

3. The K.N.I.L.M. operates the Batavia-Singapore service. The service between Medan and Singapore has been discontinued, owing to unsatisfactory results.

4. Private persons engaging in aviation for sport are organised as members of the "Nederlandsch-Indische Vliegclub" at Bandung (Java). At the end of 1931, 16 persons had obtained licences for the practice of aviation for sporting purposes; no later figures are available.

5. While the agreement mentioned in paragraph 1 is in force, the Government contributes to the working expenses of the K.N.I.L.M.; the Government receives three-quarters of any profits the company may make.

6. The Government wireless stations are available for communication with aircraft.

7. There is no special meteorological service for aviation, as depressions do not occur in the Dutch East Indies on account of their situation on the equator.

8. (a) Length of system : 4,015 km.  
 (a1) There is no night service.  
 (b) Number of airports : 7.  
 (b1) There are no airports organised for night flying.  
 (c) Kilometres flown in 1931 : 919,794.  
 (d) Passengers carried in 1931 : 15,358.  
 (e) Mails carried in 1931 : 18,818 kg. Parcels carried in 1931 : 92,360 kg.

### Polish Delegation.

Geneva, April 1st, 1932.

1. In virtue of the Law of March 14th, 1928, on air navigation, civil aviation in Poland is under the authority of the Ministry of Communications.

The Minister directs civil aviation through the independent Department of Civil Aviation, which is under the direct authority of the Minister.

The Department of Civil Aviation is divided into four sections :

- (1) General Administration Section ;
- (2) Legislation and Air Policy Section ;
- (3) Operating Section ;
- (4) Ground Organisation Section.

Supervision exercised over civil aviation :

(a) As regards the professional qualifications of the members of the crew, the state of health is examined periodically by the air medical examination centre ; professional capacity must be approved by a special commission appointed by the Ministry of Communications.

(b) As regards material, the construction of the prototypes is supervised by the Institute of Aeronautical Research. Supervision over the material in use and material under construction is exercised by the Polish section of the Veritas Bureau.

(c) The observance of the rules and regulations is enforced by the commandants of the air ports and by the services of the other competent authorities (police, Customs, etc.).

2. There is only one company which operates all the air lines in Poland — namely, the Polskie Linje Lotnicze (Lot Company), a limited liability company.

The State and the municipalities of the chief towns in Poland participate in the share capital of the Lot Company, which amounts to 8 million zloty. This capital is divided into 100 shares of 80,000 zloty each. The State Treasury holds the greater part by statute ; up to the present, there has been no private capital.

At the head of this company is the Director, under whom are the technical and commercial heads and the Secretary-General and Legal Adviser. The company possesses branches and traffic directors in all the towns with which it has connections. The national system served by the Lot Company comprises 1,920 kilometres, and provides connections between the capital and six large towns, the majority of which are on the natural international line of air routes. These towns are Bydgoszcz, Poznań, Katowice, Krakow, Lwów, and the Free City of Danzig.

Apart from the regular service, the company places at the public's disposal air taxis which only travel within the country.

The Lot Company has an air photography section which satisfies all the country's requirements as regards photographic surveying.

The company employs 300 persons, including managerial, clerical and technical staff, etc.

Its material comprises :

- 6 Fokker F.VII machines with 450 h.p. Lorraine-Dietrich engines.
- 9 Fokker F.VII 3 m. machines with three 220 h.p. Wright J5 engines.
- 12 F.13 Junkers machines with 300 h.p. J5 engines.
- 2 P.W.S.20 machines with 450 h.p. Lorraine-Dietrich engines.
- 1 D.H. Moth air taxi with 85 h.p. Gipsy engine.

The Warsaw workshops are equipped for general repairs on the largest scale.

The fact that there has never been any fatal accident on the Polish lines proves the absolute safety of air traffic in Poland.

The results of the Lot Company's activities from 1922 to 1931 may be summarised as follows :

- (a) Kilometres travelled : 8,702,970.
- (b) Passengers carried (regular service) : 72,273.
- (c) Baggage and goods carried : 1,841,327.
- (d) Mails : 229,433.

The Lot Company belongs to the I.A.T.A. (International Air Traffic Association).

Poland occupies a privileged geographical position in Europe from the point of view of air traffic. She is situated at the junction of the principal air lines connecting the western countries with the eastern countries and the northern with the southern; moreover, the configuration of the ground, the abundant reserves of fuel and the climate offer almost ideal conditions for the development of air traffic in Poland.

3. (a) The Lot Company serves the following lines :

- (1) Lwów-Cernauti-Galatz-Bucharest ;
- (2) Bucharest-Sofia-Salonika ;
- (3) Katowice-Břno-Vienna.

(b) The International Air Navigation Company Limited (CINA) operates the portion passing through Polish territory of the Prague-Warsaw section of the French air line Paris-Strasbourg-Prague-Breslau-Warsaw.

A brief outline of the organisation of the Lot Company has been given above (see paragraph 2).

The services of the Lot Company abroad are subordinate to the Central Directorate at Warsaw. In the foreign countries where its services operate—namely, Austria, Czechoslovakia, Roumania, Bulgaria and Greece, this company has general representatives who act for it in relations with the authorities and with private individuals.

As regards the organisation of the CINA in Poland, it need only be said that the CINA, which is a French limited company with headquarters in Paris, has a branch at Warsaw directly responsible to the general management in Paris.

The Lot Company and the CINA operate their own systems independently.

The foreign lines operated by the Lot Company are much more difficult to administer than the national line, owing to the conditions of the ground. The route is a very difficult one in view of the mountainous nature of the countries flown over, which are not equipped for regular air traffic.

The most difficult line to operate in this respect is the Bucharest-Sofia-Salonika line. Nevertheless, the creation of this line provided a connection of great international importance. It established connection between three seas (the Baltic, the Black Sea and the Ægean), and by connecting several other sections of the international air system it established air communications between the north and the south of Europe, at the same time being connected with the lines going from Asia to Africa.

The prolongation of the line Danzig-Warsaw-Lwów-Bucharest as far as Sofia was also of great importance from the point of view of propaganda in favour of air communications, for in comparison with other means of locomotion it greatly shortens the duration of the journey. The journey from Bucharest to Sofia by rail takes about 20 hours, and from Sofia to Salonika about 30 hours, while by aeroplane this journey only takes 4 hours.

4. The central organisation responsible for encouraging sport and touring in Poland in every form is the Polish Aero-Club (member of the International Air Federation).

The Sporting Aviation Commission is the official body responsible for the direction of sporting aviation. This Commission ensures liaison between the Polish Aero Club and affiliated aero clubs on the one hand and the official authorities on the other.

To the Polish Aero Club are affiliated nine district aero clubs situated at Warsaw, Lwów, Kraków, Poznań, Katowice, Wilno, Liała Podlaska, Lublin and Łódź. In addition, the Polish students of the Danzig Polytechnic School have founded the Danzig Students' Aero Club.

The chief aim of the Polish aero clubs is the training of their member pilots, as well as air touring properly so called. At present, all the aero clubs comprise 1,100 active members, including a large number of pilots.

Apart from aeroplanes, the aero clubs use gliders, expeditions being organised in groups arranged by each aero club. These expeditions aim at the instruction of glider pilots of all three categories, as well as at training and the setting-up of records.

At present, 1,500 glider pilots, one-third of whom are in category C, are undergoing training and performing flights of several hours' duration.

Flights in tow of aeroplanes are also carried out by members of the aero clubs; recently, a magnificent towed flight of over 500 kilometres was performed over the route Warsaw-Lwów-Bezmiechowa.

Apart from the aero clubs, there are a certain number of private persons in Poland who own touring machines and practise flying as a sport or for touring purposes.

In Poland, there are at present 90 registered touring aeroplanes. The system of Customs pass-books is employed.

5. (a) The national undertaking, the Lot Company, is subsidised by the Government on the basis of a kilometric bonus.

(b) The CINA receives, as a subsidy in Poland, the free use of airports, hangars and installations, and of the meteorological and wireless services, as well as exemption from certain taxes and duties.

(c) The sporting organisations are subsidised to a trifling extent by means of a refund for each hour's flight and the partial supply of flying material.

6. The organisation of the wireless service comprises the following stations :

Warsaw : central station with an aerial power of 5 kw. (which can be increased in case of need to 8 kw.) ; maximum radiating power, 1,800 metre-ampères.

Lwów : district station with a maximum power of 2 kw. ; maximum radiating power, 500 metre-ampères.

Katowice and Poznań : same as Lwów.

In addition, in order to provide the Kraków aerodrome with a wireless service, it is connected by cable with the Katowice station, which enables it to manipulate that station as if it were at Kraków.

Thus all the aerodromes normally used by the air lines are provided with powerful wireless stations.

These stations are extremely modern, and their frequency stability is excellent ; they are stations with a powerful master-oscillator.

The power of the stations is sufficient to ensure liaison at any time with an aeroplane in flight at a distance of at least 300 kilometres.

On the other hand, during periods of slight interference (atmospheric or other), the power of the stations can be reduced to a quarter of its maximum, so as to avoid unnecessary interference with neighbouring stations.

The stations are designed to work at different frequencies. The change of frequencies is performed absolutely automatically by the operator in a few seconds.

The stations are supplied with extra-selective and sensitive receivers. They enable Warsaw to work comfortably at a frequency of 228 kc/s without trace of interference from the broadcasting station with an aerial power of 150 kw. working with a frequency of 212.5 kc/s.

Seven special stations have been established for direction-finding — at Warsaw, Lwów, Katowice, Poznań, Toruń, Sandomierz and Tarnopol. This very close system enables the position of the aircraft to be determined within 500 metres.

These direction-finding stations are of the most modern construction, and make no errors by night. This permits of safe and easy night flying.

This wireless organisation is at the disposal of all the companies operating regular lines in Poland.

The distribution of the wireless stations is indicated on the attached map (see Annex 1).

7. The meteorological service is constituted by a system of meteorological stations, some controlled by the Government Meteorological Institute, some by the military authorities, and some by the Ministry of Communications direct. This system comprises 38 synoptic stations, 42 information posts and 72 observation posts.

The information is centralised in the airports, where the port commandants circulate it to pilots.

The transmission of meteorological messages is effected partly by telegraph and telephone and partly by wireless.

Annex 2 herewith shows the meteorological posts and the zones protected.

8. Statistical particulars relating only to the Polskie Linje Lotnicze (Lot Company) :

(a) Length of air lines : 4,279 km.

(a1) Length of air lines equipped for night flying : 1,000 km.

(b) Number of air ports : 6.

(b1) Number of air ports completely equipped for night flying : 3.

(c) Number of kilometres flown : 1,440,489.

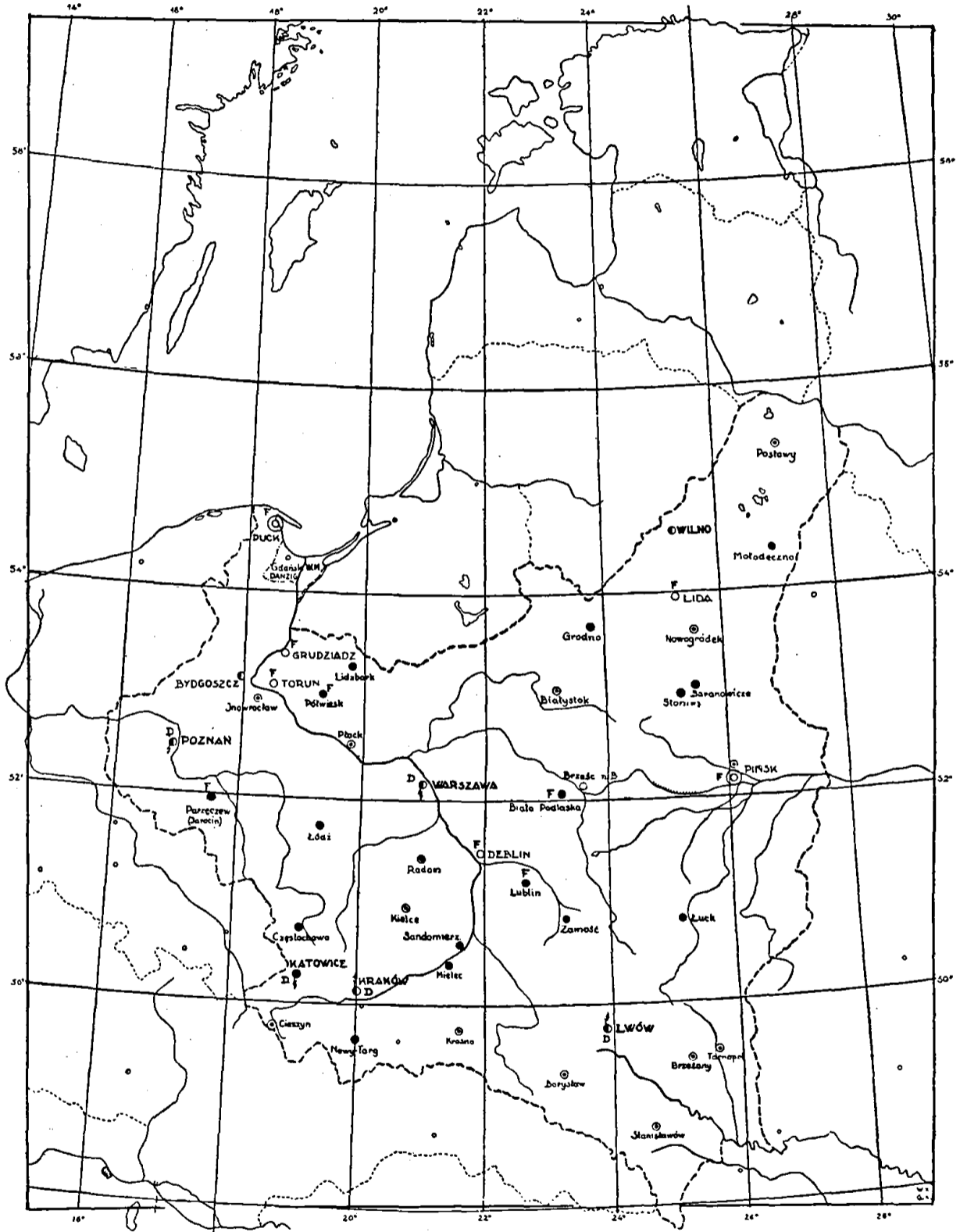
(d) Number of passengers carried (regular services) : 13,275.

(e) Mails and packages carried (in kilogrammes) : 406,313.

The figures for paragraphs (c), (d) and (e) relate to 1931.

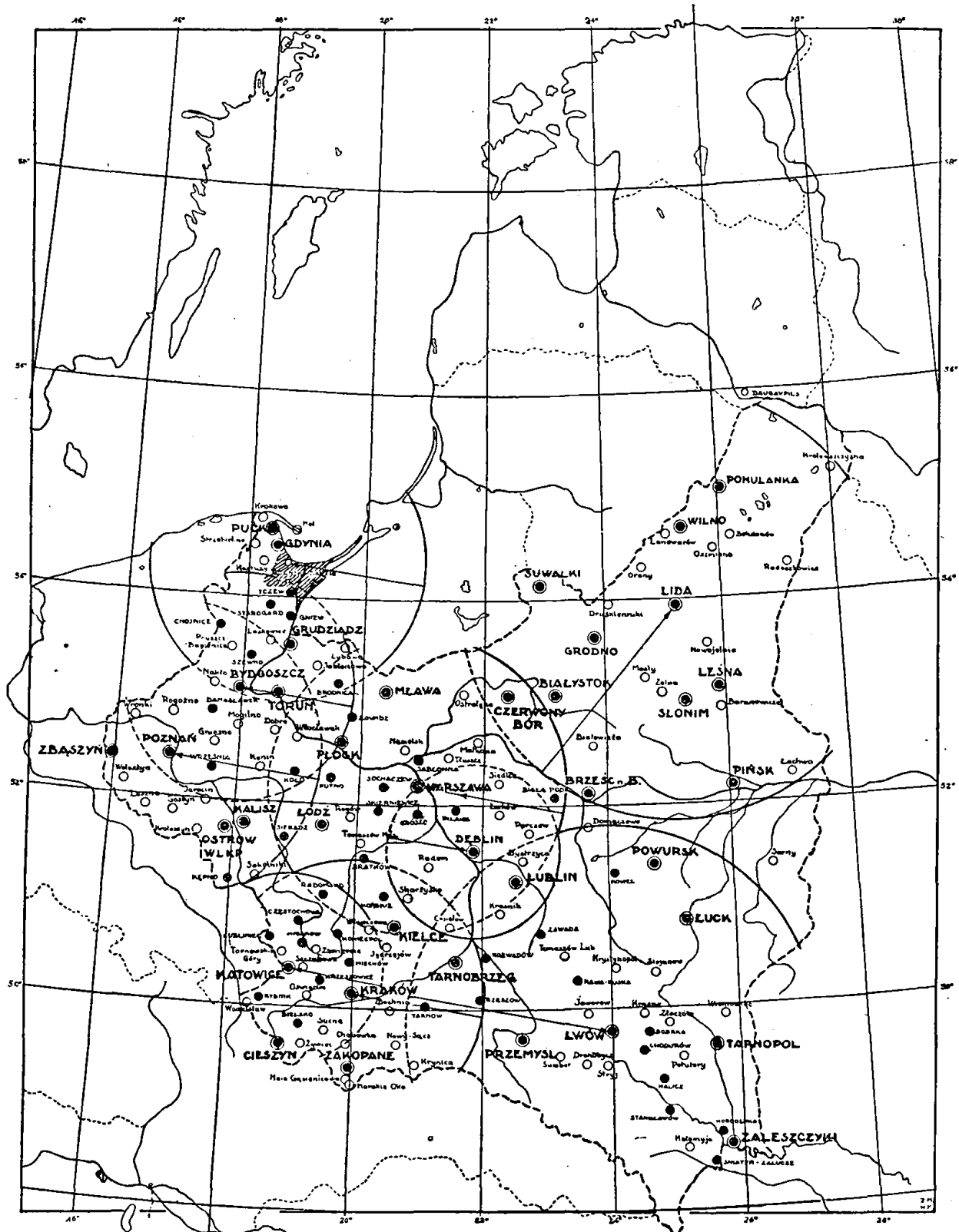
Annexes 3 and 4 herewith show the air routes in Poland and the lighthouses.

Annex 1.



**LEGENDE:** Terrains:   
**SIGNS USED:** Landing grounds:   
 O Militaires Military   
 O Mixed   
 ● Civils Civil   
 ⊙ Hydravions militaires Military seaplanes   
 ⊙ T.S.F. Wireless   
 F Fermés au public Closed to the public   
 D Poste avec douane Station with Customs   
 ⊙ en construction under construction

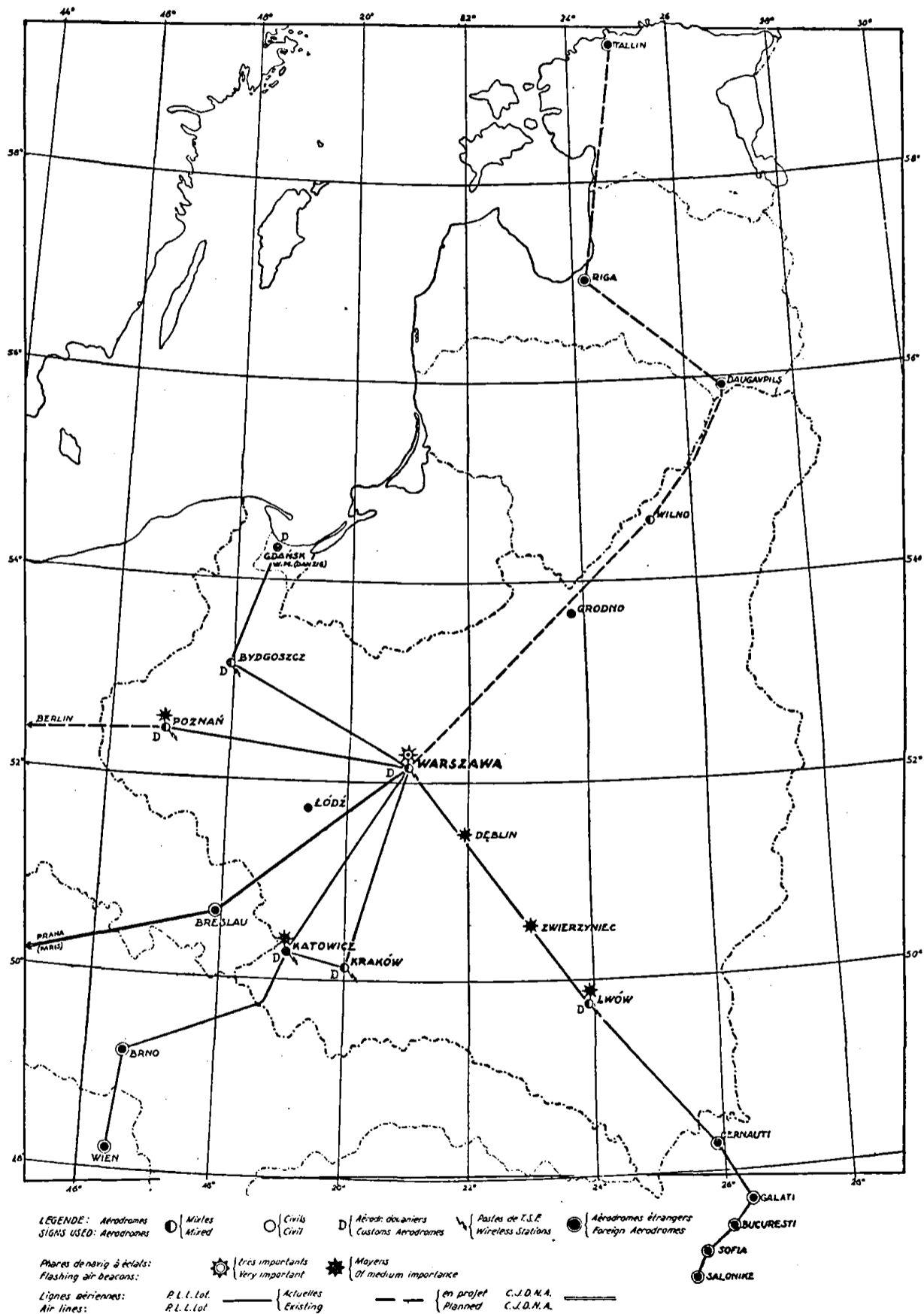
Annex 2.



LEGENDE:  
SIGNS USED:

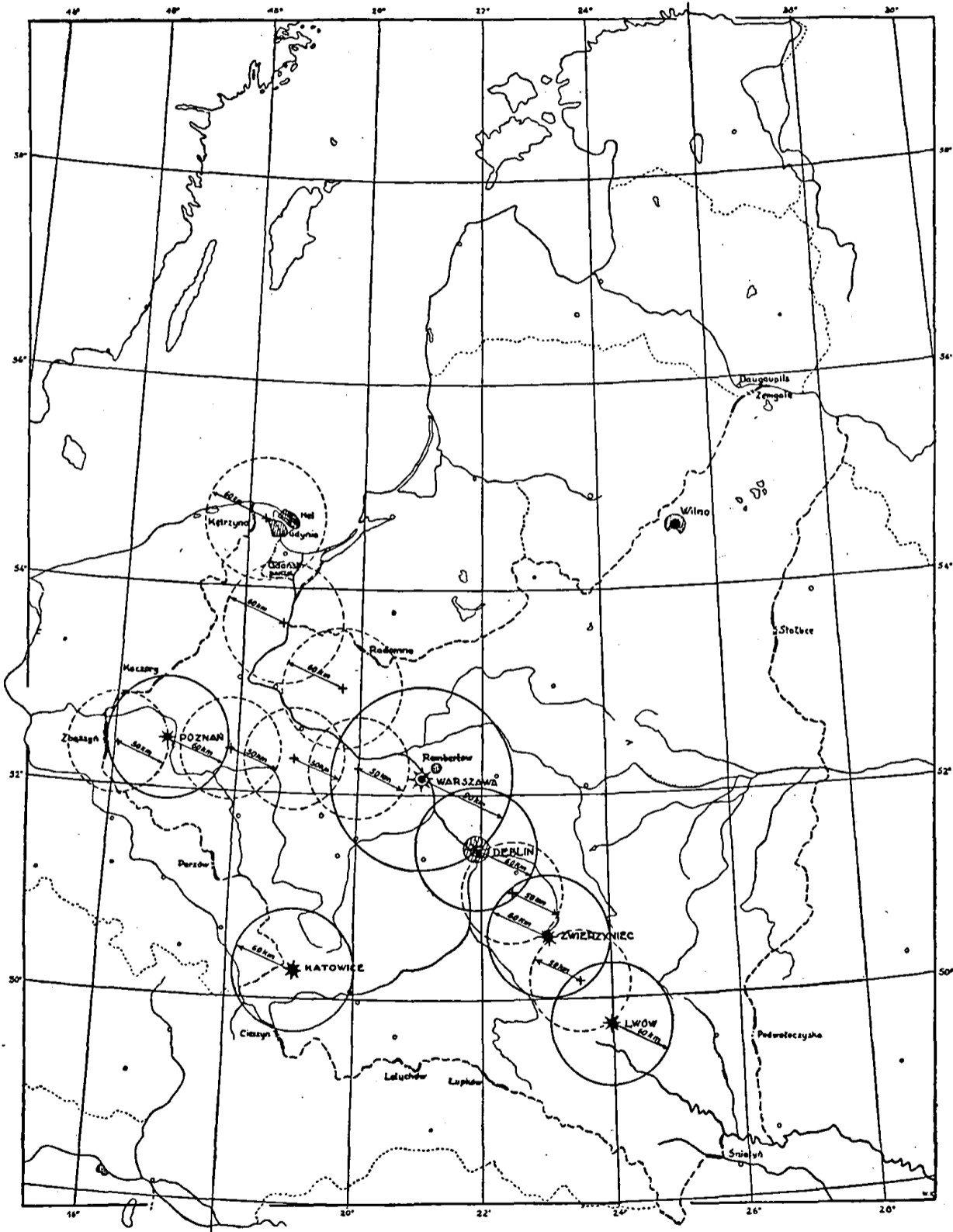
- |  |  |   |
|--|--|---|
| <ul style="list-style-type: none"> <li>● Postes météo très importants<br/>Meteorological stations of great importance</li> <li>○ Stations synoptiques<br/>Synoptic stations</li> </ul> | <ul style="list-style-type: none"> <li>● Postes météo moyens<br/>Meteorological stations of medium importance</li> <li>○ Postes météo de renseignements<br/>Meteorological information stations</li> </ul> | <ul style="list-style-type: none"> <li>○ Postes météo de petite importance<br/>Meteorological stations of small importance</li> <li>○ Postes d'observations<br/>Observation stations</li> </ul> |
|--|--|---|

**Annex 8.**





Annex 4.



LEGENDE: Phares de navigation à éclats:  
SIGNS USED: Flashing air beacons:

☼ (très importants)  
Very important

★ Moyens  
of medium importance  
+ en construction  
under construction

⊘ Zones interdites  
Prohibited Zones

↔ Zones de franchissement  
Crossing Points

### Roumanian Delegation.

April 5th, 1932.

1. Since 1929, civil aviation has been under the authority of the Ministry of Industry and Commerce, being dealt with by the "Civil Aviation and Air Navigation Service".

This service is under a director, and comprises :

(1) *A Central Administration* (air navigation service ; administrative service and technical service).

(2) *External Services* : The airports open for the use of public air traffic and an operating service entitled Roumanian Government operated air lines (LARES). The duties of the civil aviation and air navigation service are as follows :

(a) To direct, administer and supervise the central and external services of which it is made up (personnel, property, material and land) ;

(b) To centralise and study administrative, legislative and technical questions in connection with air navigation ;

(c) To study and prepare plans and to equip the general system of air lines. Study, direction and supervision of private aerodromes.

(d) To organise and maintain the services for the protection of air navigation ;

(e) To operate the air lines and the undertakings for the practical application of air locomotion belonging to the Government ;

(f) To draw up and supervise the execution of contracts between the Government and the undertakings holding concessions for air transport and other air activities, whether subsidised or not by the Government ;

(g) To enact laws and regulations regarding air traffic, and to control such traffic ;

(h) To study, prepare and carry out international agreements relating to air navigation ;

(i) To organise, direct and control civil air training ;

(j) Aviation propaganda ;

(k) To guide, encourage and control aviation for touring purposes, etc.

A bill is now before the Chamber of Deputies, on the proposal of the Ministers of War, of Industry and Commerce, and of Domains, which provides for the creation of an Under-Secretariat of State for the Air attached to the Ministry of War, to comprise military and civil aviation and the Central Meteorological Institute (at present under the Ministry of Domains).

2. The national air lines are at present operated by the Government civil aviation service, and specifically by the external organisation entitled Roumanian Government-operated lines (LARES).

As provided for in the law on public accountancy, the organisation of this undertaking comprises a central administration with its headquarters at Bucharest and operating centres in all the compulsory stopping-places of the air lines at present in existence or which may be set up in future.

The system of national air lines at present operated comprises :

(1) *The air line Bucharest - Galatz - Chisinau - Cernauti* three times a week ; public air transport of passengers, goods and mails.

(2) *The air line Bucharest - Constantza - Balciu* : daily ; transport of passengers, goods and mails. Only during the summer season (June 1st to September 15th).

(3) Apart from the lines just mentioned, the LARES service is authorised, on the basis of air agreements concluded with Poland, Czechoslovakia and Greece, with regard to the creation of regular air lines, to extend its operations beyond the frontiers on the following lines :

(a) Bucharest - Galatz - Cernauti - Lwów - Warsaw - Danzig ;

(b) Bucharest - Cluj - Užhorod - Košice - Bratislava - Brno - Prague ;

These lines will be operated under the conditions provided for in the agreements signed with the above-mentioned countries, and will begin to run as soon as all the necessary resources are available.

In principle, the lines mentioned above under (a) and (b) will be operated jointly with the air undertakings *Polskie Linje Lotnicze* (LOT) and *Ceskoslovenské Statní Aerolinie* (CSA), authorised to carry air transport in Roumania in the basis of the agreements concluded.

3. No national undertaking has yet operated any international air line.

On the basis of the agreements concluded with the Roumanian Government, the following foreign air undertakings are authorised to carry paying traffic between Roumania and other countries :

(a) *The Compagnie internationale de navigation aérienne* (CINA), a French joint-stock company with headquarters at Paris, operates the international air line Paris - Strasburg - Nuremberg - Prague - Vienna - Budapest - Belgrade - Bucharest - Istanbul : Daily service between Paris and Bucharest. Three times a week between Bucharest and Istanbul. Carries passengers, goods, baggage, mails and parcels.

In accordance with the agreement of January 11th, 1931, the stage Paris - Bucharest must be travelled in a single day ; the ground organisation of the stages Paris - Strasburg in France and Turnu - Severin - Bucharest in Roumania has been equipped for night flying.

(b) *The Polish Government undertaking, Polskie Linje Lotnicze* (LOT), limited liability company ; headquarters : Warsaw, operates on the basis of the agreement of May 9th, 1930, the international line Danzig - Warsaw - Lwów - Cernauti - Galatz - Bucharest - Sofia - Salonika. Three times weekly. Carries passengers, goods, baggage and mails.

(c) *Ceskoslovenské Statní Aerolinie* (CSA), Government undertaking ; headquarters : Václavské náměstí 72, Prague II, in accordance with the air agreement of June 20th, 1930, will begin this year to operate the international air line Prague - Brno - Bratislava - Košice - Užhorod - Cluj - Bucharest. Three times a week. Will carry passengers, goods, baggage and mails.

4. The organisations and private persons at present engaging in flying as a sport or for touring purposes in Roumania are the following :

(a) The Roumanian Association for Air Propaganda (ARPA) has created and maintains a civil pilots' school at the airports of Baneasa and Cernauti.

These schools possess 90 h.p. Messerschmidt sporting machines, and from 1930 up to the present have obtained 22 first-class air touring pilots' certificates and eight second-class certificates (international air touring certificates).

(b) The Ing. Mircea Cantacuzino, Roumanian association for the encouragement of air touring, has set up and maintains at the Baneasa airport a civil pilots' school which possesses Klemm-Daimler 20 h.p. sporting machines and, since 1928, has trained 18 pilots for first-class certificates and nine pilots for second-class certificates.

(c) There are at present six private persons owning aeroplanes of their own and practising flying for touring purposes.

5. Among the air transport undertakings, only the CINA receives an annual subsidy from the Roumanian Government, of not more than 8,000,000 lei.

This subsidy is paid to the company in the form of a kilometric bonus in proportion to the number of kilometres travelled in journeys regularly and completely carried out under the conditions of the above-mentioned agreement.

The tourist flying associations receive subsidies from the Roumanian Government in the form of grants for the purpose of school machines and various other advantages arising out of the fact that the schools are situated at the Government airports (free garaging for machines, reduced rates for repairs in the Government workshops, exemption from landing-fees, reductions on fuel, exemption from customs taxes, etc.).

Since the creation of the Civil Aviation Service (January 1st, 1930), the following sums have been granted for these purposes from the State budget : in 1930, 1,098,000 lei ; in 1931, 500,000 lei. For the current year, a sum of 400,000 lei is proposed.

The only advantages enjoyed by private persons owning aeroplanes are those of being allowed to keep their machines in the hangars belonging to the Government and of paying reduced rates for repairs and fuel.

6. For the transmission of the meteorological telegrams necessary for the protection of air navigation and for telegrams concerning air traffic and circulation, the Civil Aviation Service has created a series of wireless stations at intervals along the air lines in operation.

At present eight wireless stations are in operation in Roumania.

These stations transmit and receive meteorological and traffic telegrams according to a time-table based on the departures and arrivals of aeroplanes on regular services, as well as any other communications relating to air traffic outside the time-table.

7. The meteorological protection of air navigation in Roumania is ensured by a series of meteorological visual observation posts (without apparatus) and by several meteorological stations supplied with apparatus for air soundings.

*Means of Transmission.* — The visual meteorological posts transmit their observations by telephone to the wireless stations, which centralise them and retransmit them.

*Codes.* — Meteorological communications are made by means of telegrams in code. The code used is that adopted by the International Meteorological Congress of Copenhagen in September, 1929.

*Time-tables.* — The meteorological observations are taken in relation to the air lines in operation, and are transmitted one hour before the aeroplane's departure from the airport.

*Protected Zones.* — The meteorological posts are established in such a way as to ensure the protection of air navigation on the following lines :

Bucharest - Belgrade,  
 Bucharest - Sofia,  
 Bucharest - Istambul,  
 Bucharest - Galatz - Cernauti,  
 Bucharest - Galatz - Chisinau - Cernauti,  
 Bucharest - Cluj - Satu - Mare,  
 Bucharest - T. Severin - Arad,  
 Bucharest - Constantza.

8. (a) The length of the national air lines operated by LARES was 1,000 kilometres in 1931.

(a1) The length of air lines provided with beacons and equipped for night flying is 280 kilometres (Bucharest - T. Severin).

(b) Airports open for public air traffic :

Bucharest-Baneasa . . . . . Lat. 48°15' N. Long. 25°56' E.  
 Galatz . . . . . Lat. 45°27' N. Long. 28°01' E.  
 Chisinau . . . . . Lat. 47°03' N. Long. 28°07' E.  
 Cernauti . . . . . Lat. 48°15' N. Long. 25°56' E.  
 T. Severin (emergency) . . . . . Lat. 44°39' N. Long. 22°38' E.

Customs airports : Baneasa, Galatz, Cernauti.

Airports under construction :

Cluj . . . . . Lat. 46°38' N. Long. 23°20' E.  
 Balcic . . . . . Lat. 43°27' N. Long. 28°12' E.  
 Arad . . . . . Lat. 46°12' N. Long. 21°16' E.  
 Constantza . . . . . Lat. 44°08' N. Long. 28°37' E.

(b1) Airports equipped for night flying : Only Bucharest - Baneasa (preliminary announcement).

(c) Number of kilometres flown : During 1931, 105,875 kilometres were flown by the aeroplanes of the LARES service.

(d) Number of passengers carried (regular services) : During 1931, 728 passengers were carried by the air service of the LARES.

(e) Mails and parcels carried : Parcels amounting to 1,642 kilogrammes.

See annexed map.

Annex.

PARTICULARS FOR THE COMPILATION, IF DESIRED, OF STATISTICS OF NON-MILITARY FLYING EFFECTIVES AND OF PUBLIC FUNDS AT THEIR DISPOSAL.

I. NON-MILITARY FLYING EFFECTIVES IN ROUMANIA IN 1931.

A. Commercial Aircraft :

1. Aeroplanes and seaplanes with 4 seats or more :

Type	Nominal h.p.	Passenger seats	Useful load allowed (Kilogr.)	Goods load allowed (Kilogr.)	Capacity of normal tanks	Volume of compartments assigned to normal load	Date put into service
Aeroplane Junkers F. 13 . . .	280	4	800	420	360 l.	1 m <sup>3</sup>	1 in 1929 2 in 1931
Aeroplane Avia B. H. 25 . .	420	5	1,020	440	440 l.	1.007 m <sup>3</sup>	1928
Farman Goliath bi-motor . .	730	12	2,600	1,000	700 l.	2 m <sup>3</sup>	1928

2. Dirigibles : None.
3. Aeroplanes or seaplanes with 1 to 3 seats : None.
4. Aeroplanes or seaplanes assigned to special purposes and fitted with permanent equipment : 1 Messerschmidt aeroplane, type 18B, Siemens-Halske, 90 h.p., 2 Messerschmidt aeroplanes, type 12, 108/125 h.p. Walter engine, both adapted and equipped for air photography.

B. *Private Aircraft :*

- 8 touring aeroplanes, Messerschmidt 23 B two-seater, 90-h.p. Siemens-Halske engine.
- 3 touring aeroplanes, Klemm 23 B two-seater, Daimler 25-h.p. engine.
- 3 touring aeroplanes, De Havilland Moth two-seater, Gipsy D II I 85 h.p.
- 1 touring aeroplane, De Havilland Puss Moth two-seater, D H III 105 h.p.
- 1 touring aeroplane, Caproni two-seater, Gipsy D H 85 h.p.
- 1 touring aeroplane, S.E.T. (Roumanian manufacture), Salmson 9 Ab 230-h.p. engine.
- 2 touring aeroplanes, Farman four-seater, 190 Gnome engine and Rohne Titan 230 h.p.
- 1 touring aeroplane, Emsko three-seater, Pratt and Whitney Wasp 450-h.p. engine.

C. *Non-Military Aircraft at the Disposal of the Government or of Official Services :* None.

II. EXPENDITURE FROM PUBLIC FUNDS ON NON-MILITARY FLYING.

The questions under A, B and C below have been dealt with in the replies to the questionnaire.

The funds assigned to commercial and private aviation out of the State budget amount to 36,219,032 lei for 1931. This sum was divided as follows :

Government Civil Aviation Service:	Lei
Personnel . . . . .	12,216,232
Material and miscellaneous expenditure for the operation of Government airports and air lines . . . . .	18,502,800
Subsidy to CINA . . . . .	5,000,000
Subsidies to private aviation . . . . .	500,000



A SAISON D'ÉTÉ.  
 1950.

Siamese Delegation.

April 27th, 1932.

1. Civil aviation in Siam is under joint control of the Ministry of Defence and the Ministry of Commerce and Communications. By virtue of the law on aerial navigation, B.E. 2465, the Ministry of Defence has charge and control of civil aviation only in so far as its technique is concerned, such as the issuance of certificates of airworthiness and the licensing of personnel, etc., while the Ministry of Commerce and Communications controls civil aviation on its commercial side.

Private civil flights over Siamese territory may be carried out only after a previous authorisation has been obtained from the Ministry of Defence. As regards air-navigation lines, under the Act for the Control of Commercial Undertakings affecting the Public Safety or Welfare, B.E. 2471 (1928), no person may create and operate air lines over Siamese territory unless a Royal sanction or a concession has previously been obtained. Concessions embodying all the necessary conditions to be complied with by the company operating air lines in Siam are issued by the Ministry of Commerce and Communications.

2. The only company operating national air lines is the Aerial Transport Company of Siam, Ltd. It carries mail, passengers and goods. The line over which it is authorised to operate extends across the country from the Burmese frontier to the Indo-Chinese frontier in the north. It also operates local services in the north-eastern provinces.

3. None.

4. At present no flying club exists in Siam. There is only one private person who practises flying as a sport.

5. Neither the person above referred to nor the Aerial Transport Company of Siam, Ltd., is in receipt of a Government subsidy. The Aerial Transport Company is, however, under contract with the Government to carry mails for the Post and Telegraph Department.

6. There are two goniometric wireless stations, one at Laksi, near Bangkok, and the other at Pitsanuloke, which are in constant touch with flying aeroplanes. The stations are managed by the radio section of the Post and Telegraph Department.

7. The meteorological stations are under the control of the Ministry of Lands and Agriculture. In connection with civil aviation, such stations keep in touch with the Bangkok wireless station, which, in turn, broadcasts weather conditions daily at 13 o'clock. The above-mentioned wireless stations pick up this information and supply it to the planes when required.

8. *Statistical particulars :*

(a) Length of the air lines (in kilometres) : 620.

(a1) Length of air lines equipped for night flying : None.

(b) Number of airports : At present, there are three Customs aerodromes at Donmuang, Songkhla and Chiangmai, and another Customs aerodrome will shortly be opened at Nagor Panom. There are also landing grounds which are not Customs aerodromes and of which two have been completed — viz., at Korat and Pitsanuloke — while the others are still under construction. Among these, however, only one aerodrome (Donmuang) is provided with hangars and repair and other facilities.

(b1) Number of airports equipped for night flying : None.

(c) Number of kilometres flown : 69,425.

(d) Number of passengers carried (regular services) : 65.

(e) Mail and packages carried (in kilogrammes) : The total weight of mails and packages carried during the first three months of 1931 is 4,805,490 kilogrammes, there being no separate statistical particulars of mails and packages. For the next nine months, the statistical particulars of mails and packages carried are : mails 8,308,458 kilogrammes ; packages, 836,847 kilogrammes.

The proportions between the total receipts of the A.B.A. and the subsidies received have been as follows :

*Subsidies as a percentage of total receipts.*

1926	1927	1928	1929	1930	1931
53	49	44	44	41	38

(b) The Royal Aero Club and the Air Association receive no Government subsidies.

6. The wireless service is provided exclusively by the Telegraph Administration, which receives a special budget appropriation for the needs of civil aviation.

7. The meteorological service is provided by the Meteorological and Hydrographic Institute of the State, which receives special budget appropriations for the needs of aviation.

8. (a) The distance from Stockholm to Helsingfors is 415 kilometres; that from Malmö to Amsterdam; 697 kilometres, and the total distance covered by the aeroplanes of the postal service, 1,073 kilometres (Gothemburg, Malmö, Copenhagen, Hanover, Amsterdam).

(a1) Of the national air lines, only the Gothemburg-Malmö line is equipped for night flying.

(b) The number of airports is three — viz., the Lindarängen naval airport at Stockholm, the land and naval airport of Torslanda near Gothemburg, and the Bulltofta airport at Malmö.

(b1) Of these airports, two are equipped provisionally for night flying.

(c-e) Statistical particulars :

*A.B.A.*

	No. of km. flown	Paying passengers	Paying passenger-km.	Baggage kg.	Goods kg.	Mail kg.
1930 . . . . .	217,604	2,248	1,073,536	41,066	31,768	49,363
1931 . . . . .	—	1,791	807,429	29,911	—	—

*Undertakings operated jointly.*

	No. of km. flown	Paying passengers	Paying passenger-km.	Baggage kg.	Goods kg.	Mail kg.
1930 . . . . .	—	2,463	1,142,195	43,524	56,865	54,463
1931 . . . . .	—	4,230	1,901,590	72,452	—	—



### Swiss Delegation.

Lausanne, April 2nd, 1932.

1. Civil aviation is under the *Federal Council* (Order of January 27th, 1920, Article 4).

By an Order dated August 3rd, 1923, the Federal Council delegated to the Department of Posts and Railways some of its powers in this connection (issuing of police regulations).

The Federal Council exercises its powers as a supervising authority through the *Federal Air Office* set up under paragraph 3 of Article 4 of the Order of January 27th, 1920 ; this office is attached to the Department of Posts and Railways.

The Air Office is at present organised as follows :

(a) *Director*. — Supervision and control of the work of the various departments of the Air Office. Representation of the office abroad. Safeguarding of the general interests of Switzerland as regards the development of air traffic.

(b) *Technical Service*. — Preliminary inspection and periodical inspection of machines in service. Supervision of aircraft construction. All technical questions connected with safety in the air : wireless, meteorology, etc.

(c) *Air Police Service*. — Supervision of the air personnel (pilots' licences, instruction), special flying permits (foreign pilots, meetings, aerial advertisements, etc.), detection of breaches of the air regulations. Drafting and distribution of safety warnings. Statistics.

(d) *Administrative Service*. — Preparation of air legislation for Switzerland and preparation for the adoption of international conventions. Study of public and private air law. Information. Administrative supervision of private *state-aided* undertakings.

2. Apart from foreign undertakings operating autonomously or in collaboration with Swiss companies, we will only mention the following Swiss undertakings. These are :

Swissair, Swiss air navigation company, Walcheplatz, 19, Zurich ;  
Alpar, co-operative society, Berne-Belpmoos aerodrome ;  
Otschweizerische Aerogesellschaft, co-operative society, St. Gall.

The two latter companies only operate domestic lines (connections, improvement of postal communication, at any rate as regards the two towns of Chaux-de-Fonds — Alpar and St. Gall — Otschweizerische Aerogesellschaft).

With certain exceptions that are, so far, of no great importance, the Swiss system only operates in summer. The "season" properly so called runs from May 1st to October 31st ; but certain services are stopped before October 31st.

The operation of a line in summer involves the running of a daily service, Sundays excepted, there being one journey in each direction unless interrupted by *force majeure* (very bad weather, absence of available machine ; regularity in 1931 : 97 per cent). In practice, there are several journeys per day on certain routes, because they form part of several lines.

#### *Alpar Lines :*

Basle - Berne - Lausanne - Geneva (in 1931 and 1932) ;  
Berne - Bienne - Basle (in 1931 and 1932) ;  
Geneva - Lausanne - Chaux-de-Fonds - Basle (in 1931 and 1932) ;  
Berne - Lausanne (in 1932).

#### *Otschweizerische Aerogesellschaft :*

Basle - St. Gall - Zurich (in 1931 and 1932).

#### *Swissair Domestic Line :*

Lucerne - Zurich (operates for a few weeks only).

3. The Swissair alone operates systems outside Swiss territory. For 1932, it operates the following systems :

Geneva - Basle - Mannheim - Frankfort - Cologne - Essen - Amsterdam.  
Geneva - Berne - Zurich - Munich - Vienna.  
Zurich - Stuttgart - Halle - Berlin.  
Zurich - Basle - Paris (London).  
Geneva - Paris (London).  
Basle - Cherbourg or Le Havre (purely postal).

All these lines are operated jointly by the Swissair and a foreign company. The Basle-Zurich - Munich - Prague connection, which operated in 1930 and 1931, will not do so in 1932.

4. *Touring Aviation.* — Touring flights are made for profit by the three companies mentioned above (Swissair, Alpar and Ostschweizerische Aerogesellschaft) and by the following companies :

Borner-Geneva-Air-Express, Geneva ;  
Aviatik beider Basel, Basle-Birsfelden.

Further, the sections of the Swiss Aero Club which have the necessary machines (*i.e.*, almost all sections) provide flying facilities for their members in return for partial or full payment of the cost.

*Pleasure Aviation.* — Of the 82 machines registered in Switzerland on January 1st, 1932, 55 were approved for pleasure or private touring only. Of the 186 pilots' licences at present granted, 156 were for pilots of categories I or II, who may not undertake any commercial transport. In other words, there are 156 civil pilots who practise pleasure flying (or private touring if they come under category II).

5. By "Government" are here meant three classes of public bodies: the Confederation, cantons and towns.

In the grants made by the Confederation, a distinction must be made between subsidies properly so called and payment for postal services. The latter payment has hitherto been made in the form of indirect subsidies. It will gradually cease to represent a subsidy and will become merely a payment for services rendered.

The post office is free to choose the lines it intends to use or subsidise, its criterion being utility for postal transport. It does not reserve its assistance for Swiss undertakings or for international traffic.

Actual subsidies by the Confederation are, however, granted, as bonuses for regularity, only to Swiss undertakings operating international lines of general interest. In practice, they are therefore given only to the Swissair.

As regards cantons and towns, they subsidise national or international lines and the Swiss or foreign undertakings whose activities are, in their opinion, of local or regional interest.

The amount of the subsidies depends on budgetary possibilities. In no case are they intended to ensure a profit for the operating company; if the company makes a profit, it keeps it; but the subsidy is reduced the following year. Subsidies are only intended to cover a deficit; they are only granted if the company is reasonably well managed.

No subsidies are given directly to private individuals or for facilitating the purchase of machines. A certain sum is devoted to *instruction premiums* paid to sections of the Swiss Aero Club which devote their efforts to training pleasure pilots.

6. Since the beginning of 1931, the air wireless service has been organised with its centre at Zurich. The Zurich central station communicates by wire and by "ticker" with the aerodromes. The latter communicate similarly with one another, so that wireless between ground stations is used only for communications with abroad, and only in so far as the foreign station has not a cable connection with Switzerland. Besides the central station, Dubendorf, Geneva and Basle have aircraft communication stations (meteorological and directional messages). Lausanne has a reserve station which normally does not operate.

7. The meteorological service is also centralised as far as may be; this is possible, thanks to cable communications (see under No. 6). The air meteorological service is organised by the Swiss central meteorological station at Zurich. This station keeps a specially trained professional meteorologist at each of the first-class Customs aerodromes (Basle, Zurich, Geneva).

8. (a) The total length of the air lines of Swiss companies in 1931, including foreign routes, was 5,079 kilometres. It will also be about 5,000 kilometres in 1932.

(a1) Nil.

(b) Six Customs aerodromes, together with two aerodromes for domestic traffic by land planes without permanent staff (Bienne, La Chaux-de-Fonds).

The following emergency landing-grounds must also be mentioned :

Aarau, Bellinzona, Bex, Bière, Bulle, Coire, Colombier-Planeyse, Delémont, Frauenfeld, Hilfikon, Lucerne-Horw, Olten, Payerne, Porrentruy, Spreitenbach, St. Gall-Winkeln, Thun, Granges-Soleure, Gland, Courtelary (the last three have not been finally approved).

(b1) Five.

(c) On lines operated by Swiss companies 919,400 kilometres.

(d) On lines operated by Swiss companies 12,895 passengers.

(e) On lines operated by Swiss companies 131,083 kilogrammes of mail; 182,163 kilogrammes of packages; 222,444 kilogrammes of chargeable luggage.

**Czechoslovak Delegation.**

April 20th, 1932.

1. Civil aviation is placed under the authority of the Ministry of Public Works, Prague.

It is administered by Section III B of the Ministry of Public Works. This section consists of four bureaux :

(13 a) Deals with technical and administrative questions concerning air lines, questions relating to air undertakings and subsidies ; air regulations, prohibited zones and frontier passages ; maps, meteorology ; propaganda ; international air conventions ;

(13 b) Questions relating to tests of machines and engines ; inspection of air park ; pilots' examinations ; flying instruction and training ; supervision of machines and pilots ;

(14 a) Questions relating to working and maintenance of aerodromes ; signals (wireless telephony and telegraphy, aeriels, direction-finding) ; preparation of the air budget ;

(14 b) New aerodromes and buildings connected therewith.

The supervision of civil aviation is carried out by the Ministry of Public Works.

2. The national air lines are operated by Čs. státní Aérolinie, Prague, Čs. letecká společnost, Prague. Their organisation :

(a) The Čs. státní Aérolinie is managed by the Ministry of Public Works. The budget of the Company is included in the general budget of the Ministry of Public Works.

(b) The Čs. letecká společnost is a private undertaking, managed by its own directors.

3. The undertakings operating air lines outside the national territory are : Čs. státní Aerolinie and Čs. letecká společnost.

4. The organisations and private persons practising flying as a sport or for tourist purposes are : Aero Club of the Czechoslovak Republic, Prague ; Moravsko-Slezský Aero Club, Brno ; Východočeský Aero Club, Pardubice ; Slovenský Aero Club, Bratislava ; Západočeský Aero Club, Plzeň ; Masarykova Letecká Liga, Prague ; Association of German Flyers, Prague.

5. Subsidies : The Čs. státní Aerolinie is a State undertaking ; the Čs. letecká společnost is subsidised according to the number of kilometres flown.

The organisations mentioned in paragraph 4 receive a subsidy from the Ministry of Public Works in accordance with their activity in flying as a sport and with the sums available in the budget.

6. The wireless service is organised by the Ministry of Public Works and is operated by officials of the Ministry of Posts and Telegraphs.

7. The meteorological service is organised by the Ministry of Public Works and is operated by officials of the State Meteorological Institute, Prague.

8. Statistical particulars (for 1931) :

(a) Length of air lines : 3,555 km.

(a1) Length of air lines equipped for night-flying : 468 km.

(b) Number of airports : 7.

(c) Number of kilometres flown : 1,062,090 km.

(d) Number of passengers carried : 12,303 (regular services).

(e) Mail and packages carried : 438,688 kg.

## Union of Soviet Socialist Republics Delegation.

[*Translation.*]

May 9th, 1932.

Civil aviation in the Union of Soviet Socialist Republics is placed under the General Directorate of the Civil Air Fleet, known as the "Aeroflot". The law of February 26th, 1932, provides that this Directorate shall be placed directly under the Union of Soviet Socialist Republics Council of the People's Commissars, which shall appoint the chief and deputy chief. The same law assigns to the Aeroflot the duty of organising the following units, which are run independently — the four aviation trusts dealing with air transport, construction, repairs and supplies and equipment. The Union of Soviet Socialist Republics Association for the Campaign against Animals and Insects harmful to Agriculture and Forestry also has its own air-park. Another State undertaking, the "Gosaerofotosiemka", takes photographs from the air at the request of various economic organisations.

The law of February 26th, 1932, provides for the formation of a service to supervise the technical exploitation of air material employed by the various civil departments or organisations. This supervisory service forms part of the Aeroflot which, under this same law, controls all civil aviation activities. Another document, the Union of Soviet Socialist Republics Draft Air Code, which will be promulgated shortly, provides that all civil aircraft in the Union of Soviet Socialist Republics must be entered in the aircraft register kept by the Aeroflot, a few exceptions being made, however, in favour of foreign aircraft engaged in international air navigation.

The air lines of the Union of Soviet Socialist Republics are controlled by administrations which are grouped in an operating trust.

The international lines of the Union of Soviet Socialist Republics are also controlled by administrations grouped in an operating trust.

International services are run between the following places : Moscow-Berlin, Leningrad-Koenigsberg, Baku-Pahlevi, Tashkent-Kabul, Verkhne-Oudinsk-Oulan-Bator.

The national and international lines are enumerated in Table 1.

The Baku-Pahlevi line is run under a concession contract for an unlimited period concluded with the German Junkers-Dessau company. The Moscow-Berlin and Leningrad-Koenigsberg lines are run by the Soviet-German company "Deruluft" under a concession contract now in process of revision, concluded between the Union of Soviet Socialist Republics Government and the German "Luft-Hansa" company. The paid-up capital of the Deruluft is 1,350,000 German marks, which has been contributed in equal shares by each of the parties. Subsidies are paid to the Deruluft by the Aeroflot and the Luft-Hansa. The capital of the Deruluft is to be increased up to 2,700,000 marks. The Board of Directors consists of an equal number of Soviet and German members. This also applies to the material and personnel — one-half is Soviet, the other half German. The service runs six times a week from May 1st to October 31st. The new contract provides for the running of the Moscow-Berlin line all the year round.

The Union of Soviet Socialist Republics Draft Air Code provides that aircraft may be owned by the Aeroflot and its undertakings, other organisations or undertakings and by private individuals. Thus, the Statutes of the "Ossoaviakhim" Company of the Union of Soviet Socialist Republics, dated October 6th, 1930, provide in paragraph 3, sub-section (e) that the "Ossoaviakhim" Company ". . . shall organise air clubs, shall conduct propaganda in favour of flying as a sport and shall direct this; it shall undertake flights for purposes of propaganda, prospecting, records and other purposes". The "Ossoaviakhim" Company does not receive any subsidy from the Government.

The civil aviation wireless service is in the hands of the local administrations of the Aeroflot lines, which possess permanent wireless stations.

The civil aviation hydro-meteorological service is directed by the "Central Weather Office", which is under the Hydro-Meteorological Committee attached to the People's Commissariat for Agriculture of the Union of Soviet Socialist Republics. The local organisations of the Central Weather Office are the "Weather Announcement Offices". At the request of the civil aviation organisations, information is also given by the meteorological stations and look-out posts.

Statistical particulars of civil aviation in the Union of Soviet Socialist Republics are given in Table 2 annexed to this document.

There are no regulations in the Union of Soviet Socialist Republics providing for the publication of particulars of the civil air fleet. These are published from time to time.

TABLE 1. — LIST OF CIVIL AIR LINES OF THE UNION OF SOVIET SOCIALIST REPUBLICS IN 1931.

Name of line	Length of line (kilometres)
1. Moscow - Irkutsk . . . . .	4,700
2. Moscow - Tiflis . . . . .	3,025
3. Moscow - Tashkent - Kabul <sup>1</sup> . . . . .	4,179
4. Moscow - Bobriki . . . . .	200
5. Moscow - Leningrad . . . . .	650
6. Sverdlovsk - Magnitogorsk . . . . .	485
7. Termes - Stalinabad . . . . .	210
8. Tashkent - Alma - Ata . . . . .	813
9. Tashkent - Tchardjui . . . . .	630
10. Stalinabad - Kuliab . . . . .	180
11. Stalinabad - Garm . . . . .	170
12. Tchardjui - Tachause . . . . .	469
13. Novo - Ourgentch - Tourtkoul . . . . .	74
14. Tashkent - Oche . . . . .	448
15. Alma - Ata - Djarkent . . . . .	300
16. Alma - Ata - Semipalatinsk . . . . .	1,100
17. Semipalatinsk - Kustanai . . . . .	1,400
18. Sergiopol - Bakhty . . . . .	254
19. Semipalatinsk - Ridder . . . . .	230
20. Novosibirsk - Kouznetzk . . . . .	450
21. Irkutsk - Iakutsk . . . . .	2,706
22. Vitim - Bodaibo . . . . .	288
23. Verkhneudinsk - Oulan - Bator <sup>1</sup> . . . . .	540
24. Khabarovsk - Okhé on Sakhalin Island . . . . .	1,180
25. Mariinsk - Alexandrovsk on Sakhalin Island . . . . .	280
26. Archangel - Syktyvkar . . . . .	1,000
27. Rostov - Sotchi . . . . .	455
28. Lugansk - Chakhty . . . . .	75
29. Kharkov - Derdiansk . . . . .	240
30. Kharkov - Odessa . . . . .	625
31. Baku - Pahlevi <sup>1</sup> . . . . .	390
Total . . . . .	27,746

TABLE 2. — PARTICULARS OF THE OPERATION OF CIVIL AIR LINES IN THE UNION OF SOVIET SOCIALIST REPUBLICS IN 1931.

Item	Air lines operated by the U.S.S.R.	Air lines operated by the Deruluft	Air lines operated by the U.S.S.R. and the Deruluft combined
Length of air lines in kilometres . . . . .	27,746	2,728	30,474
Number of kilometres flown . . . . .	5,241,073	903,200	6,144,273
Number of passengers carried . . . . .	18,984	3,658	22,642
Passengers per kilometre . . . . .	11,991,086	2,078,851	14,069,937
Baggage and freight carried (in kilogrammes)	228,314	87,524	315,837
Tons per kilometre for baggage and freight . . . . .	148,402	58,351	206,753
Mail (in kilogrammes) . . . . .	324,214	29,057	353,271
Tons per kilometre for mail . . . . .	242,125	20,699	262,824
Total weight (passengers, freight, mail) in kilogrammes . . . . .	1,881,408	372,640	2,254,048
Total tons per kilometre . . . . .	1,293,479	244,707	1,538,186

*Campaign against Insects and Animals harmful to Agriculture and Forestry.*

1. Number of flights . . . . . 10,870
2. Kilometres flown . . . . . 340,200
3. Number of hectares disinfected . . . . . 245,079

*Flights for the Taking of Photographs*

1. Number of flights . . . . . 995
2. Number of kilometres flown . . . . . 372,078
3. Area photographed (in square kilometres) . . . . . 103,201

*Exploitation Service (Seal-hunting in the Kara Sea, etc.).*

1. Number of flights . . . . . 318
2. Number of kilometres flown . . . . . 127,476

<sup>1</sup> International lines.

Venezuelan Delegation.

Geneva, April 4th, 1932.

1. Civil Aviation is placed under the authority of the Ministry of *Fomento* (of National Development). This department comprises the following branches: mines, national and international posts, telegraphs and telephones, immigration and colonisation, national statistics, commerce, banks and air navigation for civil and commercial purposes. To carry on these services it possesses three bureaux under its direct authority, one of them being the Directorate of Statistics and Communications, under which is civil aviation.

The Ministry of National Development checks the papers of aircraft and their crews; it studies and decides on the advisability of subsidising existing or proposed air lines; it decides upon the acceptance in Venezuela of foreign air navigation certificates and grants or refuses applications for permission to carry and utilise photographic, topographical and cinematographic apparatus on board aircraft; it approves tariffs, prices, insurances, guarantees and rights in connection with public air navigation services and performs other functions stipulated in the law on aviation.

2. There are no Venezuelan civil aviation undertakings. The postal and passenger air service, both home and foreign, is at present carried on by three foreign companies, the Compagnie Générale Aéropostale, with headquarters at Paris, the Pan-American Airways, Inc., with headquarters at New York, and the "Sociedad Colombo-Alemana de Transportes Aéreos (Scadta)":

The Compagnie Générale Aéropostale carries on the following services:

*On Tuesdays*: Line Maracay - Coro - Maracaibo and *vice versa*, in Venezuelan territory;

*On Thursdays*: Line Maracay - Ciudad Bolivar - Guasipati - Tumeremo, and *vice versa* in Venezuelan territory.

Services of the Pan-American Airways, Inc.

*On Tuesdays*: Line Maiquetia - Cristobal - Colon - Maturin, inland service; and international service from Trinidad and the other Greater and Lesser Antilles, United States, Canada and Europe (via New York).

*On Tuesdays and Saturdays*: Line Maiquetia - Maracaibo, inland service; and international service with the South American Pacific countries, Central America, Mexico, United States, Canada and Europe (via New York).

*On Thursdays*: Line Maiquetia - Maturin - Cristobal - Colon, inland service; and international service with Trinidad and the South American Atlantic Republics.

The "Sociedad Colombo-Alemana de Transportes Aéreos (Scadta)", runs a service between Venezuela, Colombia, Panama, El Ecuador and Curaçao, by means of a direct aerial connection between the aerial route established by the Scadta in those countries and the Venezuelan city of Maracaibo.

The airships of the Scadta can pursue the following routes:

1. From Barranquilla to Maracaibo and *vice versa*.
2. From the port of El Banco on the River Magdalena to the port of Encontrados on the River Catatumbo and thence to Maracaibo, and *vice versa*, with a facultative landing at Encontrados.
3. From Cúcuta to Maracaibo and *vice versa*, with facultative landing at Encontrados.
4. From Maracaibo to Curaçao and *vice versa*.

*Note.* — The oil companies, Standard Oil Company of Venezuela, Caribbean Petroleum Company, Colon Development Company, Ltd., and Venezuelan Petroleum Company employ, with the Government's permission, in Venezuelan territory exclusively, aeroplanes for the transport of their directors and employees and for taking air photographs of the areas in which their respective concessions are situated.

3. The foreign companies mentioned above.

4. There are no organisations nor private persons practising flying as a sport or for touring purposes.

5. No subsidies.

6. In Venezuela there is one principal wireless station and seven secondary stations — *viz.*:

Central Station:

MARACAY.

*Position*: Longitude: meridian of Caracas, 0° 40' 18" W.; latitude: 10° 15' 17" N.

Waves 15/60 m., power 20 kw. at the aerial, with four aerials directed towards New York and Berlin. Receiver in connection with four aerials. Receives radiograms from all parts of the world and also transmits them all over the world. Permits of telephonic communications with the U.S.A. and Europe. Made by Telefunken.

Secondary Stations :

CARACAS.

*Position* : Longitude : 66° 55' 49" W. of Greenwich ; latitude : 10° 30' 24" N.  
Wave 1,200 m., power 2 kw. For telegraphy. Made by Radio Corporation of America. Inland service and communication with Curaçao.

MAIQUETIA.

*Position* : Longitude : meridian of Caracas, 0° 1' 45" W. ; latitude : 10° 37' 38" N.

Wave 600/3,600 m., power 3 kw. For telegraphy and telephone. Made by Telefunken. Inland service and communication with Curaçao and ships at sea.

PUERTO CABELLO.

*Position* : Longitude : meridian of Caracas, 1° 5' 12" W. ; latitude : 10° 32' 15" N.

Wave 600/3,600 m., power 3 kw. For telegraphy. Made by Radio Corporation of America. Inland service and communication with ships at sea.

SAN CRISTOBAL.

*Position* : Longitude : meridian of Caracas, 5° 18' 41" W. ; latitude : 10° 32' 15" N.

Wave 28 m., power 200 w. For telegraphy. Made by Radio Corporation of America. Inland service.

MARACAIBO.

*Position* : Longitude : meridian of Caracas, 4° 40' 47" W. ; latitude : 10° 38' 32" N.

Wave 28 m., power 1 kw. For telegraphy. Communication with New York.

Wave 2,800 m., power 3 kw. For telegraphy. Made by Radio Corporation of America. Inland service.

PORLAMAR.

*Position* : Longitude : meridian of Caracas, 3° 5' 8" E. ; latitude : 10° 57' 11" N.

Wave 600/1,000 m., power 1.5 kw. For telegraphy. Made by Telefunken. Inland service.

MATURIN.

*Position* : Longitude : meridian of Caracas, 3° 44' 59" E. ; latitude : 9° 4' 55" N.

Wave 600/3,600 m., power 3 kw. For telegraphy. Made by Radio Corporation of America. Inland service and communication with ships at sea.

7. The meteorological stations are the following: Caracas, La Guaira, Puerto Cabello, Maracaibo, Ciudad Bolivar, Carupano, and seventeen other towns in Venezuela which supply any information asked for, but no special service has been created for aviation.

8. (a) Length of the air lines (in kilometres):

	Kilometres
Line Maracay - Coro - Maracaibo . . . . .	479
Line Maracay - Ciudad Bolivar - Guasipati - Fumeremo . . . . .	773
Line Maiquetia - Cristobal Colon - Maturin . . . . .	738
Line <sup>2</sup> Maiquetia - Maracaibo . . . . .	519
Total . . . . .	2,509

(a1) Length of air lines equipped for night flying : Nil.

(b) Number of airports : 13.

(b1) Number of airports equipped for night flying : 1.

(c) Number of kilometres flown in 1931 : No statistics.

(d) Number of passengers carried (regular services) in 1931 : No statistics.

(e) Mail and packages carried (in kilogrammes) in 1931 : No statistics.

### Yugoslav Delegation.

Geneva, April 1st, 1932.

1. Civil aviation is placed under the authority of the Directorate of Civil Aviation, which forms part of the Air Force Command of the Ministry of the Army and Navy.

The Directorate of Civil Aviation comprises three sections :

(1) General Section — dealing with all questions of an administrative and general character concerning commercial and sporting aviation ;

(2) Communications Section — dealing with all questions relating to the air service — *i.e.*, subsidies, time-tables, tariffs, conclusion of contracts with air navigation companies, etc. ;

(3) Technical Section — dealing with all questions of a technical nature concerning the material of commercial and sporting aviation, control of flying-machines, land installations, supervision of the national aeronautical industry, etc.

2. Commercial aviation in Yugoslavia is represented by the Aeroput National Air Navigation Company, which is a limited liability company. This company operates the following lines within the country under a long-term contract concluded with the State and published in the review *Droit aérien*, 1929, page 579 :

- (a) Belgrade-Serajevo-Podgorica ;
- (b) Belgrade-Serajevo-Split-Zagreb ;
- (c) Sušak-Zagreb.

3. The same national air navigation company mentioned under 2 operates jointly with an Austrian and a French air navigation company the international line : Belgrade-Zagreb-Gratz-Vienna.

This international line has been prolonged as far as Salonica via Skoplje and is at present being operated by the Aeroput Company.

4. The Royal Aero Club of Yugoslavia, " Naša Krila ", contributes direct or through the district aero clubs to the development of private aviation in the country by means of the organisation of air meetings, competitions, lectures, publication of monthly reviews, etc.

5. The State only gives financial subsidies to the Aeroput National Air Navigation Company. This subsidy is based on kilometric bonuses varying from 26 to 39 dinars per kilometre, as well as on the air lines operated over national or foreign territory, and on the flying machines employed, whether single-engined or multi-engined.

6. The wireless stations at the Belgrade, Zagreb, Skoplje and Serajevo aerodromes which have receiving and transmitting apparatus are under the control of the military authorities and are placed at the disposal of civil aviation for its requirements.

7. The meteorological stations at the above-mentioned aerodromes and along the routes of the air lines are under the control of the military authorities and provide adequately for the meteorological protection of the regular air services.

8. Statistical particulars :

- (a) Length of the air lines (in kilometres) : 2,332.6.
- (a1) Length of air lines equipped for night flying : 150 kilometres.
- (b) Number of Customs air ports : 3.
- (b1) Number of air ports equipped for night flying : 3.
- (c) Number of kilometres flown : 265,590.7 (jointly with other enterprises 336,200.7).
- (d) Number of passengers carried (regular services) in 1931 : 2,442 (jointly 3,044).
- (e) Mail and packages carried (in kilogrammes) in 1931 :

Baggage : 25,443 (jointly 31,432.210).  
Mail : 1,804.5 (jointly 2,867.5).  
Goods : 23,482 (jointly 39,481).

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## SECOND PART.

### A. QUESTIONNAIRE (DOCUMENT CONF. D./C.A.7.)

With reference to document Conf.D./C.A.6, dated March 18th, 1932, and with a view to completing the information requested, the Secretary-General of the Disarmament Conference, at the request of and in agreement with the President of the Air Commission, has the honour to request delegations who have not already done so to forward to him, before April 4th, 1932, at the same time as their reply to the questionnaire in document Conf.D./C.A.6, the reply to the questionnaire which is to be found on pages 8 and 9 of the document emanating from the Communications and Transit Organisation (document C.95.M.47.1932.VIII [Conf.D.53])<sup>1</sup> and reproduced below.

### I. Effectives of Non-Military Aviation.

#### A. COMMERCIAL AVIATION.

##### I. *Aeroplanes and seaplanes carrying four persons or more :*

- |   |   |   |
|---|---|---|
| (a) Nominal horse-power ;<br>Number of passengers carried<br>in normal service ;<br>Useful load permitted ;<br>Freight permitted. | } | According to the regulation<br>certificates of airworthiness. |
| (b) Normal content of tanks ;<br>Volume of compartments holding freight.  |   |   |
| (c) Date of entry into service.   |   |   |

(The particulars grouped under (a) and (b) might be given in aggregate figures, the number of aircraft to which they refer being indicated.)

##### 2. *Dirigibles :*

Volume ;  
Horse-power ;  
Normal load ;  
Range of flight with normal load.

##### 3. *Aeroplanes or seaplanes carrying from one to three persons :*

Number and total horse-power.

##### 4. *Aeroplanes or seaplanes used for special purposes involving permanent installations (photography, spraying of crops or forests, wireless for patrolling purposes) :*

Number and horse-power, by categories, according to purpose for which the aircraft are used.

#### B. PRIVATE AVIATION.

Number and total horse-power, by categories of single-seaters, two-seaters, three to five-seaters and six or more seaters, aeroplanes, seaplanes and amphibians being classified separately.

Number and total horse-power of dirigibles.

#### C. NON-MILITARY AVIATION AT THE DISPOSAL OF THE STATE OR OF OFFICIAL SERVICES.

This class would include, for instance — enumerated by categories according to use, and the total horse-power being indicated — police aircraft for forest patrols or attached to State meteorological or scientific services.

<sup>1</sup> The information requested is that relating to 1931.

## II. Expenditure of Public Funds upon Non-Military Aviation.

### A. COMMERCIAL AVIATION.

*Direct Assistance.* — Mileage subventions ; postal contracts ; guarantees of minimum revenue from postal traffic ; indemnities for crew or passenger accommodation placed at the disposal of contributing parties ; subsidies to training schools for air transport crews ; exemption from taxation ; guaranteed interest on issues of bonds ; Treasury advances.

*Indirect Assistance.* — Establishment of airports and air routes ; meteorological services ; insurance funds ; other means of indirect assistance.

### B. PRIVATE AVIATION.

Expenditure on *civil training centres*.

Expenditure on *subsidised schools* for training pilots or specialists.

Expenditure on *clubs* possessing aircraft (engine-driven only) placed at the disposal of their members for learning to fly or for free use.

Purchase, upkeep and efficiency bonuses granted to private persons, whether or not such bonuses render the aircraft so acquired liable for service.

Requisition bonuses.

### C. NON-MILITARY AVIATION AT THE DISPOSAL OF THE STATE OR OF OFFICIAL SERVICES.

Relevant budget entries.

In each of the categories A, B and C, a distinction should be drawn between expenditure borne on the national or federal budget, on that of federated States, or of district, provincial or municipal organisations, according to the political and administrative structure of the country concerned.

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B. REPLIES TO QUESTIONNAIRE (DOCUMENT CONF. D./C.A.7.)

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Union of South Africa Delegation.

Geneva, April 5th 1932.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. *Commercial Aviation* :

1. Aeroplanes and seaplanes carrying four persons or more : Nil.
2. Dirigibles : Nil.
3. Aeroplanes or seaplanes carrying from one to three persons : 12 aeroplanes of the "Moth" or similar type.
4. Aeroplanes or seaplanes used for special purposes involving permanent installations, etc. : Nil.

B. *Private Aviation* : No statistics available. Not more than four light aeroplanes of the "Moth" or similar type.

C. *Non-Military Aviation at the Disposal of the State* : Nil.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Direct Assistance* : Government subsidy of approximately £80,000 per annum to the Imperial Airways in respect of a London-Cape air-mail service ; Government subsidy of £80,000 to the Union Airways Limited in respect of a Union air-mail service ; subsidy of £7,000 to the Junkers Airway Company by the mandated territory of South West Africa.

*Indirect Assistance* : Airports are constructed by local authorities (municipalities) free of cost to the aviation companies. Meteorological information is furnished free by the State.

B. *Private Aviation* : No assistance is given by the State.

C. *Non-Military Aviation at the Disposal of the State* : Nil.

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**German Delegation.**

Berlin, April 6th, 1932.

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As regards the League of Nations communication, document Conf. D./C.A.7, of March 22nd last, it should further be noted that Germany cannot yet reply to the questionnaire given on pages 8 and 9 of League document C.95.M.47.1932.VII (Conf. D.53). This questionnaire was originally prepared as a draft for the Convention to be concluded on the publication of information relating to civil aviation. The German Government has approved this questionnaire and is also ready to supply the particulars required. It would nevertheless draw attention to the fact that, in a letter on this subject to the Secretary-General of the League of Nations, it pointed out at the time that the questionnaire was, on some points, not entirely adapted to the position of aviation in Germany. In order to supply the required particulars, it would be necessary to bring the tables and lists kept in the Reich Ministry of Communications into harmony with the form of the questionnaire. This adaptation has not yet been carried out, since the draft questionnaire has, so far, not been finally accepted. Moreover, the League communication, C.L.197.1931.IX, stated that the particulars required need only be supplied after the conclusion of the Convention on the publication of information relating to civil aviation.

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**United States of America Delegation.**

Geneva, April 7th, 1932.

The American delegation would be glad to furnish the information desired, but regrets exceedingly that, as far as concerns the particulars requested in this questionnaire, no data has been compiled by the Government of the United States along these lines, and, furthermore, that American records are not maintained in a manner that would make such statistics available in the form desired.

The American delegation is disposed to furnish all information on the subject which might be helpful in the studies which the Air Commission desires to make in the premises, but would probably not be able to forward the pertinent statistics within a period of time which would make such data useful to the Air Commission for inclusion in its studies.

The American delegation may point out in this connection, however, that certain information with respect to civil aviation in the United States which was forwarded by the American delegation in its response of March 28th, 1932 (page 7), to the questionnaire contained in document Conf.D./C.A.6, of March 18th, 1932, might be helpful to the Commission as far as concerns the pertinent questions with regard to civil aviation. In fact, the response of the delegation, dated March 28th, transmitted most of the available information with regard to civil aviation in the United States.

If the Air Commission desires the American delegation to request any further data which might be available in Washington, we would be happy to forward such a request to the authorities in the United States.

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Argentine Republic.<sup>1</sup>

January 19th, 1932.

I. NON-MILITARY AIR EFFECTIVES.

*Private Aviation.*

	Horse-power
60 two-seater aeroplanes totalling . . .	5,910
25 three-seater aeroplanes totalling . . .	3,780
1 five-seater aeroplane of . . . . .	225
3 six-seater aeroplanes totalling . . .	825
1 amphibian four-seater of . . . . .	175

*Commercial Aviation.*

*Pan-American Airways System.*

Aeroplanes or flying-boats carrying four or more persons : "Commodore" type : 1 No. P-BDAA. — Nominal power : 2 air-cooled "Pratt and Whitney" engines of 175 h.p. each. Hornet B, 9-cylinder radial, of a total power of 1,150 h.p.

These craft carry from 16 to 20 passengers, according to the arrangement of the seats, which varies appreciably according to the machine.

The United States Department of Commerce authorises 3,450 kilogrammes. The Pan-American Argentine Aviation Co., Ltd., authorises and uses only 2,727 kilogrammes; that is the available load of the aeroplane. The weight of petrol, oil, equipment, wireless apparatus, crew and special equipment, life-saving waistcoats, life-boats, anchors, etc., must be deducted from this total.

The usual load for an ordinary flight is as follows :

	Kilogrammes
Fuel and oil . . . . .	900
Crew . . . . .	280
Aeroplane equipment . . . . .	255
Wireless equipment . . . . .	69
Crew's luggage . . . . .	40
Mail bags . . . . .	5
Total weight of equipment . . . . .	1,549 (ordinary average)
Load which can be carried in the cabin . . . . .	1,178
Total authorised load . . . . .	2,727

The total weight empty of a "Commodore" is 10,000 lb. The gross authorised weight loaded is 17,600 lb., but the Pan-American only utilises 16,000 lb.

The foregoing shows that the total weight allowed for passengers, correspondence, luggage, parcels or goods is limited by the "weight which can be carried in the cabin", which is determined mainly by the quantity of petrol and oil necessary to cover the distance between the points of departure and destination respectively, plus the necessary quantity to meet eventualities.

The total capacity of the tanks of a "Commodore" is 640 United States gallons (two tanks of 320 gallons each). These tanks are placed in the central part of the wing. Normally, each aeroplane carries 300 gallons of petrol and 36 gallons of oil. These craft have three compartments of about 230 cubic feet each, for the commercial load. In two of these compartments seats are placed; the last is for luggage and cargo. In one compartment of about 270 cubic feet in front of these are situated the lavatory, wireless, life-saving apparatus and reserve provisions.

The P-BDAA flying-boat was put into commission on November 8th, 1931, after it had been completely overhauled in our workshops at Buenos Aires. At present, this is the only "Commodore" maintaining a regular service. Its base is at Buenos Aires, Puerto Nuevo.

The "Commodore" P-BDAA is undergoing repairs and is at present dismantled for repairs and complete overhauling in our Puerto Nuevo workshops. It cannot be put into commission again before the end of next January.

<sup>1</sup> Reply to the questionnaire sent by the Communications and Transit Organisation, under date of August 10th, 1931.

The "Sikorski" type (Serquiplan amphibian): L.P-BDAA reserve aeroplane. — Nominal power: two 420-h.p. engines — *i.e.*, 840 h.p. in all — "Pratt and Whitney" Wasp "C" type, 9-cylinder radial, air-cooled.

Can carry 5 passengers and a crew of 3.

The United States Department of Commerce authorises 1,820 kilogrammes useful load for a "Sikorski".

The following is a table of loading for an ordinary flight :

	Kilogrammes
Oil and fuel . . . . .	700
Crew . . . . .	220
Crew's luggage . . . . .	30
Wireless . . . . .	70
Aeroplane equipment . . . . .	170
Mail bags . . . . .	5
Total weight of equipment . . . . .	<u>1,195</u>
Load which can be carried in cabin . . . . .	625
Total authorised load . . . . .	<u>1,820</u>

The "load which can be carried in the cabin" of 625 kilogrammes is utilised entirely for passengers, mail, parcels and cargo. The weight of the aeroplane empty is 6,400 lb.; its gross weight, 10,400 lb.

It possesses four tanks of 80 United States gallons each, or a total of 320 gallons of petrol; two oil tanks of 15 gallons each, or 30 gallons in all. The normal average amount of fuel and oil required by a "Sikorski" of this type to accomplish a normal flight is 180 gallons of petrol and 20 gallons of oil.

The passenger cabin of a "Sikorski" is of about 220 cubic feet content. Under the prow, in the forepart of the pilot's cabin, there is a space of about 10 cubic feet for luggage, goods, life-saving apparatus and reserve provisions. After having been completely repaired and tested at the Puerto Nuevo base, the P-BDAA was put into commission on August 10th, 1931.

We shall shortly possess an aeroplane with a "Fairchild" cabin, which will be stationed at Moron and will have the following characteristics: A 420-h.p. "Pratt and Whitney" Wasp "C" 9-cylinder radial air-cooled engine. It will be able to carry 4 passengers and the pilot.

The United States Department of Commerce authorises 1,830 lb. useful load and 588 lb. commercial load in all.

This aeroplane has three tanks of 60 United States gallons each, totalling 180 gallons of petrol, placed in the wing, two oil tanks of 7½ gallons each — *i.e.*, a total of 15 gallons of oil. It is generally used fully loaded.

The total space available for passengers and luggage is approximately 180 cubic feet.

*General Aeropostal Company.*

Aeroplanes carrying 4 or more persons :

8 Laté 28 with wireless; 1 500-h.p. engine; 1 cabin for 8 passengers; authorised useful load, 824 kilos; authorised commercial load, 824 kilos; fuel-tank capacity, 735 litres; oil-tank capacity, 60 litres.

The volume of the compartments of the commercial load is 0.5 cubic metre for the fore compartment and 1.5 cubic metre for the rear compartment.

These aeroplanes were put into commission in 1929 and 1930.

22 Laté 26 with wireless and 450-h.p. engine; 1 cabin for 4 passengers and a pilot, one of the seats being reserved for the wireless operator; authorised useful load, 1,092 kilos; authorised commercial load, 1,092 kilos; fuel-tank capacity, 820 litres; oil-tank capacity 65 litres.

The volume of the compartment for the commercial load is as follows: 1 compartment behind the pilot's seat of 0.45 cubic metre; 1 to the rear of the passenger cabin of 0.5 cubic metre; 1 in front of the passenger seats of 1.2 cubic metre; and 1 to the rear of the passenger seats of 1.1 cubic metre.

These aeroplanes were put into commission during 1927, 1928 and 1929.

15 Laté 25, not provided with wireless; 450-h.p. engines; 1 cabin for 4 passengers, in addition to the pilot; authorised useful load, 750 kilos; authorised commercial load 750 kilos; fuel-tank capacity, 660 litres; oil-tank capacity, 65 litres; volume of compartments for cargo, 1 of 0.65 cubic metre and 1 of 0.95 cubic metre.

These aeroplanes were put into commission during 1926, 1927 and 1928.

Aeroplanes carrying from one to three persons :

5 Potez 25, not provided with wireless ; 450-h.p. engine ; place for 1 passenger and a pilot ; useful authorised load, 112 kilos. ; authorised commercial load, 112 kilos.

The tanks of these aeroplanes contain 500 litres of fuel and 35 litres of oil.

These aeroplanes were put into commission during 1929 and 1930, and are in service throughout the whole of South America.

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Belgium.<sup>1</sup>

December 7th, 1931.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. *Commercial Aviation.*

1. Aeroplanes and seaplanes carrying four persons or more (see tables attached).
2. Dirigibles : Nil.
3. Aeroplanes or seaplanes carrying from one to three persons :  
Number : 15.  
Total horse-power 1,640.
4. Aeroplanes or seaplanes used for special purposes involving permanent installations (photography, spraying of crops or forests, wireless for patrolling purposes) : Nil.

B. *Private Aviation.*

Single-seaters : Aeroplanes : Number : 4. Total horse-power 539.  
Two-seaters : Aeroplanes : Number : 37. Total horse-power 3,530.  
Three- to five-seaters : Aeroplanes : Number : 1. Total horse-power 230.  
Six-seaters (or more) : Aeroplanes } Nil.  
  Dirigibles }

C. *Non-Military Aviation at the Disposal of the State or of Official Services* : Nil.

Aeroplanes and seaplanes carrying four persons or more :

*Belgium.*

Registration of machines	Horse-power	Number of passengers	Useful load permitted Kg.	Freight permitted Kg.	Content of tanks Litres	Volume of compartments holding freight Cubic metres	Date of entry into service
00-AIB	240	5	696	320	296	5	26. 9.1927
00-AIC	240	5	702	346	276	5	25. 9.1927
00-AID	690	9	1,421	686	575	15	19. 9.1929
00-AIE	690	9	1,837	857	820	15	14.12.1929
00-AIF	690	9	1,785	805	820	15	14.12.1929
00-AIG	690	9	1,385	405	820	15	28.11.1929
00-AIH	690	9	1,797	819	820	15	27.12.1929
00-AII	690	9	1,790	810	820	15	31.12.1929
00-AIJ	690	9	1,734	754	820	15	16. 1.1930
00-AIK	690	9	1,749	769	820	15	28. 2.1930
00-AIL	690	9	1,767	787	820	15	30. 5.1931
00-AIM	690	9	1,769	789	820	15	14. 2.1930
00-AIN	690	9	1,776	796	820	15	3. 4.1931
00-AIO	690	9	1,788	808	820	15	15. 3.1930
00-AIP	690	9	1,733	753	820	15	1. 7.1930
00-AIQ	690	9	1,706	726	820	15	18. 7.1930
00-AIR	690	9	1,755	775	820	15	1. 8.1930
00-AIS	690	9	1,750	770	820	15	19. 8.1930
00-AIT	690	9	1,785	805	820	15	8. 9.1930
00-AGC	309	5	955	467	408	5	9. 7.1930
00-AGD	309	5	955	467	408	5	9. 7.1930
00-AGE	309	5	955	467	408	5	11. 8.1930
00-AGF	309	5	955	467	408	5	10. 9.1930
00-AHG	840	11	1,800	500	1,120	15	13. 9.1928
00-AHJ	720	13	1,497	540	782	16	1. 9.1928
00-AHL	720	13	1,497	540	782	16	11.10.1928
00-AHM	720	13	1,497	540	782	16	10.10.1928
00-AHY	840	11	1,840	540	1,120	15	13. 9.1928
00-AHZ	840	11	1,840	540	1,120	15	12. 9.1928
00-AKB	300	4	456.5	146.5	230	2	27. 3.1931
00-ALE	230	4	762	384	298	4	1. 8.1930
00-ALC	450	4	883	450	353	4	17. 6.1930

Schreck seaplane.

<sup>1</sup> Reply to the questionnaire sent by the Organisation for Communications and Transit, under date of August 10th, 1931.

Aeroplanes carrying four persons or more :

*Belgian Congo.*

Registration of machines	Horse-power	Number of passengers	Useful load permitted	Freight permitted	Content of tanks	Volume of compartments holding freight	Date of entry into service
			Kg.	Kg.	Litres	Cubic metres	
00-AIA	240	4	686.5	390	202.5	4	21. 3.1927
00-AIU	690	9	1,772.7	792.5	820	15	25. 9.1930
00-AIV	690	9	1,799	819	820	15	12. 6.1930
00-AIW	690	9	1,791	811	820	15	2. 6.1930
00-AIX	690	9	1,805	825	820	15	11. 5.1930
00-AIY	690	9	1,796	816	820	15	26. 4.1930
00-AIZ	690	9	1,775	795	820	15	5. 4.1930
00-AHN	840	11	2,170	739	1,201	15	13. 1.1925
00-AHO	840	11	2,157	706	1,201	15	7. 2.1925
00-AHP	840	11	2,170	739	1,201	15	12. 2.1925
00-AHQ	840	11	2,170	739	1,201	15	2. 3.1925
00-AHR	840	11	2,170	739	1,201	15	2. 6.1925
00-AHS	840	11	2,170	739	1,201	15	9. 7.1925
00-AHT	840	11	2,540	1,150	1,120	15	26. 3.1925
00-AHU	840	11	2,540	1,150	1,120	15	18. 5.1925
00-AHX	240	4	670	400	180	2	19. 6.1925
00-AHV	240	4	670	400	180	2	—
00-AHW	240	4	670	400	180	2	—

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Commercial Aviation.*

Direct Assistance. — In order to promote commercial air navigation, the State and the colony have participated in the constitution of the "Société anonyme belge d'exploitation de la navigation aérienne"; as a result of the adoption of the Law of May 25th, 1929, the capital of the company was fixed at 20,000,000 francs, half of which was subscribed by the State and the colony.

The State and the colony have further authorised the company to issue mortgage or other bonds whose interest and sinking fund payments they guarantee. The proceeds of the issue of bonds enjoying this guarantee are reserved for the acquisition of the flying-machines required for the service and of the usual initial supplies of spare parts for these machines.

As regards the subsidies granted to cover the operating deficit of the company, the details vary for the services of the Congo, Europe and the future air line Belgium-Congo (see Statutes annexed); the budgets and accounts of these various services are clearly separated so as to enable continuous and regular activities to be carried on by each of these services.

The subsidies granted by the Belgian Government for the European services amounted in 1929 and 1930 to 14,743,354.11 and 22,939,167.24 francs respectively.

The subsidies granted by the colony for the same years amount to 7,500,000 and 6,000,000 francs.

The Transport Department granted to the civil aviation schools during the years 1929 and 1930 subsidies totalling 142,848 and 131,328 francs in respect of the contribution of civil aviation to the training of military pilots.

Indirect Assistance: 1. *In Belgium.* — The initial installation expenses in connection with the construction of aerodromes, buildings, sheds, wireless installations, etc., amounted in 1929 to 34,089,466 francs, and in 1930 to 14,743,959 francs.

The equipment of air lines for night flying cost 859,638 and 3,000,000 francs in 1929 and 1930 respectively.

The meteorological services necessary for the protection of aviation are provided by the Ministry of Science and Art at the Government's expense.

2. *In the Belgian Congo.* — Initial installation expenditure in connection with the establishment of aerodromes, buildings and sheds: 14,312,984 francs up to August 31st, 1931.

B. *Private Aviation.* — Subsidies to touring aviation clubs for the purchase of flying-machines: In 1929, 180,000 francs, plus 45,000 francs; in 1930, 180,000 francs.

The machines acquired by means of these subsidies cannot be used for school purposes.

Pilotage grants amounted to 20,000 francs in 1929 and 20,000 francs in 1930.

Contribution to the operating expenses of a school of air navigation totalled 101,820 francs in 1929 and 101,820 francs in 1930.

C. *Non-Military Aviation at the Disposal of the State or of Official Services:* Nil.

United Kingdom Delegation.

May 2nd, 1932.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. *Commercial Aviation* (effective aircraft on Civil Register on December 31st, 1931).

1. Aeroplanes and seaplanes carrying four persons or more :

Type of aircraft	Weight empty (lb.)	Useful load (lb.)	Maximum permissible weight authorised (lb.)	Commercial load (lb.)	Normal seating capacity (including crew)	Normal content of tanks (gallons)	Nominal horse-power	Number of aircraft on register
A . .	19,000	10,500	29,500	5,100	41	500	2,220	4
B . .	18,600	13,400	32,000	5,000	18	740	2,220	3
C . .	18,500	11,000	29,500	5,500	27	500	1,960	4
D . .	15,600	7,400	23,000	2,600	19	480	1,470	1
E . .	14,000	8,500	22,500	4,000	18	490	1,455	4
F . .	9,700	5,900	15,600	2,700	14	300	1,275	6
G . .	12,000	6,500	18,500	3,200	23	320	1,260	2
H . .	13,000	6,200	19,200	3,300	22	360	1,260	3
I . .	7,827	5,673	13,500	2,000	15	355	1,260	1
J . .	7,270	2,730	10,000	600	4	220	920	1
K . .	6,930	3,200	10,130	1,000	13	231	900	1
L . .	8,800	5,000	13,800	2,800	16	220	880	2
M . .	7,150	2,350	9,500	520	6	188	840	1
N . .	8,200	3,000	11,200	1,000	16	200	710	1
O . .	6,300	3,925	10,225	1,700	10	234	645	2
P . .	3,800	2,200	6,000	800	6	96	420	2
Q . .	3,000	2,000	5,000	900	5	104	300	2
R . .	3,715	2,238	5,953	1,070	6	140	280	2
S . .	2,600	1,600	4,200	750	5	55	240	1
T . .	2,200	1,100	3,300	500	4	54	210	2
U . .	2,600	1,100	3,700	500	4	50	208	3
								48

2. Dirigibles : Nil.

3. Aeroplanes or seaplanes carrying from one to three persons : 374 aircraft ; total horse-power, 52,781.

4. Aeroplanes or seaplanes used for special purposes, involving permanent installations : information not readily available from Air Ministry records.

B. *Private Aviation*.

1. Effective aircraft on Civil Register on December 31st, 1931 : 375 aircraft ; total horse-power, 40,945.

C. *Non-Military Aviation at the Disposal of the State or of Official Services*. — Except for a very few experimental civil aircraft, there are no non-military aeroplanes at the disposal of His Majesty's Government in the United Kingdom or of any services controlled by them.

EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION

(Estimated Expenditure 1932-33).

A. *Commercial Aviation*.

Direct assistance. — Subsidies to air transport services :

	£
European services . . . . .	110,000
England-India service . . . . .	210,000
Egypt-South Africa service . . . . .	231,000
	551,000
Deduct contributions from Dominion and Colonial Governments . . . . .	166,000
	385,000

There is no other form of direct assistance. The carriage of mails is on a strictly commercial footing. The postal surcharge is based on the rate charged by the company for the transport, a small percentage being added for the expenses of the Post Office.

Indirect Assistance. — Meteorological and wireless services are placed by His Majesty's Government in the United Kingdom at the disposal of commercial aviation without payment; but it would be impossible to estimate the precise value of such services. No other indirect assistance under the other headings named is given.

B. *Private Aviation.* — Estimated expenditure on clubs possessing aircraft (engine-driven only) placed at the disposal of their members for learning to fly, or for free use: £10,000. (The expenditure is in respect of grants to clubs on the basis of the number of pilots belonging to them who qualify for the issue or renewal of their pilots' licences.) No other form of assistance is given to private aviation.

C. *Non-Military Aviation at the Disposal of the State or of Official Services.* — There is no estimated expenditure under this heading except for the cost of constructing a very few experimental civil aircraft and of the subsequent experimental flights with them.

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**Bulgarian Delegation.**

[Translation.]

Geneva, April 11th, 1932.

**I. EFFECTIVES OF NON-MILITARY AVIATION.**

**A. Commercial Aviation :**

1. Aeroplanes and seaplanes carrying 4 persons or more :

(a) }  
(b) } Nil.  
(c) }

2. Dirigibles : Nil.

3. Aeroplanes or seaplanes carrying from 1 to 3 persons : Nil.

4. Aeroplanes used for special purposes, etc. : Nil.

**B. Private Aviation : Nil.**

**C. Non-Military Aviation at the Disposal of the State :**

(a) School and training aeroplanes : 29.  
Total horse-power : 1,500.

(b) Aeroplanes used for liaison purposes : 10.  
Total horse-power : 3,000.

**II. EXPENDITURE.**

**A. Commercial Aviation :** Three foreign companies — the CINA, Luft-Hansa and LOT — operate certain lines in Bulgarian territory forming part of international routes.

Bulgaria affords these companies the following facilities :

Direct assistance : No subsidies, but exemption from taxation for all aviation material.

Indirect assistance : Free use of airports and hangars, the right to erect buildings on land granted by the Bulgarian Aviation Administrative Offices, free use of the Bulgarian meteorological service, the right to set up wireless and meteorological stations, right to use of workshops at cost price.

**B. Private Aviation : Nil.**

**C. Non-Military Aviation at the Disposal of the State :**

	Budget entries	Leva
1923-24 . . . . .		8,438,835
1924-25 . . . . .		23,073,140
1925-26 . . . . .		78,086,310
1926-27 . . . . .		34,594,653
1927-28 . . . . .		46,829,252
1928-29 . . . . .		37,628,200
1929-30 . . . . .		38,601,675
1930-31 . . . . .		36,706,000
1931-32 . . . . .		36,400,000

**Danish Delegation.**

Geneva, April 21st, 1932.

1. EFFECTIVES OF NON-MILITARY AVIATION.

A. *Commercial Aviation.*

1. Aeroplanes and seaplanes carrying four persons or more :

- (a) Nominal horse-power :  $4 \times 450 = 1,800$ .  
Number of passengers carried in normal service :  $4 \times 8 = 32$ .  
Useful load permitted (in kilogrammes) :  $4 \times 1,475 = 5,900$ .  
Freight permitted (in kilogrammes) :  $4 \times 875 = 3,500$  (passengers and freight).
- (b) Normal content of tanks (in litres) :  $4 \times 400 = 1,600$ .  
Total content of tanks (in litres) :  $4 \times 720 = 2,880$ .  
Volume of compartments holding freight :  $4 \times 2\text{m}^3 = 8\text{ m}^3$ .  
Volume of compartments holding passengers :  $4 \times 11\text{ m}^3 = 44\text{ m}^3$ .
- (c) Date of entry into service :  
Fokker F.VII. OY-DAC : March 16th, 1928.  
Fokker F.VII. OY-DYF : May 8th, 1929.  
Fokker F.VII. OY-DED : May 1st, 1930.  
Fokker F.VII. OY-DAD : May 15th, 1930.

2. Dirigibles : Nil.

3. Aeroplanes or seaplanes carrying from one to three persons :

Number : 1.  
Total horse-power : 105.

4. Aeroplanes or seaplanes used for special purposes involving permanent installations : Nil.

B. *Private Aviation.*

Number of two-seater aeroplanes or seaplanes : 7 aeroplanes.  
Total horse-power : 585.  
Dirigibles : Nil.

C. *Non-Military Aviation at the Disposal of the State or of Official Services.*

Aeroplanes or seaplanes : Nil.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

By way of direct assistance the Danish Air Navigation Company has been granted for four years (financial years 1931-32 to 1934-35) an annual Government subsidy of 250,000 crowns and an annual subsidy of 100,000 crowns from the commune of Copenhagen. These subsidies are not conditional on a certain number of kilometres being flown, but are merely subject to Government control in the form of Government representation in the company's management and of provisions whereby the company's budget and accounts and also its tariffs, time-tables and regulations must be submitted to the Ministry of Public Works.

Apart from these subsidies, no direct assistance is accorded to civil aviation.

As regards indirect assistance it may be noted that near Kastrup, in the island of Amager (a quarter of an hour by motor-car from the centre of Copenhagen), the Government has installed an airport, with the necessary annexes, to which are attached meteorological and wireless services. Further, for the purpose of the night-flying trials for the transport of mail which have been made during the last few years, the Government has established a system of lighting for aircraft by the fitting up of five beacons along the Copenhagen-Rødby route, in connection with which three lighted landing-grounds have also been equipped for forced landings.

**Spanish Delegation.**

Geneva, April 20th, 1932.

**I. EFFECTIVES OF NON-MILITARY AVIATION.**

**A. Commercial Aviation.**

**1. Aeroplanes and seaplanes carrying four persons or more :**

Register	Nominal horse-power	Number of passengers carried in normal service	Useful load permitted	Freight permitted	Normal content of tanks (litres)	Volume of compartments holding freight	Date of entry into service
EC- BBA	300	5			460		1927
EC- ADA	900	9			1,300		1928
EC- AAF	900	9			1,300		1928
EC- FAA	900	9			1,300		1929
EC- AHH	780	8			1,000		1929
EC- HHA	450	5			300		1929
EC- AKK	780	8			1,000		1930
EC- KKA	900	10			800		1930
EC- LAA	260	4			153		1930

2. Dirigibles : There are no non-military dirigibles in Spain.

3. Aeroplanes and seaplanes carrying from 1 to 3 persons : Nil.

4. Aeroplanes or seaplanes used for special purposes involving permanent installations (photography, spraying of crops or forests, wireless for patrolling purposes) : Four.

**B. Private Aviation.**

	Number of aeroplanes	Number of seaplanes	Number of amphibians	Total horse-power
Single-seaters . . . . .	—	—	—	—
Two-seaters. . . . .	64	—	—	7,225
Three to five-seaters . . . . .	1	—	—	120
Six-seaters (or more). . . . .	—	—	—	—

C. *Non-Military Aviation at the Disposal of the State or of Official Services.* — There are at present no machines used for police duties, patrolling forests or attached to State meteorological or scientific services.

**II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.**

**A. Commercial Aviation.**

Direct Assistance. — Amount of the subsidies granted each year by the Spanish Government to air lines : 3,500,000 pesetas.

Indirect Assistance. — Amount of the subsidies granted each year by the Spanish Government for the establishment of airports : 1,300,000 pesetas.

B. *Private Aviation.* — The Government grants a subsidy of 90,000 pesetas per annum to clubs possessing aircraft (engine-driven only) and of 48,000 pesetas in respect of purchase bonuses.

C. *Non-Military Aviation at the Disposal of the State or of Official Services.* — There are no machines of this category.

**Estonian Delegation.**

Geneva, April 5th, 1932.

**I. EFFECTIVES OF NON-MILITARY AVIATION.**

- A. *Commercial Aviation* :
  - 1. Nil.
  - 2. Nil.
  - 3. Nil.
  - 4. Nil.
- B. *Private Aviation* : One 2-seater sports model aeroplane; horse-power : 60.
- C. *Non-Military Aviation at the Disposal of the State or of Official Services* : Nil.

**II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.**

- A. Nil.
  - B. Nil.
  - C. Nil.
-



**Greek Delegation.**

Geneva, April 5th, 1932.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. *Commercial Aviation* :

1. Aeroplanes and seaplanes carrying four persons or more :

- |                                  |   |  |
|----------------------------------|---|--|
| 4 Junker<br>machines<br>G.24 he. | } | (a) Nominal horse-power : 960 ;<br>Number of passengers carried in normal service : 13 ;<br>Useful load permitted : 2,580 kilogrammes (passengers, goods and fuel) ;<br>Freight permitted : 1,223 kilogrammes (passengers and goods) ; |
|                                  |   | (b) Normal content of tanks : 1,050 kilogrammes ;<br>Volume of compartment-holding freight : 3.33 cubic metres.  |
|                                  |   | (c) Date of entry into service : July 1931.  |

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Commercial Aviation* : Direct assistance : The Hellenic Air Communications Company receives a mileage subvention, the rate of which is at present fixed at 42 drachmæ per kilometre flown. Under a postal contract with the State, the company pays the postal authorities 5 per cent of the proceeds of the sale of air-mail stamps. It enjoys exemption from taxation in various forms (on fuel, machines and material used in operating the lines, the company's shares and bonds, etc.).

Indirect assistance : The company uses the State airports in return for the payment of certain landing and airport dues. The Central Hellenic Meteorological Office, which is administered separately from the Air Ministry, gives its services to civil aviation free of charge.

## Hungarian Delegation.

Geneva, April 12th, 1932.

### I. EFFECTIVES OF NON-MILITARY AVIATION.

#### A. *Commercial Aviation* :

##### 1. Aeroplanes and seaplanes carrying 4 persons or more : 5.

Particulars in aggregate figures :

- (a) Nominal horse-power : 3,360 ;  
Number of passengers carried in normal service : 48 ;  
Useful load permitted : 5,300 kilogrammes ;  
Freight permitted : 1,460 kilogrammes.
- (b) Normal content of tanks : 2,982 kilogrammes ;  
Volume of compartments holding freight : 11.69 cubic metres.
- (c) Date of entry into service :  
1928 : 3 aeroplanes ;  
1929 : 2 aeroplanes.

##### 2. Dirigibles : Nil.

##### 3. Aeroplanes or seaplanes carrying from 1 to 3 persons : 12. Total horse-power : 2,880.

##### 4. Aeroplanes or seaplanes used for special purposes involving permanent installations : Nil.

#### B. *Private Aviation* :

Aeroplanes : 3-seaters : 1 ; horse-power : 105.  
2-seaters : 35 ; aggregate horse-power : 3,800.

Dirigibles : Nil.

#### C. *Non-Military Aviation at the Disposal of the State or of Official Services* :

Police aircraft : Nil.

Forest patrol aircraft : Nil.

Aircraft used for photography : 4 ; aggregate horse-power : 1,680.

Aircraft attached to meteorological services : 6 ; aggregate horse-power : 2,520.

Aircraft attached to scientific services : 12 ; aggregate horse-power : 5,040.

### II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

#### A. *Commercial Aviation* : Direct assistance : Magyar Légiforgalmi RT "Malert" : a Hungarian navigation company ; the only company, but has no monopoly.

Subsequent subsidy : 200,000 pengö per year : State.

Advance subsidy : 30,000 pengö per year : the towns interested along the national lines.

Postal contracts : Of no material importance.

Customs and tax exemption : Partial.

Indirect assistance : The State places at the "Malert's" disposal, without charge, the aerodrome and buildings required for the traffic, and the meteorology and wireless services.

#### B. *Private Aviation* : receives no subsidy.

#### C. *Non-Military Aviation at the Disposal of the State or of Official Services* : Relevant budget entries :

- (a) 200,000 pengö.
  - (b) Nil.
  - (c) 5,200,000 pengö.
-

India.<sup>1</sup>

December 23rd, 1931.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. *Commercial Aviation.*

1. Aeroplanes and seaplanes carrying four or more persons : Nil.
2. Dirigibles : Nil.
3. Aeroplanes or seaplanes carrying from one to three persons :  
Seaplanes : Nil.  
Number of aeroplanes carrying one person : Nil.  
Number of aeroplanes carrying two persons : 3 (also used for photography).  
Number of aeroplanes carrying three persons : 6 (include three used for photography).  
Total horse-power of aeroplanes carrying :  
Two persons : 295.  
Three persons : 1,035.
4. Aeroplanes or seaplanes used for special purposes involving permanent installations (photography, spraying of crops or forests, wireless for patrolling purposes) : Nil.

B. *Private Aviation.* — Number and total horse-power, by categories, of single-seaters, two-seaters, three to five-seaters and six-seaters, aeroplanes, seaplanes, etc. :

Seaplanes : Nil.

Aeroplanes : single-seaters : 2.  
two-seaters : 37.  
three-seaters : 11.  
four-seaters : 1.  
five-seaters : Nil.  
six-seaters : Nil.

Total horse-power :

Single-seaters : 67.  
Two-seaters : 2,915.  
Three-seaters : 1,150.  
Four-seaters : 240.  
Five-seaters : Nil.  
Six-seaters : Nil.

C. *Non-Military Aviation at the Disposal of the State or of Official Services.* — One 10-seater totalling 645 horse-power.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Commercial Aviation.*

Direct assistance. — Subsidised air service : £38,900 per annum. Ceases December 1931.

Indirect assistance :

Establishment of aerodromes and airship stations : Rs. 54,35,000.<sup>2</sup>  
Establishment of wireless and meteorological stations : Rs. 16,93,800.<sup>2</sup>

B. *Private Aviation.* — Expenditure on clubs possessing aircraft (engine driven only) placed at the disposal of their members for learning to fly or for free use : Rs. 1,70,000.<sup>3</sup>

C. *Non-Military Aviation at the Disposal of the State or of Official Services.* — Actual expenditure to the end of November 1931 : £11,270.

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<sup>1</sup> Reply to the questionnaire sent by the Organisation for Communications and Transit, under date of August 10th, 1931.

<sup>2</sup> Capital expenditure to end of August 1931.

<sup>3</sup> Sanctioned for the year 1931-32.

**Japanese Delegation.**

Geneva, April 8th, 1932.

**I. EFFECTIVES OF NON-MILITARY AVIATION.**

**A. Commercial Aviation :**

**1. Aeroplanes and seaplanes carrying four persons or more :**

- (a) Nominal horse-power : 11,105.  
Number of passengers carried in normal service : 183.  
Useful load permitted : 32,365 kilogrammes.  
Freight permitted : 2,525 kilogrammes.
- (b) Normal content of tanks : 15,400 kilogrammes.  
Volume of compartments holding freight : 35 cubic metres.
- (c) Date of entry into service :

Number of aircraft	Date
1 . . . . .	June 1927
1 . . . . .	December 1927
1 . . . . .	March 1928
1 . . . . .	April 1928
2 . . . . .	May 1929
3 . . . . .	June 1929
1 . . . . .	July 1929
2 . . . . .	August 1929
3 . . . . .	October 1929
1 . . . . .	December 1929
1 . . . . .	January 1930
2 . . . . .	May 1930
4 . . . . .	August 1930
1 . . . . .	October 1930
1 . . . . .	December 1930
1 . . . . .	October 1931
1 . . . . .	December 1931
1 . . . . .	January 1932
1 . . . . .	February 1932
1 . . . . .	March 1932

**Total 30**

**2. Dirigibles : Nil.**

**3. Aeroplanes or seaplanes carrying from one to three persons :**

- Number of aeroplanes : 18.
- Total horse-power : 5,155.
- Number of seaplanes : 8.
- Total horse-power : 1,680.

**4. Aeroplanes or seaplanes used for special purposes involving permanent installations (photography, spraying of crops or forests, wireless for patrolling purposes) : Nil.**

**B. Private Aviation : Number and total horse-power by categories of single-seaters, two-seaters, three- to five-seaters and six-seaters (or more) : aeroplanes, seaplanes and amphibians being classified separately.**

**Aeroplanes :**

Single-seaters . . . . .	18
Two-seaters . . . . .	63
Three- to five-seaters . . . . .	1

**Seaplanes :**

Two-seaters . . . . .	5
Three- to five-seaters . . . . .	3

**Amphibians :**

Two-seaters . . . . .	1
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**Total . . . . . 91**

**Total horse-power : 13,130.**

**C. Non-Military Aviation at the Disposal of the State or of Official Services : Nil.**

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Commercial Aviation*: Direct assistance: Mileage subventions, granted in respect of the number of miles flown: 898,068 yen (financial year 1931).

Indirect assistance: Expenditure on the establishment of airports: 787,486 yen (financial year 1931); expenditure on meteorological services: 156,506 yen (financial year 1931).

B. *Private Aviation*: The Students' Sporting Aviation Union is subsidised.

C. *Non-Military Aviation at the Disposal of the State or of Official Services*: Nil.

Latvia.<sup>1</sup>

Riga, October 17th, 1931.

Latvia has no commercial aviation, air traffic through Latvia being in the hands of the joint Russo-German Company "Deruluft".

Private aviation is in the hands of the two following organisations: the "Aviators' Club of the Latvian Republic" and the "Aviation Society of Latvia", which possess the following sporting machines:

- 1 2-seater machine (130 h.p.)
- 1 4-seater machine (185 h.p.)
- 1 2-seater machine (45 h.p.)
- 1 2-seater machine (80 h.p.)
- 1 single-seater machine (25 h.p.)

No direct subsidies are granted by the Latvian Government to private aviation.

As indirect assistance may be regarded the permission given to private aviation to utilise the Spilve aerodrome at Riga free of charge, this aerodrome also being placed at the disposal of commercial aviation for a moderate fee.

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<sup>1</sup> Reply to the questionnaire sent by the Organisation for Communications and Transit, under date of August 10th, 1931.

Mexico. <sup>1</sup>

November 30th, 1931.

The Mexican Government has no dirigibles at present.

The Federal Government is encouraging the development of aviation by means of intense propaganda conducted periodically through the Press; it grants facilities to companies, institutions and private persons in order to promote the development of aviation, and it intends to open an official school for the training of pilots. Up to the present, it has granted no subsidies to the existing companies which provide regular air services, but it is now contemplating a scheme of financial assistance to be granted to these undertakings in the future.

In virtue of an explicit decision by the Executive, imported flying material pays no import duty, the only compulsory tax being the income-tax.

The civil flying-schools at present in existence have been established by private persons and societies. The following may be mentioned: seven schools in Mexico City, one at Morelia (Mich.), two at Tampico (Tamps.), one at Chihuahua (Chih.), one at San Luis Potosí (S.L.P.), one at Tijuana (B.C.), and one at Veracruz (Ver.).

There are various private societies whose aim is to encourage aviation and to create a favourable attitude towards it among the public.

The chief of these societies are the Aero-Club of Mexico and the Mexican Air Association; both have various local sections and a considerable number of members.

LIST OF COMMERCIAL AND TOURING AEROPLANES REGISTERED AT THE  
AIR COMMUNICATIONS BUREAU.

Registration letters	Aeroplane, type and number	Engine, type and number
1. X-BACB	Bip. Avro 504, No. 24	Radial Gnome, No. 31
2. X-BACC	Bip. Avro 504, No. 187	Radial Gnome, s/n
3. X-BACE	Mon. Stinson Det., No. 246	Pratt-Whitney, 978
4. X-BACG	Mon. Stinson jr., No. 1036	Werner Scarab, s/n
5. X-BACH	Avro Avian, Mark IV	Cirrus, 88-III-228.3
6. X-BACI	Bip. Avro Avian, No. 305	Cirrus III
7. X-BACJ	Bip. Curtiss J.N., 4-D.	Hispano-Suiza, s/n
8. X-BACK	Bip. Eagle Rock, 8-A-14	Wright J6, A.14/29
9. X-BACL	Bip. Lincoln Std., s/n	Hispano-Suiza, 82138
10. X-BACM	Mon. Stinson jr., M-1024	Warner Scarab, No. 51
11. X-BACQ	Bip. De Havilland Moth, 923	Gipsy 606, No. 204
12. X-BACR	Bip. Avro 504, No. 28	Gnome M. Soupape, 27
13. X-BACS	Bip. Fairchild, No. 391	Wright J6, No. 11230
14. X-BACW	Mon. Fairchild, No. 31	Wright J5, No. 8107
15. X-BACY	Bip. Travel Air, No. 1101	Wright J6, No. 10412
16. X-BACZ	Mon. Travel Air, No. 2008	Wright J6, A-12420
17. X-BADA	Mon. Lockheed Sirius	P. & W., No. 425
18. X-BADE	Mon. Cessna, No. 234	Wright J5, B-9196
19. X-BADF	Mon. Spartan, No. B.X.4	Wright jr., No. 893
20. X-BADG	Bip. Avro, 504, s/n	Hispano-Suiza, 43254
21. X-BADH	Bip. Spartan, A-2	Wright J6, 12230
22. X-BADJ	Mon. Curtiss Robin, No. 686	Challenger, No. 522
23. X-BADK	Bip. Avro Avian, No. 180	Jenet Major, 14909
24. X-BADM	Bip. Spartan, No. 147	Wright J6, A-11567
25. X-BADO	Mon. Curtiss Robin, No. 649	Challenger, No. 482
26. X-BADP	Mon. Ryan, No. 218	Wright J6, 10692
27. X-BADR	Bip. De Havilland Moth, 971	Cirrus, No. 369.3
28. X-BADS	Bip. Travel Air, No. 3000	Hispano-Suiza, s/n
29. X-BADU	Bip. De Havilland Moth, s/n	Gipsy, No. 172
30. X-BADV	Mon. Fairchild, No. 108	Wright J5, 10272
31. X-BADW	Mon. Fairchild, No. 513	P. & W. Wasp, No. 833
32. X-BADX	Bip. Spartan, No. 129	Wright J6, 11393
33. X-BADY	Mon. Stinson jr., No. 1015	Warner, No. 32
34. X-BADZ	Curtiss Robert, No. 556	Challenger, No. 66
35. X-BAEA	Mon. Aeromarine, No. 2-61	Leblonf 7, DF 724
36. X-BAEC	Bip. Xaco, No. 3396	Kinner B. 5, 46
37. X-BAEB	Mon. Fairchild	
38. X-BAEE	Mon. Fairchild PC2, No. 24	Wright J5, 24-10-27
39. X-BAEF	Mon. Ryan, No. 110	Wright J5, 8460
40. X-BAEG	Bip. De Havilland Moth, 159	Gipsy, No. 50019

NOTE. — A list of 194 landing-grounds is attached, many of which are provided with numerous facilities — maintenance and mechanics' service, lighting, paved tracks, meteorological service, communications service. Other documents are also attached to this communication, but we reproduce only those replying to the questions in the two questionnaires C.A.6 and C.A.7.

<sup>1</sup> Reply to the questionnaire sent by the Communications and Transit Organisation under date of August 10th, 1931.

Registration letters	Aeroplane, type and number	Engine, type and number
41. X-BAEH	Mon. Bellanca P.M., No. 171	Wright J6, 10668
42. X-BAEI	Mon. Davis, No. 506	Kinner, No. 1139
43. X-BAEJ	Bip. Eagle Rock, No. 881	Hispano-Suiza, s/n
44. X-BAEL	Bip. Avro 504 Anahuac, s/n	Gnome, No. 15787
45. X-BAEN	Mon. Curtiss jr., No. 1080	Szekeley, No. 865
46. X-BAEM	Bip. Avro Avian, No. 954	Cirrus III, 1229-228, 3
47. X-BAEO	Bip. Fleet	Warner, No. 111
48. X-BAEP	Bip. Avro 504, s/n	Wright J6, 11308
49. X-BAEQ	Bip. Avro 504, s/n	Gnome Rot, No. 15260
50. X-BAER	Bip. Stearman, No. 147	Wright J5, No. 9027
51. X-BAES	Mon. Curtiss jr., No. 1238	Szekeley, No. 1125
52. X-BAET	Mon. Stinson jr., No. 8033	Lymoming, No. 560
53. X-BAEU	Mon. Curtiss jr., CW1-1239	Szekeley, No. 1126
54. X-BAEV	Bip. Eagle Rock, No. 588	Hispano-Suiza, s/n
55. X-BAEW	Mon. Verville, No. 4	Wright J6, 12266
56. X-BAEX	Bip. Spartan, No. 100	Walter, No. 11140
57. X-BAEY	Bip. Avro, 504 Anahuac	Kinner B-5, No. 249

*Government Aeroplanes.*

58. X-BAGA	Mon. Curtiss Robin, 696
59. X-BAGC	Mon. Stinson, No. 264
60. X-BAGD	Mon. Stinson, No. 268
61. X-BAGE	Bip. Eagle Rock, No. 613
62. X-BAGF	Bip. Bird, No. 4030

*Mexican Aviation Co.*

63. X-ABCA	Trimotor Ford, No. 22
64. X-ABCB	Trimotor Ford, No. 12
65. X-ABCC	Trimotor Ford, No. 11
66. X-ABCF	Trimotor Ford, No. 40
67. X-ABCH	Fairchild F.C.2-71, No. 618
68. X-ABCI	Fairchild F.C.2-71, No. 603
69. X-ABCK	Fairchild F.C.2-71, No. 601
70. X-ABCM	Fairchild F.C.2-30
71. X-ABCO	Fairchild F.C.2-43
72. X-ABCR	Fokker F-10, No. 1050
73. X-ABCS	Fokker F-10, No. 1053
74. X-ABDC	Stearman, No. 204

*Air Transport Association.*

75. X-ABHA	Mon. Lockheed Vega, No. 62
76. X-ABHB	Mon. Lockheed Vega, No. 59
77. X-ABHD	Mon. Ryan, No. 56
78. X-ABHE	Mon. Ryan, No. 174
79. X-ABHF	Mon. Ryan, No. 175
80. X-ABHG	Mon. Ryan, No. 176
81. X-ABHH	Mon. Ryan, No. 177
82. X-ABHI	Mon. Lockheed Vega, No. 103
83. X-ABHJ	Mon. Lockheed Vega, No. 61
84. X-ABHK	Mon. Lockheed Vega, No. 100
85. X-ABHM	Mon. Lockheed Vega, No. 88
86. X-ABHO	Mon. Bellanca Air Buss, No. 701

*School.*

87. X-AEX1	Bip. Ecole.
88. X-AEX2	Mon. Alco jr., Allison No. 1

TABLE SHOWING CIVIL AVIATION ACTIVITY IN MEXICO IN FIRST HALF OF 1931.

Services	Number of kilometres flown	Time		Number of passengers	Mail, in kilogrammes	Packages, in kilogrammes	Baggage	
		Hours	Minutes				Number of pieces	Kilogrammes
Mexican Aviation Co., Ltd.	637,234	3,760	12	4,774	30,773.310	34,257.525	6,892	65,534.500
Air Transport Association, Ltd.	884,315	4,454	2	3,501	8,593.965	159,659.773		33,448.618
Mexico-Cuba Air Transport Co.	25,821	188	10	95	105.270	5,935.700		
Occasional and pleasure flights	117,293	746	35	2,381			428	3,326.000
	1,661,663	9,148	59	10,751	39,472.545	199,852.998	7,320	102,309.118



Norway.<sup>1</sup>

November 23rd, 1931.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. *Commercial Aviation.* — There exists in Norway no real commercial aviation with Norwegian aircraft, only some occasional or trial aviation by means of aircraft which must be called private aircraft.

The reply to the question under paragraph A must, therefore, be : Nil.

B. *Private Aviation.*

Land aeroplanes : Four, having altogether 869 h.p. ; whereof : 2 five-seaters, 1 three-seater, and 1 two-seater.

Seaplanes : Six, having altogether 944 h.p. ; whereof : 1 six-seater, 1 five-seater, and 4 two-seaters.

Amphibium-aircraft : One 20 h.p. two-seater.

C. *Non-military Aviation at the disposal of the State or of Official Services* : Nil.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A, B, and C. — For the financial year July 1931 to June 1932, the Norwegian State has granted the following sums :

	Kroner
Towards administration . . . . .	9,000
Towards establishment of airports and their use . . . . .	46,500
Towards assistance for private aviation . . . . .	10,000
Towards Conventions, etc. . . . .	7,000

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<sup>1</sup> Reply to the questionnaire sent by the Organisation for Communications and Transit, under date of August 10th, 1931.

Netherlands Delegation.

May 2nd, 1932.

I. NON-MILITARY AIRCRAFT.

A. Commercial Air Fleets :

1. Aeroplanes and seaplanes carrying four and more persons :

Type of aircraft	Number of this type at present in service	Nominal power (h.p.)	Seats for passengers in normal service	Authorised useful load (kilogrammes)	Authorised commercial load (kilogrammes)	Normal capacity of tanks (litres)	Volume of compartments for commercial load (cub. metres)	When put into service
Fokker								
FVII . . . . .	1	480	8	1,404	560	720	12.75	1925
FVIIa . . . . .	7	480	8	1,392 1,587	545 730	720	12	1 in 1925 2 in 1926 2 in 1927 2 in 1929
FVIIb . . . . .	4	720	8	1,865 2,240	380 560	1,440	12	2 in 1929 2 in 1931
FVIII . . . . .	5	960	16	2,075 2,235	830 1,000	1,000	20	1928
FIX . . . . .	1	1,440	18	3,700	1,100	2,640	25	1929
FXII . . . . .	6	1,275	14	2,680 2,970	315 1,150	2,010	23	1 in 1930 4 in 1931 1 in 1932
Koolhoven FK 40	1	240	5	726	215	360	5.4	1929
Werkspoor (cargo)	1	480	0	1,697	935	600	14.5	1930

2. Dirigibles : None.

3. Aeroplanes or seaplanes carrying from 1 to 3 persons : None.

4. Aeroplanes or seaplanes permanently equipped for special purposes :  
1 photographic aeroplane (type Fokker FVIIa), power 480 h.p.

B. Private Aircraft.

	International horse-power per aeroplane	Number in category	Total horse-power per category
Single-seaters :			
1 Pander DB . . . . .	24	2	129
1 Koolhoven FK 45 . . . . .	105		
Two-seaters :			
3 Pander EC . . . . .	60	15	1,154
3 Pander EF 85 . . . . .	70		
1 Pander EF 85 . . . . .	85		
2 Pander EG 1 . . . . .	92		
1 Pander P2 . . . . .	85		
1 Pander P3 . . . . .	110		
1 Koolhoven FK 41e . . . . .	105		
1 Koolhoven FK 44 . . . . .	105		
1 Curtiss-Wright Junior . . . . .	45		
1 Klemm VL 25 IA . . . . .	45		
Three-seaters :			
1 Koolhoven FK 41 . . . . .	60	3	251
1 Koolhoven FK 41b . . . . .	86		
1 De Haviland Puss Moth . . . . .	105		

C. Non-Military Aircraft at Disposal of the State or Official Services.

One experimental aeroplane (type Fokker F II, horse-power 185) belonging to the State Aerotechnical Research Service at Amsterdam.

II. - EXPENDITURE OF PUBLIC MONEY ON NON-MILITARY AIRCRAFT.

A. *Commercial Flying.*

*Direct Support.* — The Government grants the Koninklijke Luchtvaart Maatschappij voor Nederland en Koloniën (K.L.M.) a subsidy to meet the loss incurred up to a certain fixed maximum. At present, the amount of the grant is determined each year; previously, the sum was decided by agreement for several years in advance.

Sums allotted since 1920 :

Grant :		Florins
1920	{	420,000
1921		
1922		
Advance free of charge (later converted into grant):		
1923		400,000
1924		400,000
1925		300,000
1926		300,000
Grant :		
1927		500,000
1928		600,000
1929		925,000
1930		1,000,000
1931		900,000

The Government has also undertaken to take up K.L.M. shares to an amount not exceeding Fl. 3,000,000, and to guarantee the interest and sinking fund on a debenture loan of Fl. 2,500,000.

As regards postal traffic between the Netherlands and the Dutch Indies, the K.L.M. receives a fixed payment from the Post Office for each flight.

In 1931, the Government founded a course for public transport pilots as a branch of the Naval School at Amsterdam. An item of Fl. 28,000 was included in the budget for this purpose.

*Indirect Support.* — The Government has aided flying by installing the ground organisation required for safe flying. The Government had also intended to prepare and maintain the principal airports, but it has now generally entrusted this task to the communes.

As regards ground organisation, the Government undertakes :

1. To provide a forwarding service divided into three principal branches :
  - (a) Communications between aerodromes (traffic service);
  - (b) The wireless service with aircraft (aircraft service);
  - (c) Meteorological reports for air traffic (meteorological service).
2. To provide secondary aerodromes and emergency landing-grounds on the air routes.
3. To provide lighthouses on these routes.
4. To publish *Notices to Air Pilots* and *The Air Pilots' Guide*, with supplements.

B. *Private flying.*

In 1931, the Government granted a subsidy of Fl. 20,000 to the National School for Air Pilots. Of this, Fl. 15,000 was granted as a subsidy at the rate of Fl. 10 per flying-hour up to the maximum of the loss sustained. The other Fl. 5,000 was to compensate the undertaking for expenditure incurred in the practical training of pupils taking part in the Government training course for public transport air pilots.

C. *Non-Military Aircraft at the Disposal of the State or Official Services.*

The State Aerotechnical Research Service at Amsterdam.

During the period 1921-1932, the following sums were included in the national budget :

Year	A		B	C
	Direct aid : grant to K.L.M. Florins	Indirect aid : grounds, lighting, wireless and meteorological services Florins	Private flying Florins	Aerotechnical Research Service Florins
1920 and 1921	420,000	225,000	—	155,350
1922	325,000	318,000	—	125,300
1923	400,000	107,100	—	95,035
1924	400,000	54,900	—	95,987
1925	300,000	62,125	—	90,822
1926	300,000	44,160	—	91,590
1927	500,000	45,800	—	101,185
1928	600,000	66,250	—	97,228
1929	925,000	81,187	—	124,170
1930	1,000,000	91,331	—	132,106
1931	900,000	115,750	20,000	150,226
1932	803,500	59,900	14,000	150,334

**Swiss Delegation**

Berne, April 9th, 1932.

**I. EFFECTIVES OF NON-MILITARY AVIATION.**

**A. Commercial Aviation:**

**1. Aeroplanes and seaplanes carrying 4 persons or more.**

Position on December 31st, 1931.

Registration No	Type of machine	a				b			c
		Nominal horse-power	Number of passengers carried in normal service	Useful load permitted (kilogrammes)	Freight permitted (kilogrammes)	Normal content of tanks (litres)	Volume of compartments holding freight (approximate) in cubic metres		
							Cabin for passengers	Hold for freight	
<i>Aeroplanes</i>									
CH 142	Dornier-Merkur	450	6	1,124	700	700	7.4	1.5	20.V.1927
CH 157	Fokker F.VIIa	420	8	1,524	1,000	720	7.9	2.4	11.IV.1927
CH 162	Fokker F.VII3m	900	8	2,180	1,000	1,440	7.9	2.4	11.III.1930
CH 163	Fokker F.VII3m	900	8	2,153	1,000	1,440	7.9	2.4	11.III.1930
CH 164	Fokker F.VII3m	900	8	2,153	1,000	1,440	7.9	2.4	11.III.1930
CH 165	Fokker F.VII3m	900	8	1,903	1,000	1,440	7.9	2.4	28.II.1931
CH 166	Fokker F.VII3m	900	10	2,074	1,000	1,440	7.9	2.4	25.III.1931
CH 171	Dornier-Merkur	450	6	1,134	700	700	7.4	1.5	9.VIII.1927
CH 186	Hopfner HV 628	300	4	713	400	560	3.5	1.0	19.IV.1929
CH 188	Fokker F.XI	240	4	636	400	372	5.3	1.3	5.VI.1929
CH 189	Comte A.C.8	230	5	605	400	350	3.4	0.9	27.VI.1930
CH 190	Fokker F.VII3m	690	8	1,763	1,000	1,440	7.9	2.4	28.II.1929
CH 191	B.F.W.M18 D	230	6	650	480	250	4.3	0.5	10.IV.1930
CH 192	Fokker F.VII3m	690	9	1,800	1,000	1,440	7.9	2.4	1.V.1930
CH 280	Comte A.C.8	300	5	636	400	350	3.4	0.9	6.VI.1930
CH 282	Comte A.C.8	300	5	590	400	350	3.4	0.9	29.VI.1930
CH 283	Junkers F. 13 ke	280	5	1,055	500	418	4.5	0.5	21.IV.1931
<b>Total</b>	<b>17 aeroplanes</b>	<b>9,080</b>	<b>113</b>	<b>22,693</b>	<b>12,380</b>	<b>14,850</b>	<b>105.8</b>	<b>28.2</b>	

Seaplanes : Nil.

**2. Dirigibles : Nil.**

**3. Aeroplanes or seaplanes carrying from 1 to 3 persons : Aeroplanes : 8.**

Registration No.	Type of machine	Engine hp.
CH 125	Caudron C.59 . . . . .	180
CH 146	Caudron G.3 . . . . .	80
CH 187	Comte A.C.4 . . . . .	105
CH 246	B.F.W.M.23 . . . . .	40
CH 262	Comte A.C.4 . . . . .	105
CH 264	Comte A.C.4 . . . . .	105
CH 284	Klemm L.26 . . . . .	80
CH 285	Comte A.C.11 . . . . .	200
<b>Total . . . . .</b>		<b>895</b>

Seaplanes : Nil.

**4. Aeroplanes or seaplanes used for purposes involving permanent installations (photography, spraying of crops or forests, wireless for patrolling purposes) : Nil.**

B. *Private Aviation : Aeroplanes :*

Single-seaters : Nil.

Two-seaters : 41 aeroplanes with a total horse-power of 3,185.

Three to five-seaters : 15 aeroplanes with a total horse-power of 1,590.

Six-seaters (or more) : Nil.

Seaplanes and amphibians : Nil.

C. *Non-Military Aviation at the Disposal of the State or of Official Services :* Nil.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION FOR THE YEAR 1931.

A. *Commercial Aviation :*

Direct assistance :

	Francs
Mileage subventions granted to Swiss and foreign lines by the Confederation . . . . .	460,000
Subventions granted by cantons and towns interested in Swiss and foreign lines . . . . .	375,000
Total . . . . .	835,000
Postal contracts, postal indemnities to Swiss and foreign lines (Confederation) . . . . .	1,300,000
Guarantees of minimum revenue from postal traffic . . . . .	—
Indemnities for crew or passenger accommodation placed at the disposal of contributing parties . . . . .	—
Subsidies to training schools for air transport crews . . . . .	—
Exemption from taxation . . . . .	—
Guaranteed interest on issues of bonds . . . . .	—
Treasury advances . . . . .	—

Indirect assistance :

Establishment of airports and air routes :	
Confederation . . . . .	10,000
Cantons and towns . . . . .	600,000
Meteorological services : Confederation . . . . .	50,000
Insurance funds . . . . .	—
Other forms of indirect assistance : Aviation Safety Service (wireless, radiogoniometry, cables, signals, etc.) :	
Confederation . . . . .	95,000
Cantons and towns . . . . .	100,000
Total . . . . .	195,000

B. *Private Aviation :*

Expenditure on training centres . . . . .	—
Expenditure on subsidised centres for training pilots or specialists . . . . .	—
Expenditure on <i>clubs</i> possessing aircraft (engine-driven only) placed at the disposal of their members for learning to fly or for free use (Confederation) . . . . .	5,000
Purchase, upkeep and efficiency bonuses granted to private persons, whether or not such bonuses render the aircraft so acquired liable for service . . . . .	—

C. *Non-Military Aviation at the Disposal of the State or of Official Services :* Relevant budgetary entries . . . . .

—

Czechoslovak Delegation.

Geneva, April 20th, 1932.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. Commercial Air Service.

1. Commercial Aeroplanes :

Date of registration	Mark	Type	Number of seats	Total horse-power	Useful weight	Commercial weight	Weight of tanks
13. VI.28	OK-AAB	A-23	6	420	824	3,160	450
22. VI.28	OK-AAC	A-23	6	420	824	3,170	450
2. VII.28	OK-AAD	A-23	6	420	824	3,170	450
25. VII.28	OK-AAE	A-23	6	450	840	3,200	450
25. VIII.28	OK-AAF	A-23	6	420	825	3,200	450
25. VIII.28	OK-AAG	A-23	6	420	835	3,200	450
5. X.29	OK-ACB	A-38	8	420	1,075	3,170	325
8. II.30	OK-AUA	A-35	5	225	435	1,900	232
1. II.30	OK-ACC	A-38	8	420	1,060	3,200	325
21. II.30	OK-ACD	A-38	8	420	1,055	3,200	320
9. VII.30	OK-AFA	Fokker FVII 3 m.	8	720	1,163	5,200	781
28. VII.30	OK-AFB	Fokker FVII 3 m.	8	720	1,240	5,200	770
13. X.30	OK-AUB	A-35	5	240	520.50	1,900	220
23. XI.30	OK-AUC	A-35	5	240	520	1,930	210
28. XI.30	OK-AUD	A-35	5	240	520	1,930	215
14. III.31	OK-AUE	A-35	5	240	529	1,930	213
14. III.31	OK-AUF	A-35	5	240	527	1,930	218
14. III.31	OK-AUG	A-35	5	240	528	1,930	217
2. XII.31	OK-AFC	Fokker FVII 3 m.	8	720	1,110	5,200	790
13. XI.31	OK-ADA	S-32	5	435	540	2,750	300
2. XII.31	OK-AFD	Fokker FVII 3 m.	8	720	1,115	5,200	790
	OK-AFE	Fokker FVII 3 m.	8	720	1,010	5,200	790
25. II.28	OK-ABB	BH-25	5	420	733	3,005	382
2. III.28	OK-ABC	BH-25	5	420	730	2,980	382
26. III.28	OK-AAH	Fokker FVII a.	8	420	924	3,500	524
26. III.28	OK-AAI	Fokker FVII a.	8	420	951	3,500	524
7. V.28	OK-ABE	BH-25	5	420	750	2,980	382
4. VI.28	OK-ABF	BH-25	5	420	678	2,950	382
12. VI.29	OK-ABA	BH-25	5	420	704	3,100	400
18. VII.30	OK-ABM	Fokker FVII 3 m.	8	630	1,146	5,100	720
4. IX.30	OK-ABO	Fokker FVII 3 m.	8	720	1,208	5,200	725
17. XI.30	OK-ABP	Fokker FVII 3 m.	8	630	1,155	5,100	740
24. I.31	OK-ABR	Fokker FVII 3 m.	8	720	1,085	2,200	775
9. III.32	OK-ABS	Fokker FVII 3 m.	8	750	1,150	5,200	790
9. III.32	OK-ABT	Fokker FVII 3 m.	8	750	1,121	5,200	785
9. III.32	OK-ABN	Fokker FVII 3 m.	8	630	1,155	5,100	740
Total number of commercial aeroplanes :		36	237	17,280	31,389	128,986	17,667

2, 3, 4. — Czechoslovakia has no airships or aeroplanes coming under the paragraphs mentioned above.

B. Private Aviation.

	Total number	Total horse-power
Single-seaters . . . . .	7	1,441
Two-seaters . . . . .	58	9,705
Three- to five-seaters. . . . .	19	4,115
Six-seaters . . . . .	2	960

C. Non-Military Aviation placed at the Disposal of the State or of Official Services. — Two machines with a total horse-power of 240, used for the meteorological and navigation services and for experiments and transport by the "Čs. státní Aerolinie" Company and by the Ministry of Public Works.

B. *Private Aviation: Aeroplanes:*

Single-seaters: Nil.

Two-seaters: 41 aeroplanes with a total horse-power of 3,185.

Three to five-seaters: 15 aeroplanes with a total horse-power of 1,590.

Six-seaters (or more): Nil.

Seaplanes and amphibians: Nil.

C. *Non-Military Aviation at the Disposal of the State or of Official Services:* Nil.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION FOR THE YEAR 1931.

A. *Commercial Aviation:*

Direct assistance:

	Francs
Mileage subventions granted to Swiss and foreign lines by the Confederation . . . . .	460,000
Subventions granted by cantons and towns interested in Swiss and foreign lines . . . . .	375,000
Total . . . . .	835,000

Postal contracts, postal indemnities to Swiss and foreign lines (Confederation) . . . . .	1,300,000
Guarantees of minimum revenue from postal traffic . . . . .	—
Indemnities for crew or passenger accommodation placed at the disposal of contributing parties . . . . .	—
Subsidies to training schools for air transport crews . . . . .	—
Exemption from taxation . . . . .	—
Guaranteed interest on issues of bonds . . . . .	—
Treasury advances . . . . .	—

Indirect assistance:

Establishment of airports and air routes:	
Confederation . . . . .	10,000
Cantons and towns . . . . .	600,000
Meteorological services: Confederation . . . . .	50,000
Insurance funds . . . . .	—
Other forms of indirect assistance: Aviation Safety Service (wireless, radiogoniometry, cables, signals, etc.):	
Confederation . . . . .	95,000
Cantons and towns . . . . .	100,000
Total . . . . .	195,000

B. *Private Aviation:*

Expenditure on training centres . . . . .	—
Expenditure on subsidised centres for training pilots or specialists . . . . .	—
Expenditure on <i>clubs</i> possessing aircraft (engine-driven only) placed at the disposal of their members for learning to fly or for free use (Confederation) . . . . .	5,000
Purchase, upkeep and efficiency bonuses granted to private persons, whether or not such bonuses render the aircraft so acquired liable for service . . . . .	—

C. *Non-Military Aviation at the Disposal of the State or of Official Services:* Relevant budgetary entries . . . . .

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Czechoslovak Delegation.

Geneva, April 20th, 1932.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. Commercial Air Service.

1. Commercial Aeroplanes :

Date of registration	Mark	Type	Number of seats	Total horse-power	Useful weight	Commercial weight	Weight of tanks
13. VI.28	OK-AAB	A-23	6	420	824	3,160	450
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17. XI.30	OK-ABP	Fokker FVII 3 m.	8	630	1,155	5,100	740
24. I.31	OK-ABR	Fokker FVII 3 m.	8	720	1,085	2,200	775
9. III.32	OK-ABS	Fokker FVII 3 m.	8	750	1,150	5,200	790
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Total number of commercial aeroplanes:	36		237	17,280	31,389	128,986	17,667

2, 3, 4. — Czechoslovakia has no airships or aeroplanes coming under the paragraphs mentioned above.

B. Private Aviation.

	Total number	Total horse-power
Single-seaters . . . . .	7	1,441
Two-seaters . . . . .	58	9,705
Three- to five-seaters. . . . .	19	4,115
Six-seaters . . . . .	2	960

C. Non-Military Aviation placed at the Disposal of the State or of Official Services. — Two machines with a total horse-power of 240, used for the meteorological and navigation services and for experiments and transport by the "Čs. státní Aerolinie" Company and by the Ministry of Public Works.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Commercial Aviation.*

Direct Assistance. — The Ministry of Public Works subsidises air navigation companies in proportion to the number of kilometres flown. There is no minimum grant to provide for a regular postal service; there are no indemnities to the air navigation companies in respect of reduced rates granted for the conveyance of the navigating personnel or of accommodation placed at their disposal; there are no subsidies for the training of commercial pilots; there is no exemption from taxation.

Indirect Assistance. — The State builds airports at its own expense; meteorological information is supplied to air lines free of charge.

B. *Private Aviation.* — Expenditure on training centres and expenditure on schools for training pilots or specialists: The civil centre for training pilots or specialists is at Prague—Central School for Pilots. This school was opened at the beginning of 1930 and received an initial subsidy of 500,000 Czechoslovak crowns.

For working expenses it has received from the State the following subventions:

	Kč.
At the end of 1930 . . . . .	200,000
In 1931 . . . . .	50,000
	<hr/>
Total in two years . . . . .	250,000

Further, in connection with the flying clubs, there are civil flying schools for members of these clubs; the schools are at Plzen, Brno, Bratislava, Pardubice and Olomouc; they are not subsidised.

Expenditure on clubs possessing aircraft (engine-driven only) placed at the disposal of their members for learning to fly or free use: The Ministry of Public Works gives an annual subsidy to pleasure-flying organisations. The total of this subvention in 1931 amounted to 534,000 Czechoslovak crowns.

So far no purchase, upkeep or efficiency bonuses have been given in Czechoslovakia.

C. *Non-Military Aviation at the Disposal of the State or of Official Services.* — The sums necessary for the upkeep of the two machines mentioned in paragraph C are drawn from the budgets of the "Čs. státní Aerolinie" and of the Ministry of Public Works.

Items in this budget: In the State budget for 1932, expenditure on civil aviation appears under the heading of Ministry of Public Works.

	Kč.
Expenditure on personnel, in accordance with laws and decrees in force . . . . .	4,062,500
Expenditure on material . . . . .	6,825,300
Extraordinary expenditure on material:	
Subsidies to air lines . . . . .	13,600,000
Meteorological and wireless service . . . . .	1,500,000
Encouragement of flying . . . . .	1,200,000
Purchase of machines . . . . .	8,500,000
Completion of equipment of the "Čs. státní Aerolinie" Company . . . . .	300,000
Purchase of land for airports, buildings, etc., on these lands, and State subsidy to air undertakings. . . . .	11,600,000
Preparation of aerodromes . . . . .	1,900,000
	<hr/>
Total . . . . .	38,600,000

There is no item for civil aviation in the budgets of the other State departments.

Geneva, June 8th, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

AIR COMMISSION

**Addendum**

to the Collection of Replies to the Questionnaires  
concerning the Organisation of National Civil Aviations

(Document Conf. D./C.A.6 — March 18th, 1932)

(Document Conf. D./C.A.7 — March 22nd, 1932)

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## FIRST PART

### QUESTIONNAIRE (DOCUMENT CONF. D./C.A.6).

#### Brazilian Delegation.

Geneva, June 23rd, 1932.

1. Civil aviation in Brazil is under the "Departamento de Aeronautica Civil" (Department of Civil Aviation), which comes directly under the "Ministerio da Viação e Obras Publicas" (Ministry of Communications and Public Works).

The Department of Civil Aviation, the task of which is to supervise the services connected with civil and commercial aviation, was created by Decree No. 19902 of April 22nd, 1932.

It consists of three sections: I. Administration; II. Operation; III. Traffic. These sections maintain up to date a register of aircraft, supervise the condition of the material and the navigating and technical staff, control the traffic revenue and draw up statistics concerning movement.

2. The national air lines are at present operated by the following undertakings:

1. "Empresa de Viação Aerea Rio Grandense (Varig)": Brazilian nationality. Seat: Porto Alegre.

2. "Sindicato Condor Limitado": Brazilian nationality. Seat: Rio de Janeiro.

3. "Panair do Brazil, S.A.": Brazilian nationality. Seat: Rio de Janeiro.

4. "Compagnie Générale Aéropostale": French nationality. Seat: Paris.

The largest shareholder of the "Empresa de Viação Aerea Rio Grandense" is the Government of the State of Rio Grande do Sul, and the line receives, in addition, a subsidy and other advantages from that State.

The "Sindicato Condor Limitado" is financially assisted by the German group of the "Luft-Hansa."

In the same way, the "Panair do Brazil", joint-stock company, is connected with the North-American group of Pan-American Airways, Suc., and its lines in Brazil belong to the system of airways operated by that group, which are subsidised by the United States Postal Department.

Finally, the "Compagnie Aérienne Aéropostale" receives a grant from the French Government to keep in operation the international airway France-South America, to which the Brazilian branch belongs, from Natal along the coast as far as the Uruguayan frontier.

In addition to these undertakings, the following have received concessions to operate commercial air lines in Brazil: the "Empresa de Transportes Aereos, C<sup>ia</sup> Ltda" (Eta) and the "Companhia Aeropostal Brasileira," both being of Brazilian nationality. These companies are not at present in operation.

The lines operated by the four above-mentioned undertakings are the following:

A. "Empresa de Viação Aerea Rio Grandense" (Varig):

(a) *Central line*: Porto Alegre-Santa Cruz-Santa Maria, with optional and occasional calls at Cachoeira and a projected extension as far as Cruz Alta. *Length of line*: to Santa Maria, 269 kilometres; to Santa Cruz, 396, kilometres. *Frequency of journeys*: one flight per week in each direction.

(b) *Southern lines*: (1) Porto Alegre-Pelotas-Rio Grande. *Length of line*: 255 kilometres. *Frequency of journeys*: one flight per week in each direction. (2) Porto Alegre-Rio Grande-Pelotas-Bagé-Sant'Anna do Livramento. *Length of line*: 630 kilometres. *Frequency of journeys*: two flights a week in each direction.

The traffic on the above three lines (in the central line, to begin with, only as far as Cruz Alta) will be inaugurated early in April of the present year for the transport of passengers, packages and mail.

B. "Sindicato Condor Limitado":

(a) *Rio-Natal line*: Rio-Victoria - Caravélas - Belmonte - Ilhéos - Bahia - Aracajú - Penedo - Maceió - Recife - João-Pessoa - Natal. *Length of line*: 2,345 kilometres. *Frequency of journeys*: one flight per week in each direction.

(b) *Rio-Porto Alegre line* : Rio-Santos-Paranaguá-S. Francisco-Florianopolis-Porto Alegre. *Length of line* : 1,415 kilometres. *Frequency of journeys* : one flight per week in each direction.

(c) *Corumbá-Cuyabá line* : Corumbá-Porto Joffre-Cuyabá. *Length of line* : 465 kilometres. *Frequency of journeys* : one flight per week in each direction.

The traffic on these three lines, for the transport of passengers, packages and mail, is maintained with complete regularity. The undertaking is considering the extension of the line from Corumbá as far as S. Paulo, the following being the probable itinerary : S. Paulo-Baurú-Araçatuba-Tres Lagôas-Campo Grande-Corumbá-Cuyabá. This will make it possible to establish at Corumbá, or at Porta Suarez, joint traffic with the "Lloyd Aérien Bolivien".

The undertaking also operates a postal service for Europe in connection with the German liners of the South-American lines ; the transhipment of postal mail is effected off the island of Fernando do Noronha.

It is probable that at some future date the system of air lines of the undertaking will be joined up with that of the "Luft-Hansa" by means of the Zeppelin dirigible line, which will again be tested this year (four journeys, one every fortnight between Friedrichshafen and Natal, during March, April and May, and six others in the course of September, October and November).

C. "*Panair du Brésil, S.A.*" :

This operates a line *Belem (State of Pará)-Buenos Aires* : Belem-S. Luiz-Amarrão-Camocim - Fortaleza - Natal - Recife - Maceió - Bahia - Ilhéos - Caravellas - Victoria - Rio-Santos-Paranaguá-Florianopolis-Porto Alegre-Rio Grande-Montevideo-Buenos Aires. *Length of line* : 6,485 kilometres. *Frequency of journeys* : one flight per week in each direction, for the transport of passengers, packages and mail.

This line operates jointly with the Pan-American Airways, Inc., at its two extremities : (a) at Belem with the Pan-American aeroplanes, which have authorisation from the Brazilian Government to fly over the north coast of Brazil from Oyapock to Belem, whether bound for North America via the Antilles and Miami, or for Venezuela, Colombia, Central America and Mexico, via Cristobal ; (b) at Buenos Aires with the aeroplanes of Pan-American Grace Airways, Inc. (Panagra), which operate the air traffic along the Pacific coast from Buenos Aires to Cristobal, via Santiago (Chile).

With a view to accelerating postal interchange between the two Americas, the "Panair du Brésil, S.A." is studying the possibility of establishing an internal line which will go from S. Paulo to Belem via the Tocantins and Araguaya rivers.

D. "*Compagnie Générale Aéropostale*" :

*Brazilian Section of the international line France-South America* : Natal-Recife-Maceió - Bahia - Caravellas - Victoria - Rio - Santos - Florianopolis - Porto Alegre-Pelotas. *Length of line (Natal-Buenos Aires section)* : 4,650 kilometres. *Frequency of journeys* : one flight per week in each direction.

The South-American air section of the international line (Natal-Buenos Aires-Santiago, covering 5,850 kilometres) is connected with the Europe-Africa air section (Toulouse-Perpignan-Barcelona -Alicante-Malaga-Tangier-Rabat -Casablanca -Agadir -Cape Juby-Villa Cisneros-Port Etienne-St. Louis-Dakar, 4,695 kilometres in length) by means of the transoceanic section (Dakar-Porto Praia-Fernando do Noronha-Recife, 3,090 kilometres in length) which is covered by rapid boats (*avisos*) only. The company only carries mail.

3. Of the four undertakings just mentioned, two at present operate lines outside Brazilian territory : (1) the "Panair du Brésil, S.A.", section Belem-Buenos Aires, over Uruguayan and Argentine territory ; (2) the "Compagnie Générale Aéropostale", in the Europe-Africa section and the South-American section, in the part corresponding to the Uruguayan, Argentine and Chilean territories.

To sum up, the Brazilian commercial air lines are as follows :

	Kilometres	
<i>Varig</i> : Porto Alegre-Santa Maria . . . . .	269	}
Porto Alegre-Rio Grande . . . . .	255	
Porto Alegre-Sta. Anna do Livramento . . . . .	630	
<i>Condor</i> : Belem-Buenos Aires . . . . .	2,345	}
Rio-Porto Alegre . . . . .	1,415	
Corumbá-Cuyabá . . . . .	465	
<i>Panair</i> : Belem-Buenos Aires . . . . .	6,485	
<i>Aéropostale</i> : Natal-Buenos Aires . . . . .	4,650	
Total . . . . .	16,514	

These lines are operated autonomously by the four companies mentioned; the Government does not know of any pool having been organised among them.

4. At present there are four organisations in Brazil for the purpose of practising flying as a sport :

(a) The Brazilian Air Club, with its headquarters at Rio de Janeiro, which is the Brazilian delegate to the "Fédération Aéronautique Internationale".

(b) The Natal Air Club, having its headquarters at Natal (State of Rio Grande do Norte);

(c) The Air Club of S. Paulo, at S. Paulo.

(d) The Air Club of Paraná, at Curityba (State of Paraná).

These organisations are not yet in full activity. It is thought, however, that in the course of this year they will be able to co-operate effectively for the development of touring by air, for which Brazil offers great possibilities.

5. None of the above-mentioned undertakings for commercial air traffic in Brazil receives subsidies from the Government; they have its support, however, as regards all possible administrative facilities, to the extent and in the form laid down by Article 53 of Decree No. 20914, which regulates the operation of civil air services in Brazil. These companies are exempt from federal, State and municipal taxation. They also enjoy reduced rates for Customs duties on imported material.

6. The wireless service provided for the safety, guidance and traffic administration of commercial aviation is at present supplied by the air undertakings themselves by means of stations installed at the principal places of call on their lines. Stations of the different companies are established at the following points :

*Condor* : Natal, Bahia, Rio de Janeiro, Santos, Paranaguá and Porto Alegre ;

*Panair* : Belem, Fortaleza, Bahia, Rio de Janeiro and Porto Alegre ;

*Aéropostale* : Natal, Recife, Maceió, Bahia, Caravellas, Victoria, Rio de Janeiro, Santos, Florianopolis, Porto Alegre and Pelotas.

These stations, which are installed and operated on a provisional basis, will be placed under the "Regulations for the Operation of Wireless Services".

7. The air meteorological service is provided by the Directorate of Meteorology, by means of observations supplied direct to the air navigation undertakings by the Central Institute of Meteorology at Rio de Janeiro.

The Directorate of Meteorology is now thinking of laying the foundations of the air meteorological system, so as to be able to ensure, with its own resources and those of the undertakings, the weather forecast service, which constitutes an indispensable factor for the safety of air navigation.

8. The annexed tables and diagram contain statistics concerning commercial aviation in Brazil during the period from 1927 to 1931.

(a) The extension of traffic lines during this period (1927 to 1931) is shown in the statistical tables mentioned above. During the present year (1932), the distance covered (as from the month of April when the service "Empresa de Viação Aérea Rio Grandense" will be inaugurated) will amount to 16,514 kilometres.

(b) The only line equipped for night flying is that from Natal to Pelotas, which forms part of the South-American section of the international line France-South America, operated by the "Compagnie Générale Aéropostale", the aeroplanes of which make use of the airports of the "Compagnie Aéropostale brésilienne" which have been prepared and installed at Natal, Recife, Maceió, Belmonte, Caravellas, Victoria, Rio de Janeiro (Jacarépaguá), Santos, Florianopolis, Porto Alegre and Pelotas, and also the "Campo dos Affonsos (Rio de Janeiro)" of the Army Aviation School.

The airports of the "Compagnie Aéropostale brésilienne" are marked by red lights, and each possesses, in addition, two groups of reflectors of the Brandt and Feuilleret type.

The "Compagnie Générale Aéropostale" has a night service on its line between Buenos Aires and Pelotas, and between Victoria and Maceió, going north, and between Natal and Maceió and Santos and Pelotas, going south, when the atmospheric conditions are favourable. When that is not the case, the aeroplanes remain at Victoria for the night, going north, and at Santos, going south.

(c) There are at present two types of airports, installed on a provisional basis, which will have to comply with the provisions of Decree 20914, Article 54 :

*Land Aerodromes :*

Natal, Pitimbú aerodrome ; Recife, Iburá aerodrome ; Maceió, Maceió aerodrome ; Bâhia, Itapoan aerodrome ; Belmonte, Belmonte relief aerodrome ; Caravellas, Caravellas aerodrome ; Victoria, Goiabeiras aerodrome ; Rio de Janeiro, Jacarépaguá aerodrome ; Santos, Santos aerodrome ; Florianopolis, Adolphe Konder aerodrome ; Porto Alegre, Grevatahy aerodrome ; Pelotas, Pelotas aerodrome ; Jaguarão, Jaguarão relief aerodrome.

These aerodromes belong to the " Compagnie Aéropostale brésilienne " and are utilised by the aeroplanes of the " Compagnie Générale Aéropostale " which normally land and take off at Rio de Janeiro, at the military airport of the " Campo dos Affonsos ". Under Decree No. 20,914, these aerodromes, as stated above, will enter the category and comply with the regime of airports in general — that is, they will cease to be private use as they have been hitherto and may be utilised by aircraft belonging to any individual or undertaking.

*Maritime Aerodromes.*

These aerodromes consist of areas marked off by the Ministry for Communications and Public Works in the ports of call of seaplanes. Only the " Sindicato Condor " and " Panair du Brésil " at present make use of seaplanes.

There are areas set apart for seaplanes in the following ports : Belem, S. Luiz, Amarracão, Fortaleza, Natal, João Pessoa, Recife, Maceió, Aracajú, S. Salvador, Ilhéos, Belmonte, Caravellas, Victoria, Campos, Rio de Janeiro, Santos, Paranaguá, S. Francisco, Florianopolis, Laguna, Porto Alegre, Pelotas and Rio Grande.

For the present, aeroplanes from abroad pass through the Customs at the airports of Belem (State of Pará) when they are aircraft of the Pan-American Airways coming from North America, Rio Grande when they are aircraft coming from Buenos Aires, and Pelotas when they are aircraft of the " Compagnie Générale Aéropostale " coming from the Argentine. Aeroplanes of the latter company coming from Dakar pass through the Customs at Recife.

The " Panair " of Brazil and the " Sindicato Condor " have established at the maritime aerodromes of call for their seaplanes, in proportion to the importance of the lines which they serve, the most necessary land installations for the purpose of guiding and ensuring the safety of traffic, of refuelling aircraft and of taking on and landing passengers and packages.

(d) Only the airports of the " Compagnie Aéropostale brésilienne " are prepared for night flying as mentioned above (reply to item 8(b)).

(e) and (f) The statistical tables hereafter contain data concerning the passengers and mail carried in 1931.

OBSERVATION.

Brazil is a signatory to the protocols of three international Conventions on aerial navigation :

- The Convention of Paris of October 13th, 1919 ;
- The Ibero-American Convention of Madrid of November 1st, 1926 ;
- The Havana Convention of February 15th, 1928.

The general provisions of the Convention of Paris — accepted in the Madrid and Havana Conventions with very slight amendments — have served as a basis for Brazil's international aviation policy, principally as regards the administrative provisions appearing in the Annexes to the Paris Convention.

TABLE OF BRAZILIAN CIVIL AIRCRAFT (March 23rd, 1932).

Registered No.	Kind	Type	Passenger Accommodation	Useful load (in kilogrammes)
<i>Empresa de Viação Aerea Rio Grandense (Varig).</i>				
P-BAAC	Aeroplane	Morane Saulnier	1	85
P-BAAD	»	Nieuport Delage	4	380
P-BAAF	»	Junkers F 13	4	400
P-BAAG	»	Junkers F 13	4	400
P-BAAH	»	Junkers Junior	1	75
P-BBAC	»	Klemm L 25	1	195
P-BBAD	»	Klemm L 25	1	195
<i>Sindicato Condor Limitado.</i>				
P-BAAA	Seaplane	Dornier Wal	9	1,000
P-BAAB	»	Dornier Merkur	6	360
P-BABA	»	Junkers G 24	8	1,040
P-BAFA	»	Junkers F 13	4	360
P-BAGA	»	Junkers F 13	4	360
P-BAIA	»	Dornier Wal	10	1,150
P-BAJA	»	Junkers F 13	4	320
P-BAKA	»	Junkers F 13	4	320
P-BANA	»	Junkers W 34	7	250
P-BAOA	»	Junkers W 34	7	250
P-BAPA	»	Junkers W 34	7	250
P-BAQA	»	Junkers G 24	11	820
<i>Companhia Aerpostal Brasileira.</i>				
P-BEAA	Seaplane	Laté 25	4	1,073
P-BEAB	»	Laté 25	4	851
<i>Panair do Brasil, S.A.</i>				
P-BDAA	Seaplane	Commodore C 16	20	1,741
P-BDAB	Amphibian	Sikorsky S 38 B	8	810
P-BDAC	»	Sikorsky S 38 B	8	810
P-BDAD	»	Sikorsky S 38 B	8	810
P-BDAE	Seaplane	Commodore C 16	20	1,741
P-BDAG	»	Commodore C 16	22	1,741
P-BDAH	»	Commodore C 16	24	1,741
P-BDAI	»	Commodore C 16	22	1,741
P-BDAJ	»	Commodore C 16	22	1,741
P-BDAK	Amphibian	Sikorsky S 38 B	8	739
P-BDAL	»	Sikorsky S 38 B	8	739
<i>Private or Sporting Aviation.</i>				
			Name of owner	
P-BBAA	Aeroplane	Klemm L 20	Egon Prates et Carlos Chevalier	
P-BABB	Seaplane	Dornier-Libelle	Karl Loyd	
P-BABF	Aeroplane	Phœnix Meteor L 2 d	Joao Derschum & Cia	
P-BABH	»	Schwalbe K 1 l c	Carlos Llubisch	
P-BABJ	Convertible	Fleet 2	Paulo da Rocha Vianna	
P-BABL	Aeroplane	Moth D. H. 60	Raphael d'Oliveira	
P-BABM	»	Moth 60 X	Raphael d'Oliveira	
P-BARR	»	Bréguet Bidon 19	Joao Ribeiro de Barros	



## STATISTICS OF COMMERCIAL AVIATION IN BRAZIL.

Year	Average length of line (in kilometres)	Flying personnel and material in use		Traffic				Transportation			
		Aircraft	Pilots	Number of flights	Distance flown (in kilometres)	Duration of flights		Passengers	Packages Gross weight (in kilogrammes)	Luggage (in kilogrammes)	Freight (in kilogrammes)
						Hours	Minutes				
1927 :											
Varig <sup>1</sup> . . . . .	290	4	3	104	28,310	243	35	643	101,225	5,789	210,355
Condor Sindikat <sup>2</sup> . . . . .	1,415	2	2	29	21,860	152	27	—	—	—	—
Latécoère <sup>3</sup> . . . . .	4,650	9	9	25	69,415	448	10	—	156,241	—	—
Total . . . . .	6,355	15	14	158	119,585	844	12	643	257,466	5,789	210,355
1928 :											
Varig . . . . .	530	8	7	358	95,360	738	10	1,483	158,566	10,666	452,768
Condor . . . . .	1,415	9	7	711	335,814	2,466	14	1,021	1,417,000	9,593	1,458,000
Aéropostale . . . . .	4,650	47	16	109	481,185	3,410	55	—	8,112,820	—	—
Total . . . . .	6,595	64	30	1,178	912,359	6,615	19	2,504	9,688,386	20,259	1,910,768
1929 :											
Varig . . . . .	530	7	7	353	98,235	768	54	1,510	409,995	10,536	1,122,466
Condor . . . . .	1,415	8	10	902	508,590	3,552	25	2,141	4,967,000	19,081	6,486,000
Eta <sup>4</sup> . . . . .	650	2	2	111	37,500	375	00	—	12,821	—	169,622
Aéropostale . . . . .	4,650	40	11	110	495,805	3,515	33	—	18,660,711	—	—
Total . . . . .	7,245	57	50	1,476	1,140,130	8,211	52	3,651	24,050,527	29,617	7,778,088
1930 :											
Varig . . . . .	290	8	7	285	81,360	582	17	893	487,180	6,647	2,411,750
Condor . . . . .	4,225	11	12	1,244	734,236	4,838	06	2,529	6,318,000	17,217	6,965,000
Nyrba <sup>5</sup> . . . . .	6,338	11	13	130	412,251	3,163	00	1,245	1,947,956	—	232,000
Aéropostale . . . . .	4,650	40	14	108	480,130	3,429	42	—	23,193,135	—	—
Total . . . . .	15,503	70	46	1,767	1,707,977	12,013	05	4,667	31,946,271	23,864	9,608,750
1931 :											
Varig . . . . .	524	5	4	281	40,921	318	48	168	186,408	661	612,220
Condor . . . . .	4,515	13	10	1,023	705,730	4,570	32	2,837	12,381,670	24,938	9,154,716
Panair . . . . .	6,485	13	8	337	619,795	3,953	34	2,097	10,884,000	21,019	12,149,000
Aéropostale . . . . .	4,650	37	7	105	488,250	3,254	03	—	24,455,678	—	—
Total . . . . .	16,174	68	29	1,746	1,854,696	12,096	57	5,102	47,907,756	46,618	21,915,936

<sup>1</sup> " Empresa de Viação Aérea Rio Grandense ".

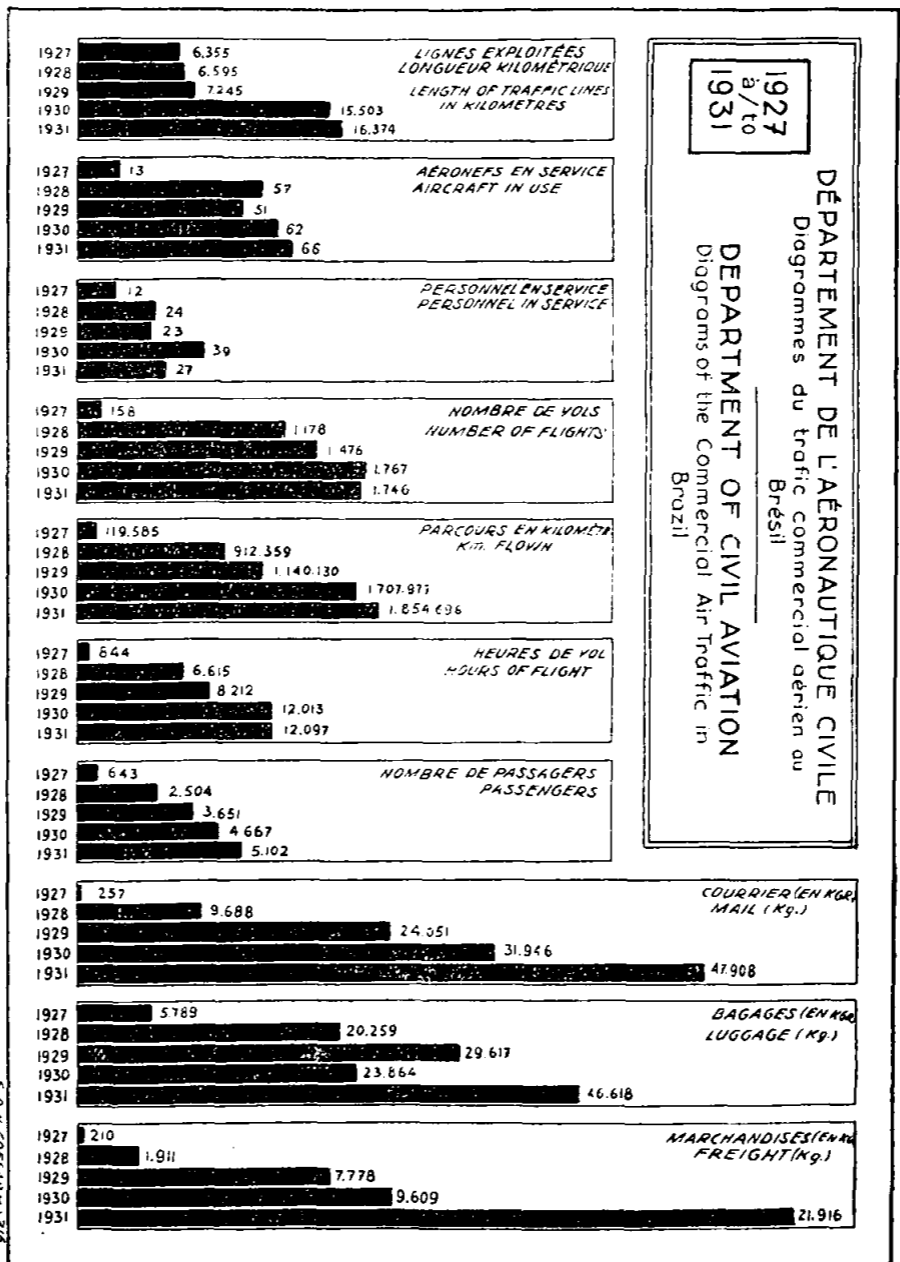
<sup>2</sup> In 1928, converted into " Sindicato Condor Limitado ".

<sup>3</sup> In 1928, transferred to " Compagnie Générale Aéropostale ".

<sup>4</sup> " Empresa de Transportes Aéreos ".

<sup>5</sup> " Nyrba do Brasil S.A.", in February 1931, changed its name to " Panair do Brasil S.A.".

DIAGRAM CONCERNING COMMERCIAL AVIATION IN BRAZIL FROM 1927 TO 1931.



S. O. N. (RESA) 1931

**Canadian Delegation.**

Geneva, July 5th, 1932.

1. In Canada, aeronautics is a function of the Federal Government and is administered by the Minister of National Defence.

The Civil Aviation Branch is a division of the Department of National Defence. Its head, the Controller of Civil Aviation, reports to the Deputy-Minister of National Defence.

Air regulations were promulgated on December 31st, 1919, and provide for the registration and inspection of aircraft, aerodrome licences, examination and licensing of personnel, rules of the air, dangerous flying, interstate flying, etc.

The Civil Aviation Branch has two main divisions — *e.g.*, Air Regulations Division and Airways Division.

Each division is in charge of a superintendent.

The superintendent (Air Regulations) has a staff of inspectors to carry out the duties. To afford prompt and efficient service to aircraft operators, the country has been divided into five districts with branch offices and resident district inspectors (Civil Aviation).

The superintendent (Airways) is charged with the inspection, licensing, and registration of airports; the supervision, development and maintenance of Government civil airports; and the investigation and development of air-mail routes. A staff of inspectors is employed and the country divided into two districts, with branch offices and resident district inspectors (Airways).

2. The following air-mail services are operated under contracts with the Post Office Department (June 1st, 1932) :

Route	Route Miles	Operator
Amos-Chibougamau . . . . .	190	General Airways Ltd.
Amos-Siscoe . . . . .	42	General Airways Ltd.
Leamington-Pelee Island . . . . .	22	National Air Transport Ltd.
Moncton-Charlottetown . . . . .	110	Canadian Airways Ltd.
Moncton-Magdalen Islands . . . . .	200	Canadian Airways Ltd.
Narrow Lake-Sioux Lookout . . . . .	336	Canadian Airways Ltd.
Peace River-North Vermillion . . . . .	167	Canadian Airways Ltd.
Quebec-Seven Islands . . . . .	345	Canadian Airways Ltd.
Seven Islands-Anticosti . . . . .	120	Canadian Airways Ltd.
Winnipeg-Pembina . . . . .	66	Canadian Airways Ltd.
McMurray-Aklavik . . . . .	1,676	Canadian Airways Ltd.
Montreal-Albany . . . . .	200	Canadian Colonial Airways.
Montreal-Rimouski . . . . .	330	Royal Canadian Air Force.
Prince Albert-Lake La Ronge . . . . .	162	Brooks Airways Ltd.
Vancouver-Victoria . . . . .	61	Canadian Airways Ltd.

3. Montreal to Albany, N.Y., air-mail service is operated by Canadian Colonial Airways Ltd.

A passenger and freight service is operated between Toronto, Ontario, and Detroit (Michigan) by Canadian Airways Limited.

An air-mail and passenger service is operated between Winnipeg and Pembina to connect with the United States air line to Chicago, Ill. The mail between Winnipeg and Pembina is carried under Post Office contract with Canadian Airways Ltd.

A passenger service is operated between Vancouver, Victoria, and Seattle by Canadian Airways Ltd.

4. Twenty-three Light Aeroplane Clubs, with a total membership of 2,639, and 41 private owners of aircraft.

5. Light Aeroplane Clubs are subsidised by the Government, the following being the system on which a subsidy is granted :

Each club is required to :

- (a) Provide its own flying field ;
- (b) To arrange for the services of an instructor and air engineer ;

- (c) Have at least thirty members prepared to qualify as pilots ;
- (d) Have not less than ten members already qualified.

And in return the Government provides :

- (e) Each approved club will receive two aeroplanes and engines as an initial grant ;
- (f) A further issue annually, for a period of five years, will be made of one aeroplane and engine complete, providing the club purchases an aeroplane of equal value ;
- (g) The sum of \$100 will be granted to each club in respect of each member who qualifies as a pilot ;
- (h) The sum of two dollars per hour will be granted to each club for a club member continuing his training and qualifying for a commercial pilot's certificate.
- (i) An issue of closed aircraft in lieu of open aircraft to clubs graduating at least twenty-five pilots will be made ;
- (j) One parachute will be loaned to clubs providing one at their own expense.

6. The stations of the Royal Canadian Corps of Signals are available to aircraft operators if required. Five radio directional beacon stations were erected in Western Canada as an aid to navigation on the night-flying air-mail service between Winnipeg and Edmonton. These beacons were erected and are maintained by the Royal Canadian Corps of Signals, Department of National Defence.

7. Meteorological information for civil aviation is available on request from the Meteorological Office, Department of Marine.

A copy of the Report on Civil Aviation 1931 is attached. Detailed information on the foregoing is contained therein.

- 8. (a) Length of the air lines : 8,108 kilometres.
  - (a1) Length of air lines equipped for night-flying : 2,116 kilometres.
  - (b) Number of airports : 77.
  - (b1) Number of airports equipped for night-flying :
    - Lighted airports : 11.
    - Lighted intermediate airports : 38.
  - (c) Number of kilometres flown : 11,337,458.
  - (d) Number of passengers carried (regular services in 1931) : 3,720.
  - (e) Mail and packages carried :
    - 1. Total mail carried : 213,589 kilogrammes.
    - 2. Total freight carried additional to 1 : 1,077,100 kilogrammes.

### Spanish Delegation.

Geneva, May 4th, 1932.

1. The official civil aviation services are organised by a general technical directorate of aviation known as the "General Directorate of Civil Aviation".

This General Directorate is placed under the Under-Secretariat for Communications, which in its turn is attached to the Ministry of the Interior; it consists of a General Secretariat, five Sections and the scientific services dealing with psycho-technical matters and bibliography. An Advanced Aero-technical School, which trains aeronautical engineers, specialists in aircraft and air engines, and air pilots, is attached to the General Directorate.

The national air traffic, over both land and sea, is also supervised by this General Directorate, which has representatives in all aerodromes open for traffic.

Lastly, it has supreme control over and regulates the operations of the company "Líneas Aéreas Postales Españolas".

The General Secretariat which, like all the other sections, has its own special functions, is responsible for general matters, questions of an international character and air policy, air propaganda, regulations and general legislation, archives and library. The publications of this organisation include, in particular, an *Aeronautical Year-Book* and an *Atlas-Guide* to Spanish aerodromes.

The First Section deals with all matters connected with the installation of airports and their auxiliary services (plans, estimates and works), such as meteorology, wireless communications, etc. This Section also deals with matters relating to the Central Airports Council and its secretariat.

The Second Section is responsible for matters connected with aviation material and navigating personnel, the training of the latter and the inspection of both, registration and the issue of airworthiness and other certificates, as well as log-books, licences, aeronautical statistics and the medical service.

The Third Section deals with the aeronautical industry, laboratories and the Advanced Aero-technical School, and the technical matters connected with those questions.

The Fourth Section is responsible for national and international air traffic, policy, the operation of lines and aerodromes and, in general, the jurisdiction of the State in aeronautical matters.

There is a Fifth Section, known as the Accounts Section, which, in addition to all matters coming within its sphere relating to pay, etc., is responsible for the National Air Traffic Fund, which was created in 1929 and ratified by decree of the Provisional Government of the Republic in 1931.

The Directorate also publishes a monthly official bulletin containing any special provisions relating to aviation and complete statistics of the air lines.

2 and 3. The national air lines are operated by the State through a commercial company known as the "Líneas Aéreas Postales Españolas", the board of directors of which is appointed by the Government, in accordance with the law.

The lines in operation are Madrid-Seville and Madrid-Barcelona. There is a daily service operated by triple-engined machines and a subsidy is granted in proportion to the number of kilometres flown.

There may be other lines, but these are not subsidised by the State.

4 and 5. Flying for tourist purposes and as a sport is organised in the form of regional federations of clubs, which in their turn constitute the National Federation known as the "F.A.E.". This Federation is controlled by the Government and receives a subsidy to be distributed among its member clubs for the purpose of organising competitions, encouraging air propaganda and training pilots.

6. The aviation wireless service is at present ensured solely by the stations of the military aerodromes.

The Directorate of Civil Aviation considers it essential to improve the means of inter-communication and is now organising for that purpose a radiogoniometric service on the Mediterranean coast and in the Balearic Islands, and also on the Seville-Larache-Cape Juby-Canaries route, as it is of great importance that both routes should be properly equipped as soon as possible.

7. The meteorological aviation service receives direct the latest bulletins regarding atmospheric conditions on the most important routes, the chief of which go from Madrid to Corunna, San Sebastian, Saragossa-Barcelona, Los Alcázares, Granada-Melilla, Seville-Larache and Cáceres.

Observations are transmitted twice daily to Cuatro Vientos, where they are centralised and sent out to all aerodromes. There are 75 telegraph or wireless stations which transmit local observations and 10 wireless stations belonging to aerodromes which undertake this task jointly with the aircraft service. The meteorological service is carried out by the

Military Aviation Department and can easily be made use of by civil aviation, since various military aerodromes are acting as airports pending the construction and organisation (now in progress) of national airports by the Directorate of Civil Aviation.

General weather forecasts are issued by the National Meteorological Institute and its meteorological bulletins are received by the military aviation system mentioned above.

Spain has already adopted the International Meteorological Codes for Aviation, in virtue of the agreement with France and Italy concluded at the First Mediterranean Conference (May 1930), and also the time-table agreed upon for regional transmissions, and her wireless stations will shortly be working at the frequencies stipulated. Spain is also engaged in organising the meteorological observation service on her vessels in the Mediterranean, in accordance with the decisions of the Third Mediterranean Aeronautical Conference (November 1931).

8. (a) 920 kilometres.

(a1) There is no air line equipped for night flying.

(b) Airports under construction: Barajas (Madrid), Gando (Canary Islands).  
Aerodromes open for air traffic: Barajas (Madrid) — León — Gamonal (Burgos) — Logroño — Prat del Llobregat (Barcelona) — Tablada (Seville) — Granada — Los Alcázares. Maritime aerodromes: Barcelona — Alicante — Cádiz — Vigo — Málaga — Gran Canaria — Teneriffe — Palma (Majorca) — Bahía de Alcudia (Majorca) — Bahía de Pollensa (Majorca).

(b1) Tablada (Seville), Cape Juby, Villa Cisneros (African possessions).

(c) 603,035 kilometres.

(d) 6,300 passengers.

(e) Goods: 31,965 kilogrammes.

Mail: 6,925 kilogrammes.

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Indian Delegation.

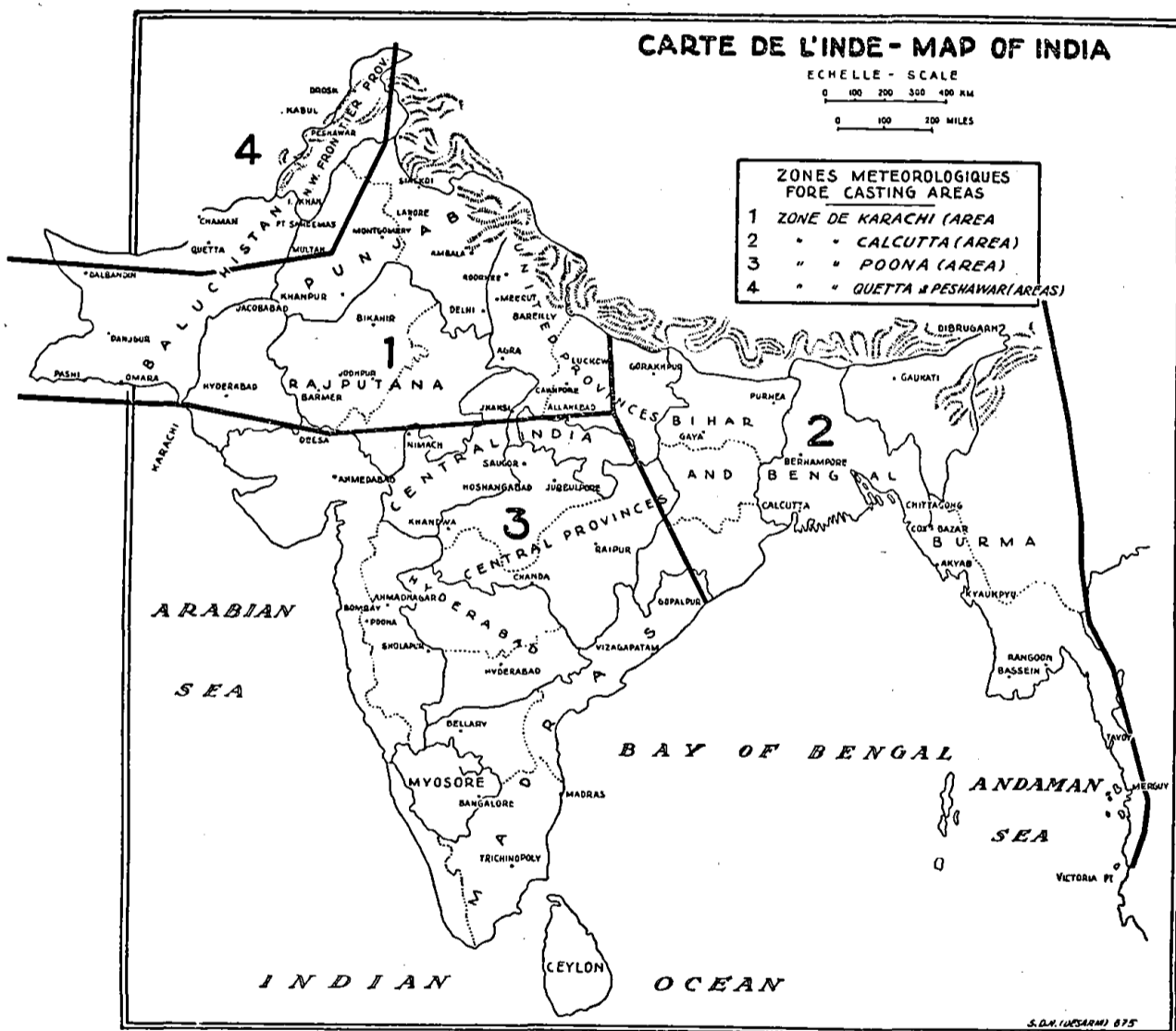
Geneva, May 17th, 1932.

1. Civil aviation is directly under the control of the Director of Civil Aviation in India, who is responsible to the Government of India in the Department of Industries and Labour. The Director is assisted by a Deputy-Director. The First Director of Civil Aviation in India was appointed in the year 1927.

The inspection and airworthiness of aircraft is supervised by an Inspector of Aircraft, who was engaged in 1929 and is responsible to the Director of Civil Aviation. An Assistant Inspector is being appointed shortly. Air traffic at the civil aerodromes at Karachi, Calcutta, Allahabad and Rangoon on the trans-India route is controlled by aerodrome officers.

2. The Delhi and United Provinces Flying Club Limited, a club subsidised by the Government of India, is at present temporarily operating an air-mail service between Karachi and Delhi. It is expected that, in the very near future, air-mail services on the routes (i) Karachi-Moghul Serai and (ii) Karachi-Bombay-Madras will be inaugurated by certain Indian companies. The Karachi-Moghul Serai service will supersede the Karachi-Delhi service.

3. Nil.



4. The following organisations exist for the encouragement of flying and the training of civil air pilots :

- (1) The Delhi and United Provinces Flying Club, with centres at Delhi, Cawnpore and Lucknow.
- (2) The Punjab Flying Club, Lahore.
- (3) The Karachi Aero-Club, Karachi.
- (4) The Bengal Flying Club, Calcutta.
- (5) The Bombay Flying Club, Bombay.
- (6) The Madras Flying Club, Madras.
- (7) The Jodhpur Flying Club, Jodhpur (Jodhpur State).

The number of private persons who are holders of current " A " class pilots' licences is 177. Of these, 21 are private owners of aircraft.

5. The first six flying clubs mentioned in paragraph 4 above are under the control of a parent club known as the Aero-Club of India and Burma Limited. The latter club received a subsidy from the Government of Rs.20,000 for the financial year 1931-32 and the flying clubs at Delhi, Lahore, Karachi, Calcutta, Bombay and Madras were each granted a subsidy of Rs.20,000 for the same year and, in addition, a bonus calculated at the rate of Rs.150 for each pilot trained during the year, subject to a maximum of Rs.5,000. These subsidies have been reduced in 1932-33 to a total of Rs.1,30,000. No other undertakings or private persons are in receipt of a Government subsidy.

6. Details of the stations in India and Burma normally available for communication with aircraft are given in the table attached. The following services are available :

- (a) Exchange of messages between aeronautical ground stations and aircraft;
- (b) Exchange of messages between aircraft;
- (c) Exchange of communications necessary for direction finding;
- (d) Meteorological service for emission and reception of meteorological messages.

7. A meteorological service for aviation is provided by the Government of India (under the Director-General of Observatories). Information and advice from certain stations, details of which are attached, may be obtained for flights over any part of India and Burma.

8. (a) The length of the air line from Karachi to Delhi is 1,104 kilometres.

(a1) Nil.

(b) Airports      Aerodromes      Civil landing-grounds  
                  2                   3                   14

(b1) Nil.

(c) 101,568 kilometres were flown.

(d) The number of passengers carried was 108.

(e) The weight of mails and packages carried was 2,248.69 kilogrammes.

WIRELESS STATIONS OPERATING WITH AIRCRAFT.

Station	Call sign	Normal wavelength (in metres)	Power of transmitter (in kilowatts)	Type of direction- finding apparatus
1. Akyab . . . . .	VTA	900	3	Marconi Bellini-Tosi
2. Allahabad . . . . .	VWA	900	3	Nil
3. Bassein . . . . .	VTX	900	1 ½	Nil
4. Calcutta . . . . .	VWC	900 and 600	6	Marconi Bellini-Tosi
5. Chittagong . . . . .	VTC	900	1 ½	Nil
6. Delhi . . . . .	VWD	900	6	Nil
7. Jodhpur . . . . .	VWI	900	3	Marconi Bellini-Tosi
8. Karachi . . . . .	VWK	900 and 600	6	Marconi Adcock
9. Rangoon . . . . .	VTW	900 and 600	6	Marconi Adcock
10. Sandoway . . . . .	VTS	900	1 ½	Nil
11. Victoria Point . . . . .	VTV	900	10	Nil

FORECASTING STATIONS.

Air station	Area for which forecasts are issued. Reference map attached
1. Karachi . . . . .	I
2. Calcutta . . . . .	III
3. Poona . . . . .	V
4. Peshawar . . . . .	Punjab, N.W.F.P., Waziristan
5. Quetta . . . . .	Baluchistan and Sind



OBSERVATION STATIONS.

Station	Information obtainable
1. Agra . . . . .	} See note 1
2. Ahmedabad . . . . .	
3. Akyab . . . . .	} See notes 1 and 2 <sup>1</sup>
4. Allahabad . . . . .	
5. Bahrein <sup>2</sup> . . . . .	} See note 1
6. Bangalore . . . . .	
7. Chittagong . . . . .	
8. Dacca . . . . .	
9. Delhi . . . . .	
10. Gwadar <sup>2</sup> . . . . .	
11. Hakimpet (Hyderabad) . . . . .	
12. Jodhpur (Station not yet started) <sup>3</sup> . . . . .	
13. Jubbulpore . . . . .	
14. Lahore . . . . .	
15. Madras . . . . .	
16. Mucat <sup>2</sup> . . . . .	
17. Patna . . . . .	
18. Rangoon . . . . .	

Notes.

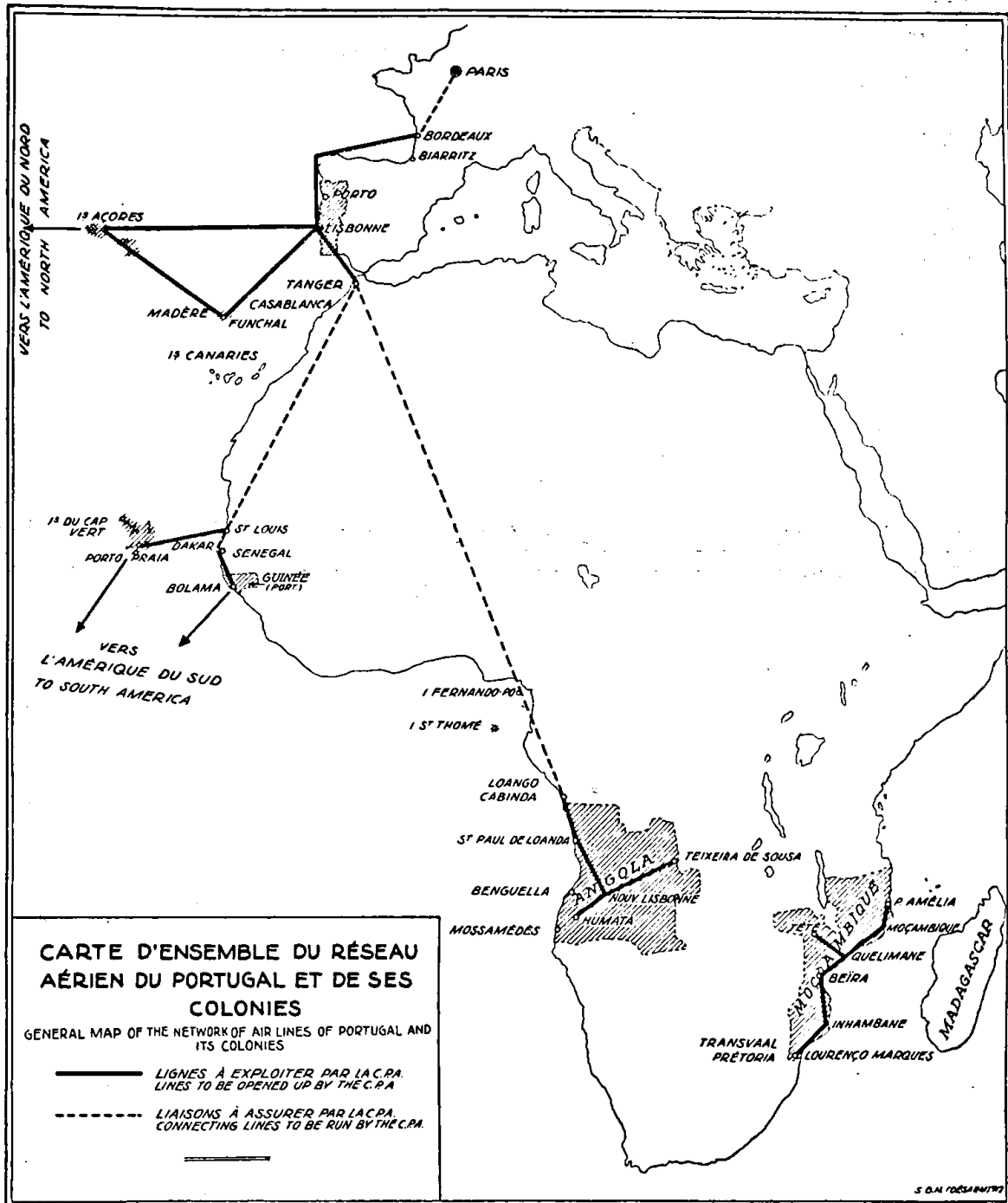
1. Latest available information on request, regarding the local surface and upper winds, in plain language or code, during office hours, to pilots leaving the station or their agents.
2. Weather reports from nearest forecasting centre and local weather situation.

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<sup>1</sup> Only at present.  
<sup>2</sup> These stations are in the Karachi forecasting area and are shown in this list for information, although they are not in India.  
<sup>3</sup> Weather reports and forecasts supplied from Karachi.

Portuguese Delegation

Geneva, July 5th, 1932.



1. Civil aviation in Portugal is controlled by the National Air Council. This body is directly under the Prime Minister's Department, which establishes liaison between the Ministries concerned. The National Air Council is responsible for the supervision of civil aviation. It includes, amongst others, the Directors of Military and Naval Aviation and representatives of the Ministries for Foreign Affairs, Commerce, Finance, and the Colonies. This Council is assisted by the legal adviser of the Ministry for Foreign Affairs.
2. All international negotiations with reference to air traffic are directed by the Portuguese Government. Without prejudice to this right and the observance of existing obligations, the Government has agreed to allow a national undertaking to use the landing-grounds in the European and oversea territories, the company being responsible for the installation of the necessary ground equipment and the operation of the air lines. This undertaking is known as the Portuguese Aviation Company, and does not receive any Government subsidy.
3. The company has undertaken by the contract to operate the international lines projected and required by the Portuguese Government.
4. The Portuguese Aviation Company controls flying for touring purposes, and the Aero Club of Portugal controls flying as a sport.

5. No company, club or private undertaking is in receipt of a special direct subsidy from the Government.

6. The wireless service is under the Ministries of Marine and Commerce. The Radio-Marconi Company is responsible for the commercial operation of this service.

7. The necessary information is furnished by the meteorological services of the army and navy.

8. Statistics :

(a) Length of air lines : 8,750 kilometres.

(a1) There is no night service.

(b) Number of airports : 1 in service and 22 under construction.

(b1) Airports equipped for night flying : none.

(c) Kilometres flown in 1931.

(d) Number of passengers carried in 1931. } No services were in operation.

(e) Mail carried (in kilometres) in 1931. }

All these particulars refer to the initial organisation as it exists at the present time ; it is proposed to develop this.

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SECOND PART

QUESTIONNAIRE (DOCUMENT CONF. D./C.A. 7).

Australian Delegation.

Geneva, May 20th, 1932.

Statistics regarding the Effectives of Non-Military Aviation and Details of Public Funds expended on Such Aviation.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. Commercial Aviation.

1.<sup>1</sup> Aeroplanes and seaplanes carrying four or more persons :

Aircraft	Normal horse-power	No. of passengers	Weight unloaded	Weight loaded	Pay load	Normal contents of tank	Number of aircraft
			Lb.	L .	Lb.	Gallons	
Type A	645	8	6,000	10,225	4,225	150	5
Type B	350	4	—	—	—	—	1
Type C	230	4	2,300	4,000	1,700	50	2
Type D	220	4	2,387	4,200	1,813	55	15
Type E	450	8	3,726	7,000	3,274	83	3
Type F	900	14	8,890	15,600	6,710	300	2
Type G	240	4	1,100	2,000	900	55	2
Type H	900	10	6,832	11,460	4,628	315	3
Type I	450	—	3,280	6,600	3,320	75	7
Type J	220	4	2,600	3,700	1,100	70	1
Type K	330	4	4,000	5,600	1,600	120	1
Type L	900	12	7,800	12,350	4,550	300	2
Type M	420	5	2,250	4,000	1,750	83	1
Type N	240	4	2,032	3,364	1,332	64	1
Type O	240	4	2,126	3,694	1,568	74	1

2. Dirigibles.— Nil.

3. Aeroplanes or seaplanes carrying from one to three persons :

Number of machines	Total horse-power
36	3,800

4. Aeroplanes or seaplanes used for special purposes involving permanent installations. — Nil.

B. Private Aviation.

Number of machines	Total horse-power	Dirigibles
98	11,700	Nil

C. Non-Military Aviation at the Disposal of the State or of Official Services.

Number of machines	Total horse-power
23	2,500

These machines are held by the Controller of Civil Aviation and allotted to various aero-clubs for training purposes, etc.

<sup>1</sup> In regard to Item (c) — "Date of Entry into Service" — under subhead A.1(c), information under this item is not available.

With reference to "Freight permitted" under Item A.1 (a), the information has been furnished in the column headed "Pay load".

With regard to the types of aircraft shown under the heading I.A.1, type "B" is a Bristol monoplane of obsolete type, in regard to which no further information is possessed by the delegation.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Commercial Aviation.*

Direct Assistance. — Subsidies to Air Transport Services : £94,330.

The amount of £94,330 represents payments made to various operating companies during 1930-31. There is no other form of direct assistance, as the carriage of mails is on a strictly commercial footing, the postal surcharge being based on the rates charged by the company for the transportation of mails.

Indirect Assistance. — Meteorological and wireless services controlled by the Commonwealth Government in Australia are at the disposal of commercial aviation without payment, while the maintenance of Government aerodromes and landing grounds is also provided for, but it is not possible to estimate the value of such services. No other indirect assistance is afforded.

B. *Private Aviation.* — The aero-clubs in the Commonwealth (ten in all) receive assistance from the Controller of Civil Aviation in the form of aircraft on loan for training purposes and/or cash bonuses in respect of pilots trained at such schools who reach the requisite standard required by regulations.

C. *Non-Military Aviation at the Disposal of the State or of Official Services* : £1,400. — This amount is provided for the maintenance of machines held by the Controller of Civil Aviation.

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**Austrian Delegation.**

Geneva, June 8th, 1932.

**I. EFFECTIVES OF NON-MILITARY AVIATION.**

**A. Commercial Aviation.**

1. Aeroplanes and seaplanes carrying four persons or more . . . . .	11
(a) Nominal horse-power . . . . .	5,500
Passenger capacity . . . . .	65
Total load (kilogrammes) . . . . .	13,125

(It was not possible to make a distinction between "useful load permitted" and "freight permitted", as the regulation certificates in Austria state the total load only ("Zuladung", which means the load added to the net weight of the machine); this includes the useful load, the weight of the petrol, lubricants and other substances consumed, and of the crew.)

(b) Content of tanks: 7,300 litres of petrol, and 510 litres of lubricants.

(The volume of the compartments holding freight cannot be given, as the registration and admission certificates do not contain the necessary data.)

(c) These 11 aeroplanes were put into service in the following years: 1 in 1923; 1 in 1925; 3 in 1927; 2 in 1928; 3 in 1929; 1 in 1931.

2. Dirigibles: Nil.

3. Aeroplanes or seaplanes carrying from 1 to 3 persons: 17 aeroplanes and 1 seaplane with a total horse-power of 2,050.

4. Aeroplanes or seaplanes used for special purposes involving permanent installations: Nil.

**B. Private Aviation.**

Twenty-four aeroplanes (1 single-seater, 20 two-seaters, 3 three-seaters) with a total horse-power of 2,410.

No dirigibles.

**C. Non-Military Aviation at the Disposal of the State or of Official Services.**

One two-seater aeroplane, 230 horse-power, belonging to the Federal Ministry of Commerce and Communications (for official journeys, meteorological observations, etc.).

**II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.**

**A. Commercial Aviation.**

Direct assistance:

Kilometric subventions granted to the Austrian Air Navigation Company . . . . .	Schillings 2,087,000
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Sums paid for the transport of mail:

To the Austrian Air Navigation Company . . . . .	17,063
To foreign aviation companies . . . . .	24,207
For the training of commercial air pilots . . . . .	27,120

No other grants are made.

Under the Law for the encouragement of air traffic of July 18th, 1929, *Bulletin of Federal Laws* No. 261, favoured treatment is granted to air navigation undertakings operating public air services in Austria, in respect of stamp duty, judicial and other charges, taxes and Customs duties.

Indirect assistance :

	Schillings
Miscellaneous installations at airports run by the Government (at Vienna, Graz and Klagenfurt) . . . . .	167,772
Cost of administration of those airports . . . . .	257,596
Contributions to foreign airports . . . . .	27,000
Miscellaneous installations for the purpose of increasing the safety of aviation (wireless and meteorological services) . . . . .	212,603
Administration of the services intended to increase the safety of aviation . . . . .	266,865

B. *Private Aviation.*

No grants.

C. *Non-Military Aviation at the Disposal of the State or of Official Services.*

Expenditure on the aeroplane mentioned under I.C. is charged against the funds enumerated under II.A.

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Canadian Delegation.

Geneva, July 5th, 1932.

I. EFFECTIVES OF NON-MILITARY AVIATION (1931).

A. *Commercial Aviation.*

1. Aeroplanes and seaplanes carrying four persons or more . . . . .	108
(a) Nominal horse-power . . . . .	37,740
Passenger capacity . . . . .	554
Useful load permitted (lb.) . . . . .	200,120
Freight permitted (in lieu of passengers) (lb.) . . . . .	116,460
(b) Normal tankage (Imperial gallons) . . . . .	9,460
Volume of freight compartments . . . . .	Not obtainable
(c) Date of entry into service : 1 in 1923, 12 in 1927, 27 in 1928, 24 in 1929, 23 in 1930, 21 in 1931.	
2. Dirigibles . . . . .	Nil
3. Aeroplanes and seaplanes carrying from one to three persons. . . . .	208
Total horse-power . . . . .	22,540
4. Aeroplanes and seaplanes used for special purposes. . . . .	—

*Note* : Certain of those under Section 1 above are adaptable for photography, spraying, etc., and are used as such as required.

B. *Private Aviation.*

Single-seater aeroplanes . . . . .	16
Horse-power . . . . .	660
Single seater seaplanes or amphibians . . . . .	—
Two-seater aeroplanes . . . . .	37
Horse-power . . . . .	5,695
Two-seater seaplanes. . . . .	4
Horse-power . . . . .	515
Two-seater amphibians. . . . .	—
Three-seater and up aeroplanes. . . . .	9
Horse-power . . . . .	920
Three-seater and up seaplanes . . . . .	1
Horse-power . . . . .	180
Three-seater amphibians . . . . .	—
Dirigibles. . . . .	—

C. *Non-Military Aviation at the Disposal of the State or of Official Services.*

Forest Patrol <sup>1</sup> . . . . .	36
Horse power . . . . .	9,220
Control of Civil Aviation. . . . .	7
Horse-power . . . . .	890
Light Aeroplane Clubs . . . . .	74
Horse-power . . . . .	7,316

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Commercial Aviation.*

Direct assistance given by the Federal Government :

	Dollars
Air Mail — Post Office Contracts (April 1st, 1931, to March 31st, 1932)	910,877.77
Air Mail routes (April 1st, 1931, to March 31st, 1932) . . . . .	246,466.00
St. Hubert Aerodrome and Airship Base (April 1st, 1931, to March 31st, 1932) . . . . .	90,218.00

By Municipalities :

Airports . . . . .	Information Not available
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<sup>1</sup> Forest Patrol aircraft owned and operated by the Province of Ontario.



B. *Private Aviation.*

	Dollars
Light Aeroplane Clubs, including equipment and bonuses (April 1st, 1931, to March 31st, 1932). . . . .	37,525.00

C. *Non-Military Aviation at the Disposal of the State or of Official Services.*

	Dollars
Maintenance and operation of aircraft used by Civil Aviation Branch . . . . .	11,900.00
Control of Civil Aviation . . . . .	56,000.00

*Note:* Figures not available as regards maintenance of Ontario Provincial Forest Protection Service.

*Aircraft of a Non-Military Type at the Disposal of the State, but owned by the Department of National Defence, and operated by Military Air Personnel.*

Category	Active	Reserve
Transportation . . . . .	30	
General Purpose. . . . .	6	
Photographic . . . . .	26	31
Test and Experimental . . . . .	4	
Total Brake Horse-power		Total Brake Horse-power
19,080		7,730

Siamese Delegation.

Geneva, June 9th, 1932.

I. EFFECTIVES OF NON-MILITARY AVIATION.

A. *Commercial Aviation.*

1. Aeroplanes and seaplanes carrying four persons or more : Nil.

2. Dirigibles : Nil.

3. Aeroplanes or seaplanes carrying from one to three persons :

There are 4 single-engined cabin monoplanes with engines of 120 horse-power, a total of 480 horse-power.

4. Aeroplanes or seaplanes used for special purposes involving permanent installations (photography, spraying of crops or forests, wireless for patrolling purposes) :

There are no aircraft fitted for photography, spraying of crops or forests, no planes fitted with wireless for one-way or two-way radio, nor are any planes fitted with wireless for patrolling purposes.

B. *Private Aviation.*

There is only one privately-owned aircraft, with engine of 90 horse-power. There are no private dirigibles.

C. *Non-Military Aviation at the Disposal of the State or of Official Services.*

The four aircraft enumerated above are not at the disposal of the State except in case of national emergency.

II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

A. *Commercial Aviation.*

Direct assistance :

Mileage subventions : Nil.

Postal contracts : Contract with the Post and Telegraph Department to carry mail between internal towns.

Indemnities : There are no indemnities for space at disposal of contracting parties.

Subsidies for schools : There are no subsidies for training schools for air-transport crews.

Exemption : There is no exemption from taxation.

Interest : No guaranteed interest on issued bonds.

Treasury advances : There are no Treasury advances, for the Company is a private company registered under Company Law.

Indirect assistance :

Airports and Air Routes : Aerodromes and landing-grounds are being constructed by the Government at its own expense, and air routes are fixed by the Government.

Meteorological Services : Meteorological information and weather reports are furnished by the Ministry of Agriculture.

Wireless stations and goniometers are being erected for use both of Siamese and of foreign aircraft.

There is no insurance fund.

Apart from the above, there are no other methods of indirect assistance.

B. *Private Aviation.*

There are no civil training centres or schools for training pilots, and there are no flying clubs in this country.

C. *Non-Military Aviation at the Disposal of the State or of Official Services.*

As already stated in I.-C, in national emergency the civil aircraft can be commandeered, but there is no Government budget for the purpose.

### Yugoslav Delegation.

Geneva, July 12th, 1932.

#### I. EFFECTIVES OF NON-MILITARY AVIATION.

##### A. Commercial Aviation.

#### 1. Aeroplanes and seaplanes carrying four persons or more :

6 aeroplanes, type "Potez" 29, 1 triple-motor "Farman", type 301.

"Potez" aeroplanes 29 :

- (a) Nominal horse-power : 450.  
Number of passengers carried in normal service : 5.  
Useful load permitted : 1,045 kg.  
Freight permitted : 480 kg.
- (b) Normal content of tanks : Motor spirit, 355 kg. ; oil, 50 kg.  
Volume of compartments holding freight : 10.8 cubic metres.
- (c) Date of entry into service : February 1928.

"Farman" aeroplane 301 :

- (a) Nominal horse-power : 720.  
Number of passengers carried : 8.  
Useful load permitted : 1,800 kg.  
Freight permitted : 800 kg.
- (b) Normal content of tanks : Motor spirit, 765 kg. ; oil, 75 kg.  
Volume of compartments holding freight : 14 cubic metres.
- (c) Date of entry into service : June 1931.

#### 2. Dirigibles : Nil.

#### 3. Aeroplanes or seaplanes carrying from one to three persons :

1 "Puss Moth" aeroplane, 120 h.p.

#### 4. Aeroplanes or seaplanes used for special purposes : Nil.

##### B. Private Aviation.

#### 1. 17 two-seater aeroplanes, 2,070 h.p.

1 amphibian, 85 h.p.

#### 2. Dirigibles : Nil.

##### C. Non-Military Aviation at the Disposal of the State or of Official Services.

Nil.

#### II. EXPENDITURE OF PUBLIC FUNDS UPON NON-MILITARY AVIATION.

##### A. Commercial Aviation.

Direct assistance : Mileage subsidy : 26 dinars per kilometre. Contract between the State and the National Air Navigation Company dated January 25th, 1927, published in *Le Droit aérien*, 1929, page 579.

Postal contract between the National Company and the Ministry of Communications, Postal Service, 0.065 gold dinar per 100 grammes per 100 km.

The subsidy in question amounted to :

Financial Year	Dinars
1928-29. . . . .	5,000,000
1929-30. . . . .	6,500,000
1930-31. . . . .	8,000,000
1931-32. . . . .	10,000,000

Indirect assistance : Subsidies in kind : airports (ground organisation), the meteorological and wireless services of the military air force are used by commercial aircraft.

B. *Private Aviation.*

Indirect assistance to clubs as with commercial aviation.

General administrative expenses for the encouragement of private aviation :

Financial Year	Dinars
1928-29. . . . .	600,000
1929-30. . . . .	800,000
1930-31. . . . .	800,000
1931-32. . . . .	1,000,000

C. *Non-Military Aviation at the Disposal of the State or of Official Services*

Nil.

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**THIRD PART**

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ERRATA TO DOCUMENT CONF. D./C.A.8.

1. Page 15, end of sixth paragraph, *after* the words “ Vienna-Budapest ” *add* “ and also with the ‘Magyar Légiforgalmi R.T.’, as regards the last line ”.
  2. *Replace* “ CINA ” *by* “ CIDNA ” in the following places :
    - Page 32, in the table, first column ;
    - Page 51, paragraph 3(*b*) (four times) and paragraph 5(*b*) ;
    - Page 58, paragraph 3(*a*) and paragraph 5 ;
    - Page 60, last line but one.
-

Geneva, April 9th, 1932.

LEAGUE OF NATIONS**Conference for the reduction and limitation  
of armaments**

31

**MEMORANDUM RELATING TO THE ITALIAN PROPOSALS  
FOR QUALITATIVE LIMITATION****(Conf. D. 81)**

April 3rd, 1932.

I.

In document Conf. D. 81, dated February 19th last, the Italian delegation submitted the following proposals to the Conference for the Reduction and Limitation of Armaments :

*In the sphere of land armaments :*

- (1) Abolition of heavy artillery of every kind ;
- (2) Abolition of tanks of every kind.

*In the sphere of naval armaments :*

- (1) Simultaneous abolition of capital ships and submarines ;
- (2) Abolition of aircraft-carriers.

*In the sphere of air armaments :*

Abolition of bombing-aircraft.

*In every sphere :*

- (1) Abolition of aggressive chemical and bacteriological weapons of every kind ;
- (2) Revision of the laws of war with a view to the more complete and effective protection of the civil population.

In the opinion of the Italian delegation, these proposals constitute an indivisible organic plan, in the sense that abolition should embrace all the war material mentioned above. This material could be scrapped, either immediately or by stages, within a period to be determined.

## II.

With a view to the practical application of the principles thus laid down, the Italian delegation suggests the following measures.

### Land Armaments.

A. — THE HIGH CONTRACTING PARTIES UNDERTAKE TO SCRAP HEAVY LAND ARTILLERY OF EVERY KIND, NOT TO MANUFACTURE OR ACQUIRE ANY SUCH ARTILLERY IN THE FUTURE NOR TO MANUFACTURE OR ACQUIRE GUN-CARRIAGES CAPABLE OF RENDERING HEAVY COAST OR NAVAL ARTILLERY IN ANY WAY TRANSPORTABLE.

*Definition.* — The term "heavy artillery" is to be understood to mean guns, cannon, howitzers and mortars of a calibre exceeding 100 mm., irrespective of their weight.

With a view to the abolition of artillery of this description, the Contracting Parties undertake :

(1) *To state :*

(a) The number of pieces of heavy artillery ;

(b) The number of mobile gun-carriages (or carriages which can be rendered mobile for the above-mentioned artillery) ;

(c) The total stock of ammunition intended for the artillery mentioned under letter (a).

The returns under (a), (b) and (c) must include the whole of the material existing in each State.

The pieces must be classified according to the purpose for which they are intended (cannon, howitzers, mortars) and according to their calibre.

In the case of gun-carriages, the type (rigid or recoil) and the guns for which they are intended should be indicated.

(2) *To scrap* all the guns and gun-carriages mentioned under (a) and (b) of No. 1, with the exception of the guns required for arming the fixed batteries facing the sea belonging to maritime fortresses.

The guns and carriages must be scrapped separately and must be rendered totally incapable of warlike service.

Scrapping shall therefore be regarded as effected for the purposes of this Convention only when the material has been melted down or broken up.

(3) *To render* all ammunition intended for the said guns *unfit for service* with the prohibited artillery.

This scrapping shall be regarded as effected for the purposes of the Convention when the metal parts of the ammunition have been melted down or broken up.

(4) *To maintain* in the heavy batteries of maritime fortresses, for the exclusive defence of the sea-front, only guns on turret or centre-pivoted mountings not capable of adaptation for field use, with a stock of ammunition not exceeding  $x$  rounds per gun.

B. — THE HIGH CONTRACTING PARTIES AGREE TO ABOLISH TANKS AND ARMoured CARS OF EVERY DESCRIPTION AND TO REFRAIN FROM CONSTRUCTING OR ACQUIRING THEM IN FUTURE ; THEY LIKEWISE AGREE TO TAKE STEPS TO SEE THAT MOTOR VEHICLES FOR INDUSTRIAL OR AGRICULTURAL USE DO NOT POSSESS CHARACTERISTICS WHICH WOULD MAKE IT POSSIBLE FOR THEM TO BE CONVERTED INTO TANKS AND UTILISED IN THAT FORM.

With a view to the scrapping of this category of armaments, the Contracting Parties undertake :

(1) *To state* the number of tanks and armoured cars of every description in existence ;

(2) *To destroy or render incapable* of warlike service the whole of the material mentioned above and also all spare parts for the maintenance of this material in working order.

The armour plating and chassis must be scrapped—that is to say, broken up or melted down.

The arms may be kept if they are of the authorised calibre.

The engines may be kept provided they are employed for industrial or agricultural vehicles or establishments ; otherwise they must be scrapped.

### Naval Armaments.

A. — THE HIGH CONTRACTING PARTIES UNDERTAKE TO DISARM, TO SCRAP AND TO BREAK UP CAPITAL SHIPS AND SUBMARINES SIMULTANEOUSLY, AND ALSO TO DISARM, AND BREAK UP AIRCRAFT-CARRIERS AND NOT TO CONSTRUCT OR ACQUIRE VESSELS OF THE ABOVE-MENTIONED TYPES IN FUTURE.

*Definition.* — By a capital ship is meant a vessel of war, not an aircraft carrier whose displacement exceeds 10,000 tons (10,160 metric tons) standard displacement or which carries a gun with a calibre exceeding 8 inches (203 mm.).

By an aircraft-carrier is meant any surface vessel of war, whatever its carrier displacement, designed for the specific and exclusive purpose of carrying aircraft and so constructed that aircraft can be launched therefrom and landed thereon.

By a submarine is meant any vessel of war, whatever its tonnage, capable of navigating below the surface.

With a view to the abolition of armaments of this category, the Contracting Parties undertake to comply with the following rules : each of the units to be disposed of may either be scrapped or converted into a hulk at the option of the High Contracting Party concerned.

#### I. *Vessels to be scrapped :*

(a) A vessel to be scrapped must be rendered incapable of warlike service within  $x$  months of the entry into force of the Convention.

(b) A vessel to be scrapped shall be considered incapable of warlike service when there shall have been removed and landed or else destroyed in the ship :

(1) All guns and essential parts of guns, fire-control tops and revolving parts of all barbettes and turrets ;

(2) All hydraulic or electric machinery for operating turrets ;

(3) All fire-control instruments and range-finders ;

(4) All ammunition, explosives, mines and mine rails ;

(5) All torpedoes, war heads, torpedo-tubes and training-racks ;

(6) All wireless telegraphy installations ;

(7) All main propelling machinery, or alternatively the armoured conning-tower and all side armour-plate ;

(8) All aircraft cranes, derricks, lifts and launching apparatus ; all landing-on or flying-off platforms and decks, or alternatively all main propelling machinery ;

(9) In addition, in the case of submarines, all main storage batteries, air-compressor plants and ballast pumps.

(c) Scrapping shall be finally effected in either of the following ways, within  $x$  months of the date on which the work of rendering the vessel incapable of warlike service is due for completion :

(1) Permanent sinking of the vessel ;

(2) Breaking the vessel up (this shall always include the destruction or removal of all machinery, boilers and armour and all deck, side and bottom plating).

#### II. *Vessels to be converted to Hulks.*

A vessel to be disposed of by conversion to a hulk shall be considered finally disposed of when the conditions prescribed in Section I, paragraph (b), have been complied with, omitting sub-paragraphs 6, 7 and 8, and when the following have been effected :

(1) Mutilation beyond repair of all propeller-shafts, thrust-blocks, turbine-gearing or main propelling-motors and turbines or cylinders of main engines ;

(2) Removal of propeller-brackets ;

(3) Removal and breaking up of all aircraft-lifts, and the removal of all aircraft-cranes, derricks and launching apparatus.

The vessel must be put in the above condition within the same limits of time as provided in Section I for rendering a vessel incapable of warlike service.



**Air Armaments.**

THE HIGH CONTRACTING PARTIES UNDERTAKE TO DESTROY MILITARY DIRIGIBLES AND BOMBING-MACHINES AND NOT TO CONSTRUCT ANY IN FUTURE.

*Definition.* — By bombing-machines are meant all aircraft with the exception of :

(a) Single-seater machines used for short-radius reconnaissance, defence and air police, the empty weight and power of which shall not exceed :

	Weight empty Kg.	Maximum power H.P.
Land aircraft . . . . .	x	y
Hydroplanes (Seaplanes) (excluding floats) . . . . .	X <sup>1</sup>	Y <sup>1</sup>

(b) Training machines. The total of these machines shall be strictly proportional to the number of pilots in service and in reserve. The said machines, if single-seaters, shall be subject to the restrictions laid down in the previous paragraph ; if two-seaters, they shall not exceed 20 per cent of the above-mentioned total and shall conform to the following limits :

	Weight empty Kg.	Maximum power H.P.
Land aircraft . . . . .	z	j
Hydroplanes (Seaplanes) (excluding floats) . . . . .	z <sup>1</sup>	j <sup>1</sup>

With a view to the elimination of prohibited aircraft, the Contracting Parties undertake :

- (1) To make known the number and types of military aircraft which they own ;
- (2) Not to construct annually a number of aircraft exceeding that of the aircraft scrapped, exception being made for those necessary to reach the limit laid down in the Convention ;
- (3) To destroy immediately all the reserve material in service and in store ;
- (4) To destroy all means of aggression by dropping, and all appliances for discharge and aiming, and to prohibit their manufacture ;
- (5) To maintain the available reserve of new machines at not more than 25 per cent of the number authorised, and that of engines at not more than 50 per cent of the engines in service.

**Chemical and Bacteriological Weapons.**

THE HIGH CONTRACTING PARTIES AGREE TO ABOLISH THE USE IN TIME OF WAR OF CHEMICAL WEAPONS OF ALL KINDS AND PARTICULARLY TO PROHIBIT ALL ASPHYXIATING, TOXIC, LACHRYMATORY OR SIMILAR GASES, ALL LIQUIDS OR OTHER SUBSTANCES OR DEVICES PRODUCING RESULTS SIMILAR TO THE ABOVE-MENTIONED GASES AND BACTERIOLOGICAL METHODS OF ALL KINDS.

ACCORDINGLY, THE HIGH CONTRACTING PARTIES UNDERTAKE :

- (1) To destroy, within a period of  $x$  months as from the entry into force of the Convention, all quantities of chemical and bacteriological substances of the kinds mentioned above constituting reserve depots or material for experiment, as well as the plant serving for their manufacture and all appliances serving for their utilisation. Nevertheless plant capable of direct employment by the chemical and pharmaceutical industry for non-military purposes may be retained on condition that it is strictly utilised for the needs of peaceable industries.
- (2) To destroy, within a period of  $x$  months as from the entry into force of the Convention, all artillery or hand ammunition and projectiles of all kinds loaded with chemical and bacteriological substances of the above-mentioned categories and intended for discharge by aircraft.
- (3) Not to manufacture in future chemical and bacteriological substances of the above-mentioned kinds specifically intended to harm the belligerents or the civil population, with the exception, however, of chemical or bacteriological substances capable of being utilised for peaceable industrial and scientific purposes and for such purposes only. They also undertake not to manufacture appliances for the utilisation of the said substances.
- (4) Not to maintain or train personnel specialised in the use of aggressive and bacteriological appliances of all kinds, even as personnel of other undertakings ; not to publish even for purely theoretical purposes regulations or instructions dealing with the use of the said aggressive appliances.
- (5) Not to import chemical and bacteriological appliances of any kind specifically intended for warlike purposes.

III.

As regards the time-limits within which the material should be destroyed, the Italian delegation realises that this material could probably not be rendered useless at the same date in its entirety and that the method of destruction must be appropriate to the particular requirements of the different categories of armaments.

The following measures might accordingly be considered :

THE HIGH CONTRACTING PARTIES UNDERTAKE :

(a) To render useless and to destroy the material whose abolition is stipulated, within  $x$  months from the date of entry into force of the Convention, and to complete this operation within  $x + y$  months.

(b) To render useless and destroy the said material in instalments and in successive periods, having recourse to methods appropriate to the particular requirements of the different categories of armaments.

IV.

The Italian delegation considers that the qualitative limitation of armaments must necessarily be accompanied :

- (1) By a revision of the laws of war ;
- (2) By suitable measures for the control of civil aviation.

It wishes forthwith to draw the Conference's attention to the necessity of contractual obligations to prevent the utilisation of authorised means of war for purposes usually achieved with abolished means of war.

As regards civil aviation, the Italian delegation considers that it is necessary :

- (1) To give it the greatest possible publicity ;
  - (2) To exercise technical and administrative supervision ;
  - (3) For the High Contracting Parties to undertake not to vary materially the proportional ratios to be fixed.
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Genève, le 9 avril 1932.

**SOCIÉTÉ DES NATIONS**

**Conférence pour la réduction et la limitation  
des armements**

**MÉMORANDUM SUR LA PROPOSITION DE LA DÉLÉGATION  
ARGENTINE RELATIVE AUX VAISSEAUX DE LIGNE  
(Conf. D. 92)**

32

Berne, le 4 avril 1932.

La République Argentine a proposé que les pays non signataires des Traités de Washington et de Londres s'engagent à ne pas construire ou acquérir, durant la durée de la Convention qu'éventuellement ils signeront, des vaisseaux de ligne d'un tonnage de plus de 10.000 tonnes (10.160 tonnes métriques), parce qu'elle considère ces navires comme des éléments qui, sans différence aucune, ont un caractère nettement agressif. Mon gouvernement estime que ce compromis, à lui seul, apporterait réellement une limitation effective et tangible des éléments navals, une réelle restriction des moyens agressifs et un moyen efficace de réduire les dépenses énormes qu'exigent les armements.

Notre délégation croit qu'avant de s'occuper du chapitre B du projet de convention, qui se réfère aux armements navals, il conviendrait d'adopter une résolution sur la proposition à laquelle je me réfère. La Commission navale ne peut établir les chiffres des limites du tonnage global et par catégorie que traitent les articles 11 et 12 du chapitre B, sans que la proposition soit préalablement acceptée ou repoussée, car de la décision prise dépendra, pour les nations qui possèdent cette classe de vaisseaux, la fixation des chiffres des limites.

Les délégations d'Allemagne, de l'Union des Républiques soviétistes socialistes et d'Espagne ont présenté la même proposition, l'étendant à tous les Etats, bien que la première modifie un peu le calibre de l'artillerie; d'autres délégations, allant encore plus loin, proposent la suppression de ces navires, soit d'une manière absolue, comme la Chine, soit sous forme conditionnelle, comme l'Italie.

D'autre part, l'idée de limiter des armements agressifs — principe fondamental de nos propositions — a été soutenue par la majorité des représentants des nations convoquées à cette Conférence et domine l'objectif essentiel de sa convocation (Danemark, Yougoslavie, Suisse, Pays-Bas, etc.).

Dans l'intention de coordonner les différentes propositions présentées et fidèle à l'idée que la réduction des armements doit être obtenue par étapes successives, car la réalisation immédiate soulèverait une question trop complexe, la délégation argentine se permet de proposer à la Commission générale d'approuver la motion suivante, qui renferme, selon notre opinion, sous la forme la plus simple, le projet qui a été défini par plusieurs délégations et qui est aussi conforme au principe soutenu par les autres :

Joindre au projet de convention présenté par la Commission préparatoire un article conçu dans les termes suivants :

« Article... Les Hautes Parties contractantes s'engagent à ne pas construire ou acquérir, pendant la durée de cette Convention, aucun navire de guerre autres que les bâtiments porte-aéronefs, dont le déplacement type soit supérieur à 10.000 tonnes (10.160 tonnes métriques) ou qui porte un canon d'un calibre supérieur à 203 mm. (8 pouces), laissant intact le droit qu'en ce sens se sont réservé la France et l'Italie en signant le Traité de Londres. »

(Signé) E. Ruiz GUINAZU,

Ministre d'Argentine à Berne,

Délégué à la Conférence du désarmement.

Geneva, April 9th, 1932.

LEAGUE OF NATIONS

**Conference for the reduction and limitation  
of armaments**

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**MEMORANDUM ON THE PROPOSAL OF THE  
ARGENTINE DELEGATION RELATING TO CAPITAL SHIPS**

**(Conf. D. 92)**

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Berne, April 4th, 1932.

The Argentine Republic has proposed that the countries which are not signatories to the Washington and London Treaties shall undertake not to construct or acquire, during the period of validity of any convention which they may sign, any capital ships of more than 10,000 tons (10,160 metric tons), as it regards all such vessels as alike of a definitely aggressive character. My Government considers that such a compromise would in itself be tantamount to an effective and practical restriction of naval units, as a real restriction of means of offensive warfare, and as an effective means of reducing the enormous expenditure entailed by armaments.

Our delegation is of opinion that, before dealing with Chapter B of the draft Convention, which refers to naval armaments, it would be desirable to adopt a resolution on the proposal to which I refer. The Naval Commission cannot establish the figures for the global tonnage and the tonnage per category dealt with in Articles 11 and 12, Chapter B, until the proposal has first been adopted or rejected, since, as far as the countries which possess this category of vessel are concerned, the fixing of the figures limiting the number of such vessels will depend on the decision taken.

The delegations of Germany, the Union of Soviet Socialist Republics and Spain have submitted the same proposal, extending it to all States, though Germany slightly alters the calibre of the guns, while other delegations go further and propose either the absolute abolition of such vessels (like China) or their conditional abolition (like Italy).

Moreover, the idea of limiting offensive armaments—the fundamental principle underlying our proposals—has been supported by the majority of the representatives of the nations convened to the Conference, and is one of the main features in the essential object of the Conference (Denmark, Yugoslavia, Switzerland, the Netherlands, etc.).

With a view to co-ordinating the various proposals submitted, and as an advocate of the idea that the reduction of armaments should be carried out by successive stages (as immediate disarmament would raise too complicated a problem), the Argentine delegation ventures to propose to the General Commission that it should approve the following motion which, in our opinion, expresses in the simplest possible form the ideas underlying the proposal as defined by various delegations, and is also in conformity with the principle maintained by the others :

It is proposed that an article to read as follows should be appended to the draft Convention submitted by the Preparatory Commission :

“ Article . . . — The High Contracting Parties undertake not to construct nor to acquire, during the term of the present Convention, any war vessel not an aircraft carrier, whose displacement exceeds 10,000 tons (10,160 metric tons) standard displacement, or which carry a gun exceeding 8 inches (203-mm.) without prejudice, to the right reserved in that respect by France and Italy when signing the Treaty of London. ”

(Signed) E. Ruiz GUINAZU,  
Argentine Minister at Berne,  
Delegate to the Disarmament Conference.

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Geneva, April 11th, 1932.

**LEAGUE OF NATIONS**

**CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS**

**MEMORANDUM ON THE PROPOSALS OF THE  
NETHERLANDS DELEGATION**

The Hague, April 2nd, 1932.

**I. LIMITATION AND REDUCTION OF IMMEDIATELY MOBILISABLE ARMED FORCES.**

(VII, page 6 of the Co-ordination, Table, Conf.D.102.)

The speech made by the first delegate of the Netherlands on February 15th contained the following suggestions :

“ Limitation and reduction must be applied to the whole of the armed forces immediately mobilisable. Consequently they must comprise :

- “ (a) Trained reserves, in the first instance by reducing the contingent ;
- “ (b) Etc.”

The Netherlands delegation regards the limitation of these reserves as one of the most important elements of a real limitation of armaments.

If the limitation is confined to the effectives under the colours in time of peace, the great armies which a State might use in order to start a war might continue to exist without any reduction or any other limitation than the natural limitation resulting from the birth rate. The limitation and any reduction prescribed for the average effectives per day in peace time may be effected by fixing and, if necessary, reducing the number of days of real service compulsory for each man, without reducing the annual contingent by a single man. In drawing attention to this immediate consequence of the system of limiting the personnel, which is adopted in the draft Convention, there is no intention of making a malevolent supposition, but merely of revealing one of the essential traits of this system. The reason given on many occasions in the Preparatory Commission for rejecting the limitation of trained reserves was precisely that it is inadmissible to discriminate between the young men of the same annual class ; democracy, it was said, demands equality of burdens and sacrifices ; the system of conscription would therefore necessarily involve all able-bodied young men being called up. In this manner, the great war armies would continue to exist, although most of the elements composing them would be on leave. It may be supposed that these armies would not be without the necessary material.

The Netherlands delegation cannot believe that this state of affairs is inevitable. It is still convinced that, even if the system of conscription is retained, it is possible to reduce the war effectives of the armed forces. It ventures to point out that, in the Netherlands, the recruiting of armed forces takes place on a system of conscription under which the young men called up for compulsory military service are chosen each year by drawing lots up to the number fixed by law. In equity, exceptions may be made in the case of the military service of an elder brother or of a man maintaining his family by his work. The experience in the Netherlands does not confirm the supposition that a system of drawing lots would be considered by the

people as discrimination, if not immoral, at any rate contrary to that equality of treatment to which all the citizens of a modern State are entitled.

The Netherlands delegation does not disguise the fact that the limitation and reduction of existing armed forces in peace time is of great importance. For a State with aggressive intentions, these forces constitute an instrument which is always at hand. But, on the other hand, it is obvious that a war army comprising all the immediately mobilisable forces may also constitute an instrument of aggression. But even if the eventuality of large-scale manœuvres (which sometimes coincide with a moment of crisis) is left on one side, the mobilisation of a few army corps takes place in such a short space of time that, in order to gauge the immediate aggressive force of a State and to limit and reduce that force, measures must be taken, not only against the peace-time effectives, but also against the trained reserves.

Not only must the Convention make possible—indeed, for that purpose, a Convention is not needed—but it must directly guarantee the limitation and reduction of the great war armies.

\* \* \*

With regard to the method of limiting these reserves, the Netherlands delegation, without pretending to exhaust the subject, submits the following observations :

In order to attain this end, two courses may be followed.

In the first place, it is possible for the Convention to prescribe a direct limitation (in addition to the limitation of peace-time effectives) of the *total* trained reserves at a State's disposal. On the other hand, it is possible to limit the total number of men receiving military training *each year*; by introducing only a limited number of men each year the State will have a limited total of trained men at its disposal. The two methods aim at the same result.

\* \* \*

The direct limitation of trained reserves might be based on more than one criterion. In the first place, it is possible to limit all the effectives *in service*, effectives *at disposal* and reserves with military training who are registered and compelled by law to do military service in case of war. This method was explained in a proposal discussed by the Preparatory Commission (documents, Series VIII, pages 114 *et seq.* and page 212). Under this method, the criterion as to which effectives are to be limited is to be found in the fact of their incorporation in the legal military organisation of the State. A further method may also be considered. It is based on the idea that the fact of having received military training is far more important than legal incorporation in a military organisation. Legal steps for incorporating or re-incorporating in the military organisation of a State men who have received instruction calculated to make them useful for military purposes may be taken, if necessary, in a few days. It is therefore preferable to limit the total number of men who have received or are receiving military instruction and who have not reached an age at which they are no longer of military value. As it is impossible to reduce the present number of men who have received military training, this method can only produce its full effect after the lapse of a certain number of years. In all States where men who have received military training continue to be obliged by law to do military service in case of war up to a certain age, this method will not differ greatly in application from that discussed in the Preparatory Commission.

In order to define the proposed method, the Netherlands delegation submits the two following articles, which, if necessary, it reserves the right to put forward formally at a subsequent date.

“ Article 4 (a).

“ The total effectives of the land, sea and air armed forces, immediately mobilisable, of each of the High Contracting Parties shall not exceed, in each of the categories of effectives defined in tables . . . annexed to this chapter, the figure laid down for such Party in the corresponding column of the said tables.

“ Article 4 (b).

“ The effectives of the land, sea and air armed forces, immediately mobilisable, provided for in Article 4 (a) shall include men not over  $x$  years in the case of those who have or have had the rank of officer and  $y$  years in the case of other men who have received since peace time or are receiving military training which renders them capable of being used for military purposes.”

\* \* \*

As stated above, the limitations may refer, not only to the total number of men who have received or are receiving military training, but may also apply to the total number of men receiving military training every year. Such limitation should be applied, not only to

effectives recruited by conscription, but to all entering the armed forces. Limitation referring exclusively to the contingent recruited each year by conscription would leave a wide possibility of increasing that contingent by means of voluntary enlistments. Attention should be paid, not to recruiting by conscription, but to military training; the latter is given to all entering the armed forces. As an illustration of an article based on this method, the Netherlands delegation submits the following wording, while reserving the right, if necessary, to make a formal proposal at a later date:

“ Article 4 (c).

“ The effectives incorporated yearly for military service in the armed forces, or in the land, sea and air formations organised on a military basis, of each of the High Contracting Parties shall not exceed the figure laid down for such Party in the corresponding column of tables . . . annexed to this chapter.”

2. LIMITATION OF MATERIAL OF THE LAND FORCES.

(No. 12, page 12, of the Coordination Table, Conf.D.102.)

The Netherlands delegation is of opinion that Article 10 of the draft Convention, in limiting only the annual expenditure on the purchase, manufacture, etc., of war material for land armaments, presents a serious defect. The existing material would be neither reduced nor limited and each country would remain free in future to purchase or manufacture any material which it pleased.

The limitation, and, in particular, the reduction, of war material for land armaments is therefore a supplement to the indirect limitation laid down in Article 10 and the prohibition of land material considered as offensive.

The method of limitation submitted for this purpose by the Netherlands delegation is included in Article 10 (a) annexed to the present memorandum.

In the opinion of the Netherlands delegation, a judicious application of the system of control laid down in the draft Convention, which would be exercised already on naval and air material, would suffice for the control of land material, which the delegation proposes to limit and reduce.

Guns of a calibre of more than 150 mm. and tanks are provisionally mentioned, it being understood that these categories will be omitted if the Conference agrees on the absolute prohibition of these arms.

Rifles, carbines, muskets, revolvers and pistols are not included in the limitation, as these arms have only a relatively small value as compared with other firearms. In addition, it would be difficult to limit them in view of the number of old-fashioned types of rifles, etc. to be found in various countries, the ease with which they are manufactured and the fact that sporting shot-guns, together with pistols and revolvers for personal defence, would enter into this category.

In order to fix the figures, the Conference will take as a basis the total number of immediately mobilisable armed forces.

In the first place, it must fix a maximum figure per 1,000 men for the different categories of arms.

Each State would, moreover, be quite free as regards the *distribution* of the *total* land material, both as regards the grant of material for peace-time formations and for war units, and also as regards the material in use and that in stock.

In accordance with this method, the *total* material of a country would depend on two elements—namely :

- (1) The total armed forces immediately mobilisable ;
- (2) The quantity of material taken as a basis per 1,000 men of these immediately mobilisable forces.

The figures to be taken as a basis by the Conference will be defined in accordance with technical conditions, will be based as a whole on the war material necessary for defence and will be fixed on the lowest possible level.

As regards the exchange and spare material necessary for each country, special figures will have to be fixed.

“ Article 10 (a).

“ The total number of materials in use, in reserve and in stock of the land armed forces of each of the High Contracting Parties shall not exceed, in each of the categories of material defined in the table annexed to this chapter, the figure laid down in the said table.”

TABLE SHOWING THE TOTAL OF MATERIALS IN USE, IN RESERVE AND IN STOCK  
WHICH MUST NOT BE EXCEEDED BY THE LAND ARMED FORCES.

Materials	Total material in the land forces of the High Contracting Parties <sup>1</sup>		
	State A	State B	State C
Machine-rifles and other automatic arms fitted with appliances enabling them to be fired from the shoulder . . . . .			
Machine-guns . . . . .			
Guns, howitzers and mortars of a calibre not exceeding 150 mm. (5.9 inches) . .			
Guns, howitzers and mortars of a calibre exceeding 150 mm. (5.9 inches) . . . .		2	
Tanks . . . . .		2	

### 3. PROHIBITION OF THE USE OF AUTOMATIC CONTACT MINES IN THE OPEN SEA.

(Number 23, page 15, and number 6, page 24, of the Co-ordinating Table, Conf.D.102.)

Convention VIII of the Second Peace Conference of 1907, relating to the laying of automatic submarine contact mines, contains the rules to be observed in time of war for the employment of submarine mines.

As pointed out in the Preamble to this Convention, these rules are based on the principle of the freedom of the seas for all nations. The object is to limit and determine the use of submarine mines, so as to restrict the rigours of war and, as far as possible, to ensure to peaceful shipping the security which it has a right to claim in spite of the existence of a war. Moreover, the Preamble lays it down that the rules of this Convention have been drawn up in the expectation that it will be possible so to settle the question as to give all desirable guarantees to the interests involved. At the eighth plenary session of the Peace Conference, the Convention was adopted; but, when voting the Convention, the delegate of Great Britain stated that he could not regard that arrangement as providing a final solution of the question, and added that the high seas were a great international route on which it behoved belligerents to do nothing to render it dangerous to neutrals. The world war showed the disastrous results of the laying of submarine mines in the open sea for peaceful shipping. Thousands of non-combatant seamen lost their lives as a result of the destruction of merchant vessels and fishing vessels by these mines.

In order effectively to protect the lives of non-combatant seamen and passengers, the use or laying of automatic contact mines in the open sea must be prohibited.

The proposal of the Netherlands delegation provides for the incorporation of the following rule in the Convention for the Reduction and Limitation of Armaments :

“ It is prohibited to lay automatic contact mines in the open sea. ”

### 4. PROHIBITION OF AIR BOMBARDMENT.

(Number 6, page 17, and number 10, page 24, of the Co-ordinating Table, Conf.D.102.)

The Netherlands are signatories to the declaration signed at The Hague in 1907 forbidding the launching of projectiles and explosives from balloons. According to the terms of this declaration, the contracting Powers agree to refrain from “ launching projectiles and explosives from balloons or by any new method of a similar kind ”. These terms are sufficiently general to cover all air-bombing.

<sup>1</sup> This figure is to be fixed by the Conference on a technical basis per 1,000 men as stated above.

<sup>2</sup> This figure would be *nil* if the said arms were prohibited.



The duration of the declaration extended until the end of the third Peace Conference, which should have met in 1914 or 1915, and its application was confined to a war between contracting States without the participation of a non-contracting State.

The number of signatories is very small, and a general agreement on the question of air bombing is therefore highly desirable.

The Committee of Jurists set up in virtue of a decision of the Washington Conference in 1922 endeavoured to replace the 1907 declaration by fresh conventional provisions.

It proposed to stipulate that only certain objectives were admissible for bombardment. Articles 22 to 26 of the Rules of Air Warfare (second part, Chapter IV) of the general report gives the solution of this problem adopted by the Committee of Jurists.

The Netherlands delegation is of opinion that the only effective method of protecting the civilian population against the horrors of a bombardment is its absolute prohibition. Any method providing for exceptions to this prohibition would open the door to abuses of which the civilian populations would be the victims. Moreover, this prohibition would prevent the principal military use of civil aviation.

It therefore proposes the following general rule :

“ All air bombardment by whatever means shall be prohibited.”

## 5. COMPLETE PUBLICITY OF ARMAMENTS IN CONFORMITY WITH ARTICLE 8 OF THE COVENANT.

(Number 2, page 22, of the Co-ordinating Table, Conf.D.102.)

The speech made by the first delegate of the Netherlands on February 15th contained, *inter alia*, the following suggestion :

“ Complete publicity of armaments in accordance with Article 8 of the Covenant ; particularly publicity of land, naval and air material .”

In the opinion of the Netherlands delegation, the obligation imposed by Article 8, paragraph 6, constitutes an absolute rule which cannot be regarded as being weakened by the restriction provided for in paragraph 1 of the same article, as that restriction relates exclusively to the reduction of national armaments. On the contrary, publicity carried out universally and in good faith is of itself a means of increasing the degree of security.

There is interdependence between limitation or reduction and publicity. As regards effectives, this interdependence is observed in Articles 30, 31 and 32 of the draft Convention. As regards naval and air material, the Netherlands delegation is of opinion that the combination of the provisions regarding limitation and the exchange of information already gives a certain amount of satisfaction.

The position is different, however, as regards land material. It is true that, as regards the exchange of information on this subject, regard being had to the budgetary limitation provided for in Article 10, the Preparatory Commission in Article 33 adopted the system of budgetary publicity ; publicity applies particularly to the amount actually expended per category of material in the course of a year for upkeep, purchase and manufacture.

The Committee of Experts on Budgetary Questions devotes Chapter 24 of its report (document C.182.M.69.1931) to showing the impossibility of comparing the strength of armaments of various countries on the basis of the figures for expenditure. As regards the methods of applying the principle of publicity of land material by budgetary means, which it had been instructed to examine, it states (page 26 of the report) :

“ As regards publicity of various categories of expenditure on war material dealt with by Article 33 of the draft Convention, the Committee has reluctantly been forced to the conclusion that the technical difficulties of arriving at a sufficiently uniform and comprehensive method were too great to allow the Committee to put forward any positive proposal.”

Consequently, the execution of the provisions of Article 33 seems impossible of realisation.

There still remains, however, a need for the exchange of information on land material, and this need is urgent if the proposal of the Netherlands delegation with regard to the direct limitation of land material is adopted. In this connection, we may quote here a passage from the above-mentioned speech in which it is stated :

“ The Netherlands delegation, as a wholehearted supporter of the direct reduction of the forces of every arm, is of opinion that, until that end can be achieved, publicity would constitute a valuable means of eliminating mistrust between the peoples and thus reducing the causes of conflicts.”

During the second part of the sixth session of the Preparatory Commission, the Netherlands delegation submitted a proposal with regard to the direct publicity of land material. Nevertheless, the principle involved by that proposal has not been discussed (see paragraph 200 of the report). This is a further reason why the method contemplated should be reconsidered and put into concrete form. With this end in view, the Netherlands delegation proposes the following article to replace Article 33 of the draft Convention :

“ Article 33 (a).

“ Each of the High Contracting Parties shall every year communicate to the Secretariat of the League of Nations a statement drawn up in accordance with the model annexed to the present article, showing the material in use and the stocks of material of the land, naval and air forces. The statement referred to in the present provision shall show the position as at December 31st and shall be submitted before March 1st of the year following that to which it refers.”

MODEL TABLE ANNEXED TO ARTICLE 33 (a).

Material	Age of the models of arms		
	Models created before January 1st, 1914	Models created between January 1st, 1914, and January 1st, 1933	Models created after January 1st, 1933
I. <i>Portable arms:</i>			
(a) Rifles, carbines and muskets (in thousands) . . . . .			
(b) Machine-rifles and other automatic weapons fitted with appliances enabling them to be fired from the shoulder (number)			
(c) Machine-guns (number) . . . . .			
II. <i>Artillery:</i>			
(a) Guns, howitzers and mortars of a calibre of 150 mm. or less (5.9 inches) (number) . . . . .			
(b) Guns, howitzers and mortars of a calibre of more than 150 mm. (5.9") (number) . . . . .			
III.			
(a) <i>Tanks</i> (number) . . . . .			
(b) Automobiles and other armoured vehicles (number). . . . .			

[Distributed to the Council, the Members of the League and the States invited to the Conference.]

**Annex**  
to document **C.845.M.424.** 1931. IX.  
[Conf. D. 32.]

Geneva, April 18th, 1932.

LEAGUE OF NATIONS

Conference for the Reduction and Limitation  
of Armaments

34

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

72. ANNEX TO THE  
COMMUNICATION FROM THE SWISS DELEGATION

*Note by the Secretary-General:*

The Secretary-General has the honour to communicate to the delegations represented at the Conference for the Reduction and Limitation of Armaments a series of tables forwarded by the Swiss delegation as an Annex to the Model Statement drawn up by the Experts on Budgetary Questions (see document C.845.M.424.1931.IX [Conf. D. 32]).

ANNEXED TABLES.

	Swiss francs
<i>Table A. — Expenditure on pay of reserves for the year 1930:</i>	
1. Remuneration outside periods of training of personnel not employed . . . . .	Nil
2. Remuneration during training of reservists called up . . . . .	Nil
<i>Table B. — Expenditure on shipbuilding for the year 1930:</i>	
1. New constructions . . . . .	Nil
2. Maintenance and repairs. . . . .	Nil
<i>Table C. — Statement of the amount outstanding, at the end of the financial year 1930, of block credits voted in respect of expenditure for more than one year . . . . .</i>	16,530,708 <sup>1</sup>
<i>Table D. — Statement of the amount outstanding on December 31st, 1930, in respect of purchases on credit or deferred payments relating to goods delivered or services rendered, in cases where the due dates of payment are later than those customary in contracts of the same kind which do not provide any special credit facilities . . . . .</i>	Nil

<sup>1</sup> Of this figure, a sum of 14,798,000 Swiss francs represents alone the balance of the extraordinary credit of 20,000,000 Swiss francs opened for the acquisition of aeroplanes.

Swiss francs

Table E. — Statement for the financial year 1930 of loans made to, or participations acquired in, enterprises having among their objects the furnishing of goods or services for armament purposes, where these have been excluded from the return on the ground that they are not regarded as armament expenditure . . . . .

Nil

Table F. — Expenditure in respect of pensions for the year 1930 :

I. Military personnel :	
(a) Service pensions . . . . .	—
(b) Invalidity pensions . . . . .	5,549,974 <sup>1</sup>
(c) Mixed pensions . . . . .	—
II. Civil personnel : pensions . . . . .	2,818,691
III. War pensions, if a distinction is made in the national budget between ordinary pensions and war pensions. . . . .	Nil
IV. Pensions or other compensation granted, apart from the regulations regarding normal pensions, for premature retirement, discharge or loss of office resulting from a reduction of the forces . . . . .	Nil

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<sup>1</sup> This figure represents the amount which the military insurance had to pay in 1930 for invalidity annuities due to military service. It is not included in Chapter E of statement B (see observation No. 8 of same).

[Distributed to the Council, the Members of the League and the States invited to the Conference.]

Official No.: **C. 367. M. 210.** 1932. IX.  
[Conf. D. 109.]

Geneva, April 11th, 1932.

LEAGUE OF NATIONS

**PARTICULARS WITH REGARD TO THE POSITION OF ARMAMENTS  
IN THE VARIOUS COUNTRIES**

35

**70\*. COMMUNICATION FROM THE CHINESE GOVERNMENT**

*Note by the Secretary-General:*

The Secretary-General has the honour to communicate to the Governments invited to the Conference for the Reduction and Limitation of Armaments a letter, dated April 9th, 1932, with an annex, giving information on the armaments of the said country.

COMMUNICATION FROM THE PERMANENT OFFICE OF THE CHINESE DELEGATION TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.

Geneva, April 9th, 1932.

The Permanent Office of the Chinese delegation to the League of Nations presents its compliments to the Secretary-General of the League of Nations and has the honour to send him herewith six tables with regard to the numbers of effectives and the budgetary expenditure of the Chinese land, naval and air forces, drawn up in the forms given respectively in the draft Convention and in the report by the Committee of Experts on Budgetary Questions for the Disarmament Conference.

LAND FORCES OF THE REPUBLIC OF CHINA.

*Table I.*

a.	b.
Total effectives, including the effectives specified in column b	Officers
1,260,000	63,000

\* This number indicates that seventy documents in regard to the position of the armaments in the different countries have already been published.

*Table IV.*

a.	b.
Total effectives, including the effectives specified in column b	Officers or officials ranking as officers
360,000	18,000

REMARKS.

1. The above tables are filled in as at July 1st, 1931.
2. Pupils undergoing military training are included in the total effectives.
3. We have only professional soldiers.

TABLES OF THE AVERAGE DAILY NUMBER OF EFFECTIVES IN THE NAVAL FORCES OF THE  
REPUBLIC OF CHINA, 1930-31.

*Table VI. — Naval Forces.*

High Contracting Parties	a. Total effectives, including effectives specified separately in this table	b. Officers	c. Other effectives
Republic of China	15,581	2,604	12,977

*Table VII. — Sea Formations organised on a Military Basis.*

High Contracting Parties	a. Total effectives, including effectives specified separately in this table	b. Officers	c. Other effectives
Republic of China	19,240	1,124	18,116

AVERAGE DAILY NUMBER OF EFFECTIVES OF THE CHINESE REPUBLIC,  
REACHED DURING THE YEAR 1930, IN THE AIR FORCES.

*Table VIII. — Actual Personnel.*

a. Regular Air Forces : Total (including officers)	b. Reserves of Regular Forces	c. Auxiliary Air Forces and Special Reserve
3,270	Nil	Nil

REMARK.

Air and land personnel is included in column a. Columns b and c cannot be utilised, owing to the lack of voluntary recruitment.

*Table XI. — Average Daily Number of Effectives in Land Formations organised on a Military Basis.*

Regular Air Forces : Total (including officers) . . . . . 1,012

PARTICULARS OF THE GROSS EXPENSES IN THE LAND ARMY ACCOUNTS FOR 1930-31 OF THE CHINESE REPUBLIC.

*Table B.*

Subhead	Category of expenditure	Total in Chinese dollars
	<i>Head I. — Effectives.</i>	
	Personnel normally forming part of formations and services :	
A	Pay and allowances of all kinds : Officers . . . . .	} 266,477,689
B	<i>Ditto</i> : N.C.O.s and men . . . . .	
C	<i>Ditto</i> : Civilian personnel . . . . .	
D	Nil.	
E	Maintenance of personnel referred to in subheads A to E . . . .	17,224,401
	<i>Head II. — Transport.</i>	
F	Horses and other animals, forage, harness and shoeing . . . . .	} 7,826,666
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	
	<i>Head III. — Buildings.</i>	
H	Construction of new fortifications and defence works . . . . .	} 3,780,000
K	Barracks, other buildings, upkeep, furniture . . . . .	
	<i>Head IV. — War Material.</i>	
M	Arms, ammunition and fighting material . . . . .	} 42,495,629
M(a)	Engineer and other warlike stores . . . . .	
N	Manufacture of war material in "non-autonomous" State establishments (expenditure not divisible between subheads M and M(a)) . . . . .	
	GRAND TOTAL . . . . .	337,804,386

REMARK.

The budget estimates for the expenditure of the land army for the 1930-31 financial year amounted to 450,405,848 Chinese dollars ; but, owing to financial difficulties, this expenditure was reduced. Moreover, certain credits, such as those for new military establishments and the provisional credits, have been abolished.

TABLE OF BUDGETARY EXPENDITURE FOR THE NAVAL FORCES OF THE REPUBLIC OF CHINA,  
1930-31.

Table C.

Subhead	Category of expenditure	Naval forces		
		Armed forces	Formations organised on a military basis	Total
		(1)	(2)	(3)
	<i>Head I. — Effectives.</i>	Chinese dollars	Chinese dollars	Chinese dollars
	Personnel normally forming part of formations and services :			
A	Pay and allowances of all kinds for officers, men and civilian personnel . . . . .	5,084,304	3,006,563	8,090,867
D	Personnel not normally forming part of formations and services . . . . .	1,445,688	—	1,445,688
E	Maintenance of personnel referred to in sub-heads A to D . . . . .	688,984	1,090,744	1,779,728
	<i>Head II. — Transport.</i>			
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .	2,310,000	—	2,310,000
	<i>Head III. — Buildings.</i>			
H	Construction of new fortifications and defence works . . . . .	—	—	—
K	Barracks, other buildings, upkeep, furniture . .	—	538,190	538,190
	<i>Total: Heads I to III . . . . .</i>	9,528,976	4,635,497	14,164,473
	<i>Head IV. — War Material.</i>			
L	Ships : new construction and maintenance . .	17,803,993	—	17,803,993
M	Arms, ammunition and fighting material . . .	2,110,000	—	2,110,000
N	Manufacture of war material in non-autonomous State establishments (expenditure not divisible between subheads L and M) . . . . .	—	1,800,000	1,800,000
	<i>Total: Head IV . . . . .</i>	19,913,993	1,800,000	21,713,993
	<b>GRAND TOTAL . . . . .</b>	29,442,969	6,435,497	35,878,466

REMARKS.

1. The naval programme in planning is based upon national security and the naval forces of neighbouring countries.

2. The expenditures stated in this table do not include those in connection with the programme mentioned in Remark 1.



PARTICULARS OF THE GROSS EXPENSES IN THE AIR ARMY ACCOUNTS FOR 1930-31 OF THE CHINESE REPUBLIC.

Table D.

Subhead	Category of expenditure	Air Forces		
		Armed Forces	Administrative organs (Services, workshops and schools)	Total
		(1)	(2)	(3)
	<i>Head I. — Effectives.</i>	Chinese dollars	Chinese dollars	Chinese dollars
	Personnel normally forming part of formations and services :			
A	Pay and allowances of all kinds : Officers . . . . .	825,764	443,134	1,268,898
B	<i>Ditto</i> : N.C.O.s . . . . .	406,172	81,234	487,406
C	<i>Ditto</i> : Civilian personnel . . . . .	328,752	370,644	699,396
D	Personnel not normally forming part of formations and services . . . . .	135,318	587,326	722,644
E	Maintenance of personnel referred to in sub-heads A to D . . . . .	85,068	177,964	263,032
	<i>Head II. — Transport.</i>			
G	Coal, fuel, oil, petrol, lubricants, etc., and to transport expenses . . . . .	1,182,000	161,000	1,343,000
	<i>Head III. — Buildings.</i>			
K	Barracks, other buildings, upkeep, furniture. . . . .	—	2,500,000	2,500,000
	<i>Total: Heads I to III. . . . .</i>	2,963,074	4,321,302	7,284,376
	<i>Head IV. — War Material.</i>			
M	Arms, ammunition and fighting material . . . . .	8,100,000	800,000	8,900,000
	<b>GRAND TOTAL . . . . .</b>	<b>11,063,074</b>	<b>5,121,302</b>	<b>16,184,376</b>

REMARKS.

1. The monetary unit is the Chinese dollar.
2. The effective air forces mentioned above only comprise those of the land army, whereas the air forces of the navy, which are still under organisation, are not included.
3. The land army comprises fifteen flights ; each flight consists of seven machines, plus three in reserve. The total effective forces amount to 150 fighting machines.
4. In addition, there are 150 school machines for the training of the different categories of pilots.
5. The plan for the organisation of the National Air Force, which is in process of realisation, is based on the requirements of national security and is in proportion to the air forces of the neighbouring countries.
6. The budget expenditure shown in the above table does not include that referred to in Remark 5.

Geneva, April 12th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

36

**MEMORANDUM ON THE PROPOSALS OF THE SWEDISH DELEGATION**

**(Conf. D. 83)**

Following the suggestions made on March 16th last by the President of the Conference for the Limitation and Reduction of Armaments, the Swedish delegation has drawn up explanations of certain of the proposals submitted by it to the Conference on February 19th last. These explanations are reproduced below in the same order as the various points enumerated in the Swedish proposal distributed to the Conference as document Conf.D.83.

Point 2 (a). Throughout the preparatory work for the Disarmament Conference, the Swedish Government constantly upheld the thesis that the limitation of effectives should be such as to apply also to trained reserves. The Swedish delegation remains faithful to this principle; for it is convinced that trained reserves are too essential an element of armaments to be left outside the scope of an effective disarmament convention.

With regard to the means of effecting such a limitation of trained reserves, the delegation has considered in the first place the idea of a quantitative limitation of personnel undergoing military training in time of peace—i.e., *a limitation of the annual contingent*. This would of course have the effect of limiting trained reserves.

The delegation has also studied another method which seems likely to be of considerable value. This method is based on the idea that, if the period of service of part of the annual contingent is limited, there will be in consequence a reduction in the number of men who can be drafted immediately, on the outbreak of war, into the units assigned to aggressive operations. It would seem that such a limitation could readily take its place among the principles on which the first part of the Draft Convention is based. For instance, a separate column in Table I of Chapter A might lay down maximum figures for the average daily effectives of men undergoing training for more than six months. The number of conscripts undergoing training for longer periods should consequently not exceed the figure shown in that column for each country.

On the same lines, this principle, if accepted by the Conference, should perhaps also be expressed by the insertion of a supplementary provision in Chapter B of the Draft Convention ("period of service").

Point 2 (b). In the opinion of the Swedish delegation, no effective limitation or reduction of land material can be secured without the application of the direct method supplemented by the budgetary method. Accordingly, the delegation proposes that Article 10 of the Draft Convention should be supplemented by clauses providing for the direct limitation of certain main categories of arms, such as (a) rifles and carbines; (b) automatic rifles and machine-guns; (c) guns and howitzers; (d) mortars and mine-throwers. The delegation does not for the moment wish to submit detailed proposals in this connection, but it requests the Conference to consider the explanations given above and the annex attached as suggestions for its future deliberations.

Point 2 (c). The delegation is happy to note that a considerable number of delegations have proposed the complete abolition of tanks and mobile heavy artillery. With regard to this latter class of armament, the delegation is inclined to advocate a limit of 16 cm. for the calibre and 4 tons for the weight of guns and howitzers, except those which form part of the fixed armament of fortifications.

Point 4. The delegation notes with satisfaction that the National Defence Expenditure Commission has already placed on its agenda the study of the budgetary method with a view to its application in case of fluctuations in the purchasing power of currencies. It trusts that this study will be continued until definite results have been secured.

Like several other delegations, the Swedish delegation has proposed the complete abolition of military aviation. Pending the Conference's final decision on this point, the Swedish delegation proposes that the investigations undertaken by the Conference in connection with the budgetary method should be pursued on such lines as to include the application of that method to air force material. The aim of such an investigation should be a limitation of air armaments on the same lines as the limitation of land and naval armaments proposed in the report of the Committee of Experts on Budgetary Questions. In the delegation's view, this limitation should also cover every expenditure, subsidy or loan included in the budget and intended for the purchase and upkeep of civil aviation material, the parties having the option of making certain exceptions specified and justified in a special table.

Stockholm, April 6th, 1932.

ANNEX TO POINT 2 (b) ABOVE.

Article 10 (a).

The High Contracting Parties likewise undertake not to keep or maintain nor to manufacture or purchase weapons of war of the categories specified in the annexed table in greater numbers than those fixed in the said table for the various High Contracting Parties.

Existing stocks of weapons referred to in this article in excess of the number fixed in the table shall be destroyed within a period of  $x$  months after the putting into force of the present Convention.

Article 10 (b).

The High Contracting Parties undertake not to keep or maintain nor to manufacture or purchase the following war material, which shall be generally and without restriction prohibited :

(a) Guns and howitzers which are of greater calibre or weight in battery, including platform and carriage, than those specified in column (d) of the table annexed to Article 10 (a) and which are not exclusively and permanently employed (in a fixed manner, in turrets, on fixed carriages, etc.) for the defence of fortified works.

(b) Mortars and mine-throwers of every kind constructed to throw projectiles more than 50 kg. in weight.

(c) Tanks of every kind.

Existing stocks of the war materials referred to in this article shall be destroyed within a period of  $x$  months after the putting into force of the present Convention.

TABLE TO ARTICLE 10 (a).

(a)	(b)	(c)	(d)	(e)	(f)
High Contracting Parties	Rifles and carbines (musketoons), in thousands.	Automatic rifles and machine-guns.	Guns and howitzers of calibre not exceeding 16 cm., and weight in battery, including platform and carriage, not exceeding 4 tons.	Guns and howitzers <sup>1</sup> of calibre exceeding that specified in column (d) which are exclusively and permanently employed (in a fixed manner, in turrets, on fixed carriages, etc.) for the defence of fortified works.	Mortars, mine-throwers and other appliances constructed to throw projectiles less than 50 kg. in weight.

<sup>1</sup> Mobile pieces belonging to the armament of fortresses, etc., are to be reckoned in column (d) if they are not covered by the provisions of Article 10 (b).

Note : Arms of a pattern dating from before 1880 are not reckoned.

Genève, le 13 avril 1932.

**SOCIÉTÉ DES NATIONS**

**Conférence pour la réduction et la limitation  
des Armements**

**MÉ MORANDUM**

**RELATIF AUX PROPOSITIONS DE LA DÉLÉGATION CHINOISE**

(Conf. D. 88.)

Genève, le 12 avril 1932.

La première proposition a trait au principe selon lequel l'échelle des armements doit être établie. Ce principe a été énoncé à l'article 8 du Pacte. Le paragraphe premier dudit article stipule que : « le maintien de la paix exige la réduction des armements nationaux au minimum compatible avec la sécurité nationale ». Le paragraphe 2 du même article dispose : « Le Conseil, tenant compte de la situation géographique et des conditions spéciales de chaque Etat, prépare les plans de cette réduction ».

Il semble donc que les principes essentiels de la réduction ont déjà été formulés dans le Pacte. La délégation chinoise juge hautement désirable de compléter et de développer ces principes en établissant certains critères en vue de déterminer les armements de chaque Etat qui sont compatibles avec sa sécurité, à savoir :

- A. L'étendue de son territoire ;
- B. Le chiffre de sa population ;
- C. La longueur et la nature de ses frontières terrestres et de ses côtes ;
- D. Les facilités de communications terrestres, maritimes et aériennes ;
- E. Le degré de sécurité vis-à-vis d'une agression extérieure ;
- F. Les ressources nationales.

La délégation chinoise se rend pleinement compte que les critères proposés sont incomplets, mais elle soumet cette proposition dans l'intention de répondre à l'esprit du Pacte.

La seconde proposition de la délégation chinoise concerne le désarmement moral. La dernière guerre européenne a fait sentir à chacun les horreurs de la guerre. Les organisations pacifistes du monde entier poursuivent énergiquement la réalisation du désarmement mondial, qu'elles jugent être la seule garantie de paix. Les Etats ont généralement manifesté leur sympathie et promis leur appui à cette fin, et ils ont même, dans certains cas, tenté certaines formes de réduction. Toutefois, ils ont négligé un problème plus essentiel : ils ont omis de désarmer intellectuellement et moralement. C'est ainsi que nous constatons que les pays continuent à cultiver le nationalisme et à favoriser, en toute occasion, l'esprit belliqueux du peuple.

La délégation chinoise partage entièrement le point de vue exprimé par la délégation polonaise dans sa proposition (document Conf.D.76) et apprécie également à leur juste valeur les méthodes proposées par la Commission internationale de coopération intellectuelle (document Conf.D.98). La délégation chinoise est heureuse de constater qu'une commission spéciale a été chargée d'étudier la question et elle exprime l'espoir qu'on pourra trouver de nombreux moyens pratiques de hâter la réalisation du désarmement moral dans le monde.

La troisième proposition de la délégation chinoise vise l'abolition de toutes les armes agressives et offensives. Depuis que la sécurité nationale est devenue le seul motif du maintien des armements, il ne peut y avoir aucune raison de conserver des armements d'un caractère offensif. C'est pourquoi tous les armements de cette nature devraient être immédiatement supprimés ou, du moins, réduits au minimum. La délégation chinoise sait que la différence entre les armes agressives et défensives est relative et non absolue. Mais certaines armes ont un caractère spécifiquement agressif et leur abolition diminuera certainement les possibilités de guerres d'agression. On ne saurait sous-estimer l'importance de la limitation qualitative. La délégation chinoise est d'avis que la Conférence devrait réclamer l'abolition des bâtiments de ligne, des sous-marins, des porte-aéronefs, de l'artillerie lourde, de l'aéronautique militaire de toute nature, des armes chimiques et bactériologiques.

Geneva, April 13th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

**MEMORANDUM**

**ON THE PROPOSALS OF THE CHINESE DELEGATION**

**(Conf. D. 88.)**

Geneva, April 12th, 1932.

The first proposal deals with the principle by which the scale of armaments is to be determined. The principle has been stated in Article 8 of the Covenant. Paragraph 1 of the said article provides: "The maintenance of peace requires the reduction of national armaments to the lowest point consistent with national safety". Paragraph 2 of the same article provides: "The Council, taking account of the geographical situation and circumstances of each State, shall formulate plans for such reduction".

Thus it seems that the essential principles of reduction have been already laid down in the Covenant. The Chinese delegation thinks it highly desirable to have these principles supplemented and elaborated by setting up certain criteria for the determination of the armaments of each State consistent with its safety—namely:

- A. Size of the territory;
- B. Number of population;
- C. Length and nature of land frontier and coast-line;
- D. Facility of communications on land, sea and in the air;
- E. Degree of security against external aggression;
- F. National resources.

The Chinese delegation is fully conscious of the incompleteness of the proposed criteria, but the proposal is submitted with the intention to implement the spirit of the Covenant.

The second proposal of the Chinese delegation deals with moral disarmament. The last European war has brought home to everyone the horrors of war. The peace organisations throughout the world have been making strenuous efforts towards the realisation of a worldwide disarmament, which, they believe, is the only guarantee of peace. To this, Governments have generally professed sympathy and promised support, and in some cases they have even made attempts at some form of reduction. They have, however, neglected a more fundamental problem: they have failed to disarm mentally and morally. Thus we find that nations are still cultivating the growth of nationalism and fostering, at every opportunity, the warlike spirit of the people.

The Chinese delegation entirely shares the point of view of the Polish delegation as expressed in its proposals (document Conf.D.76) and also deeply appreciates the methods suggested by the International Committee on Intellectual Co-operation (document Conf.D.98). The Chinese delegation is glad to see that a special commission has been appointed to study the question, and hereby expresses the hope that many practical measures may be devised to hasten the realisation of moral disarmament throughout the world.

The third proposal of the Chinese delegation deals with the abolition of all aggressive and offensive arms. Since national safety has become the sole object for maintaining armaments, there can be no justification for the retention of armaments of an offensive nature. Therefore, all such armaments should be abolished forthwith, or, at least, be reduced to the minimum. The Chinese delegation is aware of the fact that the difference between the aggressive and defensive armaments is relative and not absolute. But certain arms are of specifically aggressive character, and the abolition of them will undoubtedly diminish the potentialities of aggressive wars. The importance of the qualitative limitation cannot be under-estimated. In the opinion of the Chinese delegation, the Conference should insist on the abolition of capital ships, submarines, aircraft-carriers, heavy artillery, military aeroplanes of every kind, chemical and bacteriological weapons.

Geneva, April 13th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

38

**MEMORANDUM RELATING TO THE SUGGESTIONS  
OF THE DANISH DELEGATION  
(Conf. D.99, page 51)**

PROPOSAL I.

The arms referred to in suggestion I are, generally speaking, those whose use is already prohibited in certain countries under the treaties of peace, namely :

“ Tanks, heavy artillery, large-calibre trench artillery, capital ships, battle cruisers, aircraft-carriers, submarines, automatic contact mines laid in the open sea, military aircraft, chemical and bacteriological means of warfare, and incendiary bombs.”

Although it is rather the use of the arms than their actual type that determines their offensive or defensive character, there will still always be certain kinds of arms, vessels and aircraft which possess specifically offensive qualities, as compared with arms of a more defensive character ; the arms in question are certain groups of implements particularly suited for attacking a foreign country at a great distance and at great speed, or for producing extensive damage affecting the civilian population and material property.

The perfecting of offensive arms of this nature which has been brought about during the last few decades has conferred on the offensive a much greater superiority than it possessed during the preceding period, and has, in particular, increased the possibilities of rapid and unexpected attack. This evolution is not only such as to confer on all wars a more destructive character, but implies in itself a great increase in the danger of war and a continual menace of a specially serious character for all peoples who neither desire nor are able to play the part of aggressors. The suspension of this evolution of offensive arms would thus constitute a big step towards the security of nations and the establishment of a lasting peace.

As regards *land armed forces*, the world war led to the creation of various groups of new arms designed in the main to assist the attack in a foreign country.

*Tanks.* — Tanks appeared when the line of defence became too difficult to break, owing more particularly to the increase in the number of machine-guns and the extended use of barbed wire. The artillery of the attacking army experienced growing difficulty in discovering and reaching the desired objectives (*i.e.*, the machine-gun nests scattered along the enemy front). At the same time, the efficacy of automatic arms had greatly increased. Such being the case, it was felt that the best means of restoring the superiority of the attacker would be to place the arms designed to destroy the defenders' machine-guns in an armoured vehicle which would carry these offensive arms actually into the enemy's lines, at the same time breaking down his barbed-wire entanglements. Tanks, then, it is clear, originally constituted a definitely offensive weapon. A distinction should be made, however, between tanks and the lighter armoured cars armed with rifles. The latter are employed, as was intended, for reconnaissance, and are not characterised by such definitely offensive features as the heavy tanks.

The evolution of artillery is dominated by an attempt to achieve the following two objects : to increase the effect produced by the projectile, and to increase the weapon's range. The need

Geneva, April 13th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

**MEMORANDUM  
ON THE PROPOSALS OF THE CHINESE DELEGATION  
(Conf. D. 88.)**

Geneva, April 12th, 1932.

The first proposal deals with the principle by which the scale of armaments is to be determined. The principle has been stated in Article 8 of the Covenant. Paragraph 1 of the said article provides: "The maintenance of peace requires the reduction of national armaments to the lowest point consistent with national safety". Paragraph 2 of the same article provides: "The Council, taking account of the geographical situation and circumstances of each State, shall formulate plans for such reduction".

Thus it seems that the essential principles of reduction have been already laid down in the Covenant. The Chinese delegation thinks it highly desirable to have these principles supplemented and elaborated by setting up certain criteria for the determination of the armaments of each State consistent with its safety—namely:

- A. Size of the territory;
- B. Number of population;
- C. Length and nature of land frontier and coast-line;
- D. Facility of communications on land, sea and in the air;
- E. Degree of security against external aggression;
- F. National resources.

The Chinese delegation is fully conscious of the incompleteness of the proposed criteria, but the proposal is submitted with the intention to implement the spirit of the Covenant.

The second proposal of the Chinese delegation deals with moral disarmament. The last European war has brought home to everyone the horrors of war. The peace organisations throughout the world have been making strenuous efforts towards the realisation of a worldwide disarmament, which, they believe, is the only guarantee of peace. To this, Governments have generally professed sympathy and promised support, and in some cases they have even made attempts at some form of reduction. They have, however, neglected a more fundamental problem: they have failed to disarm mentally and morally. Thus we find that nations are still cultivating the growth of nationalism and fostering, at every opportunity, the warlike spirit of the people.

The Chinese delegation entirely shares the point of view of the Polish delegation as expressed in its proposals (document Conf.D.76) and also deeply appreciates the methods suggested by the International Committee on Intellectual Co-operation (document Conf.D.98). The Chinese delegation is glad to see that a special commission has been appointed to study the question, and hereby expresses the hope that many practical measures may be devised to hasten the realisation of moral disarmament throughout the world.

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Geneva, April 13th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

38

**MEMORANDUM RELATING TO THE SUGGESTIONS  
OF THE DANISH DELEGATION**

(Conf. D.99, page 51)

PROPOSAL I.

The arms referred to in suggestion I are, generally speaking, those whose use is already prohibited in certain countries under the treaties of peace, namely :

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The perfecting of offensive arms of this nature which has been brought about during the last few decades has conferred on the offensive a much greater superiority than it possessed during the preceding period, and has, in particular, increased the possibilities of rapid and unexpected attack. This evolution is not only such as to confer on all wars a more destructive character, but implies in itself a great increase in the danger of war and a continual menace of a specially serious character for all peoples who neither desire nor are able to play the part of aggressors. The suspension of this evolution of offensive arms would thus constitute a big step towards the security of nations and the establishment of a lasting peace.

As regards *land armed forces*, the world war led to the creation of various groups of new arms designed in the main to assist the attack in a foreign country.

*Tanks.* — Tanks appeared when the line of defence became too difficult to break, owing more particularly to the increase in the number of machine-guns and the extended use of barbed wire. The artillery of the attacking army experienced growing difficulty in discovering and reaching the desired objectives (*i.e.*, the machine-gun nests scattered along the enemy front). At the same time, the efficacy of automatic arms had greatly increased. Such being the case, it was felt that the best means of restoring the superiority of the attacker would be to place the arms designed to destroy the defenders' machine-guns in an armoured vehicle which would carry these offensive arms actually into the enemy's lines, at the same time breaking down his barbed-wire entanglements. Tanks, then, it is clear, originally constituted a definitely offensive weapon. A distinction should be made, however, between tanks and the lighter armoured cars armed with rifles. The latter are employed, as was intended, for reconnaissance, and are not characterised by such definitely offensive features as the heavy tanks.

The evolution of artillery is dominated by an attempt to achieve the following two objects : to increase the effect produced by the projectile, and to increase the weapon's range. The need



to increase the force of projectiles is felt mainly by the attacker, since the defence tends increasingly to employ for the protection of its arms all sorts of means of cover : earthworks, armour, concrete, etc. Large-calibre artillery and long-range artillery thus constitute definitely offensive arms.

First and foremost there is the mobile heavy artillery, whose chief object is the destruction of the more strongly fortified positions of the defence ; together with tanks it forms the main instrument of an attacking army for breaking down the resistance of positions of this kind.

*Non-mobile heavy artillery* set up permanently in a fortified position cannot be regarded, generally speaking, as a specifically offensive weapon, unless so constructed as to be easily made transportable. It may, however, assume a definitely offensive character if set up near a land or sea frontier, so that it can fire on the territory of a neighbouring Power. In this case it would, of course, be expedient to fix limits. At the same time, it has to be remembered that there often exist, quite close to the frontier, towns or big undertakings the proper protection of which is of vital importance to the country, while it cannot be claimed that fortifications set up in such a place would, even if armed with heavy artillery, constitute an essential danger to the neighbouring country.

Trench artillery (mine-throwers), particularly of large calibre, is also a definitely aggressive weapon.

The peace treaties have already noted the distinction between heavy and light artillery, and also between large-calibre and lighter mine-throwers, and it will thus be quite natural to employ the same distinction in future conventions.

As regards *sea armed forces*, the peculiar qualities which confer an aggressive character on a vessel are :

Wide range of action ;  
Great speed ;  
Great power in battle.

From this standpoint the following categories should be specially considered :

- (1) Capital ships ;
- (2) Battle cruisers ;
- (3) Aircraft-carriers ;
- (4) Submarines, if such as to constitute a threat to other Powers in their territorial waters.

*Battle cruisers* exceeding certain dimensions possess the same offensive character as capital ships, in view of the strength of their armament and their wide range of action.

The offensive character of *aircraft-carriers* is self-evident : such vessels make it possible to convey aircraft to points from which, without them, the latter could not operate. The big aircraft-carriers can convey from 20 to 90 aircraft at a time ; they are armed with from 6 to 16 guns, whose calibre ranges from 10 to 20.3 cm. ; their maximum speed is from 20 to 35 knots, and they also are characterised by a powerful armament, high speed and wide range of action.

As regards submarines, those exceeding 500-600 tons are peculiarly suited to offensive warfare, owing to their great navigability, their wide (surface) range of action and their powerful armament. The nature of the living-quarters, however, hardly permits of a lengthy stay at sea on board vessels of less than about 1,000 tons.

The smaller submarines (under 600 tons) will be suitable for offensive purposes only if the distance between the territorial waters of the two countries is fairly short. They may, indeed, have a wide range of action, but their armament—especially as regards torpedoes—is generally inconsiderable, and the lack of space for quarters for the crew makes it difficult to carry on prolonged operations without communication with the shore. The prohibition to employ such craft would thus be less important, in connection with the limitation of offensive weapons, than the prohibition of the bigger submarines.

*Mines* are in themselves a definitely defensive weapon, but their application may be offensive when they are laid near the enemy coasts or on frequented routes by mine-layers, more particularly torpedo-boats, destroyers and submarines. The laying of mines in such circumstances must be regarded as a definitely offensive act. At the same time, however, the mine is peculiarly suited for certain defensive purposes—for example, the protection of the ports and anchorages of a country. The best procedure as regards mines would be to prohibit the use of automatic contact mines in the open sea.

*Air armed forces* are all definitely offensive in character, and it is difficult to distinguish between the various classes of aircraft, most of these being capable of carrying bombs in varying degrees. The big bombing aircraft are specifically offensive. The best index of the offensive character of these armaments is, no doubt, their horse-power.

Scouting aircraft are, of course, defensive weapons, but they can always be loaded with bombs ; they may thus play an offensive part, though less offensive than the regular bombers, whose special suspension gear ensures greater precision of aim, which enables them to hit limited targets, such as ships, fair-sized buildings, factories, etc. In the case, however, of fairly large objectives (towns, big industrial establishments, etc.), bomb-bearing scouts will produce the same effects as bombing aircraft.

*Chemical and bacteriological means of warfare*, employed with the help of artillery or aircraft, are all of a manifestly offensive character and specially suited for use against the civilian population. The prohibition of these offensive weapons should involve that of *incendiary bombs* and implements of a similar character.

#### PROPOSAL II.

The Danish delegation proposes :

“ That a small technical commission be appointed to examine, in conjunction with the Commission for Air Navigation placed under the authority of the League of Nations, with the International Air Traffic Association, consisting of national associations grouped together for commercial purposes, and with the International League of Aviators, the possibility of internationalising civil aviation or of instituting strict international supervision over it, with the object of preventing its employment for military purposes.”

With a view to giving effect to the suggestion set forth in the French proposal and reiterated by several other delegations, including the Danish delegation, for the internationalisation of civil aviation or the institution of supervision over it, it will, no doubt, be of practical value to discuss the question at once with the representatives of the big international federations which have already set up an important international civil aviation organisation.

#### PROPOSAL III.

The Danish delegation proposes :

“ That the examination of the extent to which the prohibition of the several specifically offensive arms would reduce the level of armaments and the military expenditure of countries in which such arms have assumed considerable proportions be referred to the special Commissions—Land, Naval, Air—and to the National Defence Expenditure Commission.”

The organisations particularly concerned in the work of the League of Nations—the Interparliamentary Union, the Federation of League of Nations Societies and other bodies—have put forward the idea of fixing a percentage which might be taken as a guide for the reduction of the existing level of armaments of countries not already bound in this respect.

The Danish delegation took up this idea in its suggestions of February 20th, 1932, convinced as it is that it will be necessary to agree on certain general principles if any result is to be obtained.

Failing such general principles, it will be very difficult to agree on the figures to be inserted in the draft Convention framed by the Preparatory Commission. Most of the States, if asked what figures they wish to have inserted, would probably reply : “ That depends on what figures are decided upon for the other States whose armaments concern us particularly”. And even if some of them reply without knowing the figures put forward by the others, the figures they give will in many cases probably be very high. With this method, there would thus in reality be a risk of opening the door to competition in armaments, instead of paving the way for their reduction. The only means of obviating this danger would be to resort to private conversations between certain groups of States. Negotiations of this kind will certainly be necessary, at all events between the big Powers.

It would undoubtedly be an excellent thing to agree in advance on a common starting-point and on a principle to be taken as a general basis for the reduction of armaments.

As regards the starting-point, it is only natural to turn to the present level of armaments of the various States, that level being normally the point where all those factors converge which are characteristic of the political, geographical and economic situation of the country in question. True, there are exceptions ; there are new countries which have not yet organised their armaments in conformity with their actual requirements ; there are others which, for one reason or another, are keeping their armaments at a very different level from what has ordinarily been adopted by Powers of a similar character. In such cases, it will be natural to make adjustments, if the States in question so desire. As a general rule, however, the existing level of armaments can be taken as a starting-point. Once agreement has been reached on that basis, it would be possible to take as a general guide a certain percentage of reduction. The Interparliamentary Union and the Federation of League of Nations Societies have proposed 25 per cent, other groups 15 per cent. Those figures, needless to say, are open to discussion.

In any case, however, it will not be impossible, given goodwill, to succeed, in the course of this Conference, in finding a practical basis for fixing this percentage.

A large number of delegations have proposed the prohibition of arms of a specifically offensive character. If, by accepting these proposals, it is possible to prohibit the use of such weapons, and also training and preparation with a view to their use, and if a reasonable construction is placed on the term "weapons of offence", this will mean a substantial reduction of the level of armaments and military expenditure, at all events in the case of the big Powers, which have gone farthest in the use of those arms. This reduction would imply a result which would be different for the various big Powers, but not so different as to prevent its being used as a basis for a percentage applicable also to the other States.

It would therefore undoubtedly be useful to make an exhaustive study with a view to determining to what extent, in certain countries where these arms play an important part, their level of armaments and also the sum of their military expenditure would be reduced by the abandonment of each of the principal arms classified as specifically aggressive arms : heavy artillery ; tanks ; capital ships ; submarines, divided into two categories, below and above 600 tons ; military aviation ; chemical and bacteriological weapons.

A practical method would certainly be to institute a separate study of each category of these various weapons. The result of such researches could, of course, only yield approximate figures. Even for expenditure, it would not be possible to arrive at accurate figures, and as regards the level of armaments, of which that expenditure is the expression, one would certainly have to be content with a fairly rough estimate. That result, however, would in itself be sufficient to give some idea of the extent to which armaments will be reduced if the prohibition of the more offensive weapons, or at all events of certain of those weapons, can be brought about.

The adoption of higher age-limits for warships would also result in a reduction of military expenditure, which should be duly taken into consideration.

Obviously, even if one succeeds in establishing this proportion, which might be taken as a guide in fixing the figures to be inserted in the tables annexed to the Convention, that guide cannot be mathematically applied, for it will always be necessary, under the terms of the Covenant, to take into account the special circumstances of each country : its geographical and political situation, the duties peculiar to certain Powers and recent changes in armaments. In other words, certain adjustments will have to be allowed. Once a common basis of reduction has been established, however, it will be essential that States which desire to depart from it should specify their particular reasons for doing so. Further, the percentage reduction cannot be applied to States which are bound by the peace treaties, and whose armaments are consequently quite different in character from those of States that resemble them in other respects, whereas they would be subject, like the others, to budgetary limitation.

#### PROPOSAL IV.

The Danish delegation proposes :

"That the Permanent General Control Commission provided for in the draft Disarmament Convention should consist of representatives of all the States signing the Disarmament Convention."

The purpose of this proposal is to safeguard the juridical equality, from the standpoint of joint control of all the States whose armaments will be limited by the Convention, and to facilitate the task of the Control Commission by ensuring the presence at all times of representatives who can give it such information as it may require.

#### PROPOSAL V.

The Danish delegation proposes :

"That the 1925 Convention concerning chemical and bacteriological warfare be supplemented by an undertaking entered into by the States not to engage in any preparatory manufacture or training with a view to the use of such weapons, and to prohibit all private manufacture of means of chemical and bacteriological warfare ;

"That a technical sub-committee be set up with a view to getting into touch with national cartels for chemical and bacteriological manufacture and studying with them the possibility of organising an international cartel responsible for ensuring that such private manufacture shall not be employed for preparation for chemical or bacteriological warfare."

#### PROPOSAL VI.

The Danish delegation proposes :

"That the Conference agree to the principle of reduction by stages until the object of Article 8 has been achieved and the principle of juridical equality realised ;

"That the first reduction of armaments be carried out within the first three years ;

“ That the preparation of the successive stages be entrusted either to the Permanent Control Commission or to some other permanent commission consisting of a representative of each signatory State, such commissions having power to appoint sub-commissions and to co-opt experts ;

“ That the interval between the successive stages of the progressive reduction be fixed at five years.”

It seems probable that the present Conference will only achieve a first step towards disarmament, and that the result of its work will in all likelihood not be such that the object laid down in Article 8 of the Covenant can be deemed to have been attained. True, there is room for discussion as to the level to which armaments should be reduced with a view to giving effect to the provisions of that Article. At the same time, other chapters of the peace treaties in which the Covenant is inserted contain provisions in which certain indications may be found relating to the object of Article 8 : the chapters in question are those which fix the limits imposed in the matter of armaments on four States which now belong to the League of Nations. That does not mean that a mathematical comparison is possible between the armaments of those States and the armaments of others. Account must always be taken, as provided in the Covenant, of the special situation of each country, and important differences, it may be added, are found in the provisions of the peace treaties relating to the four countries concerned. Further, if one attempts to compare the level of armaments in the different countries, with the object of establishing juridical equality, a number of problems admittedly arise which are difficult of solution, as for example : To what extent must account be taken of the colonies of this or that State ? How is its “ war potential ” to be calculated, independently of the level of its armaments ? How make up by a difference in armaments for the difference in the “ war potential ” of two States ? How is the special situation of a country to be equitably estimated ?

These problems will have to be settled before full effect can be given to Article 8 of the Covenant. Undoubtedly it would be of the utmost value were it possible at once to apply the principles of that Article in full, but it has to be admitted that such an integral application will be difficult of achievement until moral disarmament has made more adequate progress in every country. All that we can hope to do at present is to set up the first marks and lay down a programme for reduction by stages.

In the circumstances, it is unnecessary, then, to settle at this first Conference all the problems that will arise ; it is possible, moreover, that later they may assume a different aspect, and that it will then be easier to find solutions.

On the other hand, the States whose armaments are already limited maintain that the principle of juridical equality must be recognised, and, even if the present political situation does not permit of the immediate enforcement of that principle, they may expect that at all events the first step shall be taken, and that the main lines of a programme shall be established now with a view to its realisation at a later date.

#### PROPOSALS VII, VIII, IX.

As regards the problems referred to under numbers VII, VIII and IX of the Danish suggestions, the Danish delegation assumes that the French delegation, which first submitted a proposal in this connection, intends to explain and define them. It reserves the right, if necessary, to table proposals later concerning those problems.

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Geneva, April 13th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

39

**MEMORANDUM**

**RELATING TO THE PROPOSALS OF THE TURKISH DELEGATION  
(Conf. D. 78)**

Geneva, April 7th, 1932.

I have the honour to acknowledge receipt of Your Excellency's letter of March 17th, 1932, in which you inform me of the General Commission's decision to the effect that delegations who have made proposals should prepare and send to the Secretariat memoranda giving detailed explanations and plans for putting them into effect.

In reply, I beg to forward herewith to Your Excellency the memorandum relating to the proposal which our delegation had the honour to submit to the Conference.

I desire at the same time to draw the attention of the Conference to the fact that the Turkish proposal for the reduction and equalisation of forces must be considered as a whole, and that this delegation does not regard itself as in any way bound by any particular part of its scheme or the explanations relating thereto taken separately and apart from the scheme as a whole.

(Signed) Cemal HÜSNÜ.

**MEMORANDUM.**

The Turkish delegation indicated in its general statement the political, economic and social reasons which led to the preparation of its scheme. The delegation thinks that the most certain and effective way of attaining total disarmament, which is the ideal to be reached by humanity, is the equalisation of the reduced forces of all States.

It further desires to state that this result can only be made completely effective by the strict observance of the principle of neutrality and peace proclaimed by the signatories of the Briand-Kellogg Pact.

The fixing of a common level for all immediately mobilisable forces, with their reserve effectives and material, which may, for instance, be 100,000 men—the lowest figure being naturally the most desirable—will be a matter for the Conference, and, when once this level is determined, the armies with a strength exceeding this figure will reduce the surplus by an annual reduction of  $n$  per cents so as to reach in  $x$  years the strength of  $y$  men fixed by the Conference. As regards armies with a strength below the level decided on, it goes without saying that the moment when nations have agreed to reduce their forces is not one at which such States could think of increasing them for the purpose of attaining the level fixed. Their security, which, with their existing forces, may be relative during the race for armaments, would be virtually absolute under the system of equalisation, which would have secured, around the States that have kept their effectives below the common level, a considerable reduction of forces and therewith of potential menace.

It may be well at this point to make clear the fundamental idea embodied in the Turkish scheme by saying that the proposed system of equalisation aims at a gradual diminution of all armies according to their strength, and that this system is the exact opposite of those systems which would maintain the existing situation as regards the present proportions of forces.

METHOD OF EXECUTION.

*Land Armed Forces.*

States with an army the strength of which exceeds the figure  $y$  fixed by the Conference will proceed to reduce their forces, from the level given in the declaration made to the League of Nations in 1931, by means of the formula given below :

$x$  = effectives declared to the League of Nations in 1931.

$y$  = level of forces fixed by the Conference for the Reduction and Limitation of Armaments.

$z$  = number of years over which the gradual reduction will be spread.

$n$  = percentage of annual reduction.

$$\frac{x - y}{z} = s$$

or in other words :

$$\frac{n (x - y)}{100} = s$$

$s$  = exact reduction to be made yearly by each State.

The result of this system would be a gradual, not destructive and hardly noticeable, reduction by which, after a fixed period, all the forces of the world would be reduced to a common level.

A not less appreciable advantage of this solution would be that the offensive power of large armies would be decreased more and more each year without the defensive potentialities of the smaller armies being too greatly affected.

*Sea Armed Forces.*

The Turkish delegation has proposed a scheme for the complete equalisation of forces, but is nevertheless ready to admit that naval forces, which are considerable only in a very small number of States, should be equalised more slowly by providing for a first stage of equalisation in two or three parts, absolute equality being reached after a certain period. This delegation is, in fact, of opinion that naval forces, which safeguard free communication between different nations with common interests, and which, by themselves, have not the opportunities for attacking which land armies clearly have, may be reduced less rapidly and in two or three stages, as required, of  $r$  tons each, forces below the lowest level not being liable to reduction.

This less radical proposal is, moreover, only put forward as a compromise, for the Turkish delegation is, above all, in favour of complete equalisation of all forces.

*Air Forces.*

The Turkish delegation has proposed the complete abolition of air forces. If this proposal is accepted by the Conference, such aeroplanes as are capable of transformation into commercial or sporting machines should be so converted and the others destroyed ; moreover, there must be reliable guarantees that the transformation and the destruction are, in fact, carried out.

*Reserves.*

While each State is left entirely free to organise the recruiting and training systems of its army as it thinks fit, the Turkish delegation considers that, with a view to attaining effective equalisation and reduction, all States must accept a system of standardisation of the period of service, the annual reserves called up and the maximum numbers for officers and N.C.O.s.

In the same way, the manufacture of war materials should be unified under conditions which are stated below.

*Material.*

The Turkish delegation has proposed the complete abolition of tanks and heavy artillery. As the tanks and guns cannot be used for other purposes, their destruction and that of all the material connected with them must be completely carried out under the fullest guarantees.

*Manufacture.*

The effective reduction of forces and their equalisation can only be ensured by the internationalisation of armament manufacture. Manufacture by the State or by private firms and free or even limited sale of war material automatically lead to an increase of forces.

For this reason, it would be desirable to consider the complete abolition of a large number of armament factories and a wise and safe distribution of the other centres of manufacture, in which each State would have an interest equal to the full amount of its orders, to be carried out under the effective supervision of all the other parties concerned.

*Chemical Arms.*

As regards chemical warfare, the Turkish delegation considers that, at the present time, the gravest anxiety felt by the various peoples at the thought of a future war relates to technical surprise. Any army that is conscious of its inability to attain its objective by the ordinary and usual means of warfare endeavours to secure weapons unknown to its adversary and capable of throwing him into confusion and thus of leading to victory by surprise.

It goes without saying that, when peoples are assured of a peaceful existence without having to provide their armies with methods more effective than those of their neighbours, and when the principle of equalisation has produced its salutary effects, there will be no further need to seek for and to use the means in question. But, even after complete prohibition of chemical warfare by international treaties, the chemical industry, restricted to its true purpose, should be internationalised in the same way as the manufacture of war material.

It would, moreover, be absolutely necessary to take the first step in the direction of prohibition by a complete destruction at the outset of all means of chemical warfare at present in existence.

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Geneva, April 13th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

40

**MEMORANDUM RELATING TO THE PROPOSALS OF THE  
JAPANESE DELEGATION**

**(Conf. D. 94)**

1. Adoption of the draft Convention as the basis of discussion.

2. Assurances to be provided for with a view to safeguarding each contracting party from menaces caused by the armaments of one or more States not party to the treaty or by the non-observance of treaty obligations on the part of one or more of the contracting parties.

In view of the relative nature of national armaments, and in view of the present world situation in which certain countries with peculiar political, social and economic structures, or with disturbed internal conditions, are holding enormous armaments, creating the sense of uneasiness in the minds of their neighbouring peoples, it is considered necessary that measures be taken to remove fears that will be caused by the armaments of non-signatory Powers or the possible non-observance of treaty obligations on the part of some signatories, in order that the proposed General Disarmament Convention may be found acceptable to the Powers and be put into force at an early date.

For the above purpose, the following suggestions are made :

(1) To facilitate the acceptance of the Convention (*a*) by carefully fixing the number of ratifications necessary for the coming into force of the Convention, or (*b*) by stipulating that each Power should be bound by the Convention upon the completion of ratifications of certain countries to be specified by that Power.

(2) Against the non-observance of the Convention, the fullest measure of guarantee should be given to the signatories in the scope of Articles 50, 51, 52 and 54 of the draft Convention or by other appropriate means.

3. Limitation and reduction of land and air armaments to be effected in such manner as to leave room for rectification of apparent defects in elements.

Certain Powers have availed themselves of special occasions to modernise, in a remarkable manner, their land and air forces, while in others these forces are still in the making. Again, advanced civil aviation enables some countries to foster military aviation, while such is not the case with some others. In an effort to reach agreement on the limitation and reduction of armaments, it is irrational to apply a uniform criterion to various countries whose peculiar conditions of armaments require careful consideration.

4. Prohibition of air bombardment of cities and towns and other methods of attack on civil populations.

Aerial bombardment for the purpose of terrorising or injuring the civilian population, of destroying or damaging cities, towns and non-military establishments, should be prohibited, while a specific agreement should be reached concerning the objectives, outside the field of the operations of land forces, at which aerial bombardment may be directed in the unavoidable cases of military necessity.

5. Prohibition of chemical and bacteriological warfare.

6. Reduction in the unit size of the capital ships and the calibre of their guns.



The maximum displacement of capital ships shall be reduced to 25,000 tons (25,400 metric tons), and the maximum calibre of their guns to 14 inches (355 mm.).

7. Reduction in the allotted tonnage of aircraft-carriers.

8. Prohibition of the fitting of aircraft-landing platforms or decks on naval vessels other than aircraft-carriers.

9. Total abolition of aircraft-carriers, provided that agreement is reached on the prohibition indicated in paragraph 8.

10. Limitation of arms and aircraft equipment on merchant vessels.

Provisions shall be incorporated in Article 19 of the draft Convention so as to prohibit :

(1) Fitting, on merchant vessels, of equipment for receiving aircraft on board from the air ;

(2) Mounting, on merchant vessels, of more than one aircraft-launching apparatus on the centre line ; or two, one on each broadside ;

(3) Design or adoption of merchant vessels for operating at sea more than three aircraft, if they are fitted with any means of launching aircraft into the air.

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Geneva, April 14th, 1932.

LEAGUE OF NATIONS

Conference for the Reduction and Limitation  
of Armaments

41

MEMORANDUM RELATING TO THE FRENCH DELEGATION'S  
PROPOSALS ON THE INTERNATIONALISATION OF CIVIL  
AIR TRANSPORT

(Conf. D. 56, paragraph 1.)

PREFACE

The Preparatory Commission for the Disarmament Conference, and more recently the Air Commission of that Conference, have agreed that the limitation, the reduction, and *a fortiori* the abolition of air armaments are conditional on the measures which may be taken to prevent countries from utilising civil aviation for military purposes.

Nevertheless, while, at a time when the placing of weapons on a civil flying machine is sufficient to convert it into a military machine, it is necessary to rid nations of the fear that limitation will render their air armaments inadequate or ineffective in the event of the rapid development of civil aviation, it is also essential that no obstacle should be placed in the way of the development of a peaceful means of transport the progress of which may be of great service to the cause of civilisation.

Bearing this idea in mind and being anxious to develop as far as possible the general conditions of international security in order to achieve a genuine limitation of armaments and to pave the way for effective reductions, a number of countries, and in particular France, have proposed the internationalisation of civil air transport.

Of all the measures which have hitherto been considered, the internationalisation of air transport alone seems likely to constitute a real obstacle to the utilisation of such aircraft for military purposes without stopping development or technical progress.

This method alone can put an end—without any limitation of transport aircraft—to the race for the greatest numbers and the greatest power in which military aviation is at present obliged to engage so as not to be left behind by the development and progress of civil aviation. It therefore permits of an immediate and real limitation of air armaments, and, taken in conjunction with the granting to the League of Nations of a right to requisition international air transport in the case of the application of Article 16 of the Covenant, it opens up the way for effective reduction of these armaments.

Moreover, in the economic sphere, this measure would make it possible to co-ordinate the efforts of the different nations, to put an end to unnecessary competition and duplication, to reduce Government subsidies, and to improve traffic by means of a general unification.

This necessity for international co-operation has been clearly brought out by the work done in the last twelve years in the sphere of public and private law and by the experience of the various competent international bodies, such as the C.I.N.A.,<sup>1</sup> the C.I.T.E.J.A.<sup>2</sup> or associations of big European air companies like the I.A.T.A.<sup>3</sup>

The same necessity was also brought out by the conferences held in 1931 at Prague by various European postal administrations, and at Geneva by the Air Transport Co-operation Committee for the study of a rational European system.

<sup>1</sup> C.I.N.A. — Commission Internationale de Navigation Aérienne (International Commission for Air Navigation).

<sup>2</sup> C.I.T.E.J.A. — Comité International Technique d'Experts Juridiques Aériens.

<sup>3</sup> I.A.T.A. — International Air Traffic Association.

Hence the internationalisation of civil aviation answers both to the necessities of world security and to indubitable economic interests, and it was this which led the General Commission to ask the Air Commission of the Conference to study the possibilities, methods and consequences of putting this measure into force.

The following study is intended to bring out the essential principles on which this internationalisation should be based.

It does not constitute a complete and final scheme, but only a basis of discussion which the French delegation submits to the Air Commission in response to the latter's request.

From this preliminary study, it is clear that the internationalisation of civil aviation does not affect the essential sovereign rights of States, and that all the difficulties presented by its realisation can easily be surmounted.

It simply requires the generalisation—in a wider and, if possible, a universal field—of the principles which have been accepted and are daily applied by the numerous countries already signatories of the different international air conventions, principles which are found in identical form in the C.I.N.A.<sup>1</sup> and in the Pan-American or Ibero-American Conventions.

## I. GENERAL.

The general aim in view is to prevent countries from utilising for military purposes civil aircraft which their characteristics render suitable for warlike use.

A. The present study only deals with measures concerning transport aviation ; but, clearly, these would not achieve their purpose if the free or unofficially encouraged development of non-internationalised civil aviation allowed countries to constitute an auxiliary air fleet.

It is therefore necessary to supplement the internationalisation of transport aviation by rules designed to prevent the conversion of national civil aircraft into machines capable of warlike uses.

To this end the limitation of the tonnage per unit of national civil aeroplanes and of the volume per unit of national civil dirigibles might serve as a basis for the rules to be adopted.<sup>2</sup> Countries would forbid the construction, possession or use of aircraft in excess of the specifications fixed.

B. As to commercial air fleets, the aim in view, together with increased efficiency as regards traffic, leads to the internationalisation of transport aviation. From the general point of view, this measure requires that international bodies should alone be authorised to foster and develop this aviation.

As these bodies will normally have to take decisions affecting all countries, particularly on questions such as the creation, modification, control and administration of air lines, all countries will have to be represented thereon.

From the strictly economic point of view, the new organisation will have to entrust the operation of air lines to suitable staff placed under the direction of the most competent technical authorities.

Hence, it is already clear that it will be necessary to entrust :

General questions to one or more international bodies ;

The operation of the lines to one or more companies placed under the control of these bodies.

## II. INTERNATIONAL BODIES.

### *Functions.*

International bodies to be set up under a name such as "International Air Transport Unions" will alone be allowed to own transport aircraft with specifications<sup>3</sup> in excess of those defined in the future Convention.

These bodies will have a legal status recognised by the contracting countries enabling them to register the aircraft to be internationalised and either to retain ownership thereof or to convey it to the international operating companies.

Their functions will be of two kinds—*i.e.*, strictly administrative and economic :

*Administrative Functions.* — Definition of rules for the preparation of certificates of airworthiness for international and national civil aircraft ; issue of certificates of airworthiness and papers for international aircraft ; issue of certificates and licences for the navigating personnel of international aviation.<sup>4</sup>

<sup>1</sup> Convention Internationale de Navigation Aérienne.

<sup>2</sup> These criteria have been proposed by the French delegation, but the latter is quite open to argument on this point. It is possible, indeed, that limitations in tonnage when empty and in total volume would be insufficient in themselves to prevent the military utilisation of civil aircraft, and that another limitation would have to be added—such as that of the engine power per unit, for example.

<sup>3</sup> Civil aeroplanes of a tonnage in excess of  $x$  tons when empty ;  
Civil seaplanes of a tonnage in excess of  $x'$  tons when empty ;  
Civil dirigibles of a volume in excess of  $x''$  cubic metres.

<sup>4</sup> The supervision of tests for personnel and material may be entrusted to official or private national offices duly authorised for the purpose.

*Economic Functions.* — Study, creation, modification and discontinuance of air lines; concessions for the operation of lines to international companies and supervision of such operation; programme of models, allocation of orders.

It would naturally be desirable for the internationalisation of civil aviation to be carried out under the auspices of a single organisation, but it might be found advisable to create several so as to place only countries having common interests in the same group. In order to give these organisations the necessary impartiality and independence, however, it is essential that each of them should comprise, at any rate, all the countries of a large portion of the globe.

For example, it is evident that all the countries of Europe must belong to the same international group, which might be extended, after hearing the opinion of those concerned, to the countries of Africa and Asia, if not to North and South America and Australia.

In any case, these groups, although independent of each other, will endeavour to adopt common rules for the issue of certificates of airworthiness for all civil aircraft, for the registration of international civil aircraft and for the issue of certificates to the pilots of international aviation.<sup>1</sup>

#### *Internal Organisation.*

The administration of the International Air Transport Unions would be in the hands of an Assembly, a Council and a Managing Committee.

The Assembly would consist of representatives of all the States members of the Union. It would decide finally on the questions submitted to it by the Council, and particularly on the creation, modification or discontinuance of air lines.

The Council's chief duties would be to study questions relating to air lines, to grant concessions for these lines to international operating companies, and to prepare all decisions to be submitted to the Assembly.

The decisions of the Assembly and of the Council would be taken by votes adopted under conditions to be determined.

The Managing Committee would be responsible for ensuring and observing the execution of the decisions taken and for the supervision of the operating companies.

#### *Procedure.*

(a) *Establishment of International Lines.* — The decisions concerning international lines will be taken by the Unions, having regard to the economic importance of these lines.

Proposals will be drawn up by the Council, to which will be attached representatives of all the countries crossed by the lines under consideration.

Routes, time-tables and, in general, all questions connected with international aviation will be discussed by the Council direct with the States concerned. The member States will have to give every possible facility for flying over their territory and for the determination of routes, and, in particular, must endeavour, if a prohibited area is on the normal route of an international line, to fix a passage in the neighbourhood of the normal route.

(b) *Establishment of Lines of Special Importance.* — Apart from the international lines, lines between metropolitan and colonial territories of special importance to one or more contracting parties may be established by the Union at the request of the member States. The Council will consider whether the commercial output of these lines would authorise the Union to assume their cost of establishment and maintenance and, if not, the operating deficit will be covered by the country making the application. Concessions for these lines will be granted to the international operating companies according to the normal procedure.

In no case, however, will the establishment and development of such lines authorise countries to reconstitute for their benefit an air fleet utilisable for warlike purposes.

#### FINANCIAL RESOURCES.

##### (a) *Initial Resources.*

The initial resources will be constituted by entrance subscriptions paid by the different countries in a proportion to be determined.

The contributions of material made to the Unions by the member States<sup>2</sup> will be taken into account in calculating these subscriptions; if necessary, they may entitle a State to a refund.

##### (b) *Normal Resources.*

The normal resources permitting the administrative and technical operation of the Union, the maintenance, establishment and installation of the lines, the placing of orders for material and for ground organisation, etc., will be constituted by annual subsidies from the different countries, calculated on a basis to be determined.

<sup>1</sup> As several Powers, and, in particular, Italy, have already proposed, a single international bureau might be created for the purpose of unifying present air regulations.

<sup>2</sup> The purchase of this material from the present owners will be effected by each State according to the procedure it may think advisable.

#### MATERIAL.

The Unions will employ the material best suited in amount and quality to the needs of the service. They will undertake studies of models and will acquire licences for such models.

Orders for new material selected by the operating companies, and heavy repairs, will be divided equitably among the member States, taking due account of the special resources and industrial capacity of each. The normal contributions to the Union agreed to by the States may serve as a basis for this allocation.

In any case, these orders shall be distributed in a sufficiently elastic manner to permit, if necessary, of exchanges between one country and another, according to the possibilities of the moment and by agreement between the parties concerned.

Orders not accepted by one country will be distributed among all the other countries in the usual proportions.

#### GROUND ORGANISATION.

The member States will allow the Unions to utilise the present ground organisations of civil aviation, with their safety appliances (beacons, signals, meteorology, wireless, direction-finding apparatus).

The flying-grounds will remain the property of the States and will be open to international traffic according to direct agreements to be concluded, particularly as regards the calculation of charges for use.

Should the existing installations be insufficient, the member States will complete them, or will authorise the Union concerned to undertake the necessary work and to receive the profit accruing. Direct agreements will settle this question in each particular case.

#### SUPERVISION—REQUISITION.

The International Air Transport Unions will be under the supervision of the League of Nations, subject to conditions to be determined.

The League of Nations will have a permanent right of requisition over all the aircraft of the Unions.

The States members of the Unions shall undertake not to requisition international aircraft, not to capture them, and to facilitate by every means in their power any exercise the League may wish to make of its right of requisition.

### III. OPERATING COMPANIES.

The operation of the air lines will be entrusted to international companies, with a status to be determined, which will work under the supervision of the international Union concerned, subject to the commercial conditions laid down by the latter.

Special regulations will determine the organisation and duties of these companies.

The directing staff and pilots of the companies will be chosen from among the nationals of the member States, in an equitable proportion to be determined.

The non-flying subordinate staff may be of the nationality of the country in which it resides.

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Official No.: **Conf. D./C.A. 9.**

Geneva, April 15th, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

42

AIR COMMISSION

OBJECTIVE STUDY  
ON THE INTERNATIONALISATION OF  
CIVIL AVIATION

and on

any other measure calculated to prevent  
the signatory States from utilising civil aviation for  
military purposes

PREPARED IN EXECUTION OF THE DECISION TAKEN BY THE  
AIR COMMISSION ON MARCH 17TH, 1932.

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## INTRODUCTION.

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On March 17th, the Air Commission adopted the following resolution :

“ The Air Commission requests its Bureau :

“ 1. With the assistance, if necessary, of the Secretariat and of the competent international organisations, to prepare, in order to facilitate its task, an objective documentary study summarising the principal work of these international organisations and the official proposals of the delegations on the internationalisation of civil aviation, and also the proposals of delegations with regard to any other measure calculated to prevent the signatory States from using this aviation for military purposes ;

“ 2. To circulate all the concrete proposals relating to the question, together with statements of the reasons for them, which the Commission recommends the delegations to send in to the Bureau as soon as possible ;

“ 3. To prepare a study on the organisation of the national civil aviations on the basis of the information which the Bureau trusts the delegations will supply to it ;

“ 4. To prepare a programme for the resumption of the Commission's work.”

The present report has been drawn up in pursuance of paragraph 1 of this resolution.

The Rapporteur has endeavoured to submit objective information concerning :

I. Conventions and agreements between States or between civil aviation companies and also decisions of international organisations of an official or semi-official character, in so far as those conventions, agreements and decisions affect :

A. The international status of civil aviation ;

B. The international services established as a result of the development of civil aviation ;

C. Co-operation between the national aviations, their *rapprochement* or amalgamation into international groups ;

D. Any circumstance calculated to prevent States from using civil aviation for military purposes.

II. Investigations and proposals made by international associations of an official or semi-official character concerning any of the questions enumerated in the previous paragraph.

III. Proposals of delegations relating to the same questions.

In accordance with the desire expressed by the Commission :

(a) Investigations and proposals of a private character will be mentioned only as an exception and in the form of notes ;

(b) The report will not deal with documents which by their nature can have no direct or indirect bearing on the problem of disarmament.

We should have liked, within the above limits, to omit nothing of importance, but this was hardly possible. On the one hand, certain agreements of very great interest have not been published and are even confidential. This applies to the majority of agreements of a commercial or business nature. We have only been able in such cases to give information which is already common knowledge or which we have been expressly authorised to mention. On the other hand, we had only a very short time for our enquiries and consultations. It may be possible to include the additional information collected in a supplementary report.

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Part 1.

STATUS OF CIVIL AVIATION.

I. HISTORICAL.

The regulations concerning air navigation undoubtedly constitute the newest part of public international law. Of tardy origin, air navigation has developed with remarkable speed and has already made very great progress. It is desirable at this point to recall the principal circumstances of its brief history, during which the desire to prevent the use of civil aviation for military purposes has been constantly manifested.

A number of studies on air law<sup>1</sup> were published as long ago as the close of the last century. In 1889, the International Aeronautical Congress, which met at Paris, appointed a Permanent International Aeronautical Commission to prosecute the study of certain legal questions, in particular *the use of airships in war*.

In 1889, aviation was not yet in existence, and the first dirigibles had only succeeded in making a few timid flights. However, from that time onwards more and more rapid progress was made. Twenty years later, Blériot flew across the Channel! The problems of air law, hitherto mainly of theoretical interest, imposed themselves with increasing insistence upon the attention of technicians and statesmen. As a natural consequence, international meetings dealing with this matter became more frequent. A list of those held before 1914<sup>2</sup> is given below :

- (a) International Aeronautical Congresses :
  - Paris, 1889.
  - Paris, 1900.
  - Milan, 1906.
  - Brussels, 1907.
  - Nancy, 1907.
- (b) Sessions of the "Institut de Droit international" :
  - Neuchâtel, 1900.
  - Brussels, 1902.
  - Ghent, 1906.
  - Florence, 1908.
  - Paris, 1910.
  - Madrid, 1911.
- (c) Sessions of the International Law Association :
  - Paris, 1912.
  - Madrid, 1913.
- (d) Juridical Congress on Aviation :
  - Verona, 1910.
- (e) Congress of the International Legal Committee on Aviation :
  - Paris, 1911.
  - Geneva, 1912.
  - Frankfort-on-Main, 1913.

To this list should be added the two Hague Conferences which dealt with problems concerning the military use of aeronautics and the *International Conference on Air Navigation* convened at Paris in 1910, particulars of which are given below.

The object of the Conference was to draw up an *International Convention regulating Air Navigation*. The participating States<sup>3</sup> proposed to establish their own regulations *thereafter*, in accordance with the provisions approved by the community of nations. In other words, by what was doubtless a unique exception at that time, they wished international law to *precede* the law of the individual countries — or, rather they wished the law of the individual countries to represent, as it were, only the application, according to circumstances, of one and the same universal law. The status of aeronautics would thus have been unmistakably different from that of any other means of transport.

A Commission of the Conference prepared a draft in which most of the principles laid down at about the same time by the jurists who met at Verona<sup>4</sup> were embodied. The

<sup>1</sup> Cf. Henry COUANNIER : " Les éléments créateurs du Droit aérien ", 1929.

<sup>2</sup> Vide A. ROPER : " La Convention internationale du 13 octobre 1919 ". Paris, Librairie du *Recueil Sirey*, 1930, page 20.

<sup>3</sup> The States represented were : Austria-Hungary, Belgium, British Empire, Bulgaria, Denmark, France, Germany, Italy, Monaco, Netherlands, Portugal, Roumania, Russia, Serbia, Spain, Sweden, Switzerland, Turkey.

<sup>4</sup> At the International Juridical Congress for the Regulation of Air Locomotion.

majority of its essential provisions were also reproduced in the draft which M. Fauchille submitted during the following year to the "Institut de Droit international" (Madrid session). A doctrine was obviously in process of formation, by which post-war jurists would be guided to some extent.

The Commission's draft was discussed at length by the General Meeting. In the end, the Conference was unable either to adopt it or to agree upon the amendments to be introduced. The principle of the sovereignty of States in the air-space above their territory was the main question which gave rise to profound divergencies of view. It was finally decided to adjourn until November 29th. Actually, however, there was no further meeting of the Conference and the draft was never completed.<sup>1</sup>

After the breakdown of the Conference, several Governments decided that it was not possible for them to wait any longer before drawing up national regulations for air navigation above their territory.<sup>2</sup>

France and Germany even resolved to conclude a bilateral agreement relating to aerial navigation on July 26th, 1913. It was expressly stipulated therein that this agreement would apply as a temporary measure pending international regulation between a greater number of States.

The chief object of the agreement, which is in the form of an exchange of identical letters, was to define the conditions under which the aircraft of each country would be allowed to fly over the territory of the other.

The most important provision relates to military aircraft — that is to say, aircraft belonging to the military authorities or which comprise among those conveyed thereon military persons in uniform. In principle, such aircraft are forbidden to fly over the territory of the other country. The agreement lays down the procedure to be followed should a military aircraft be compelled to sojourn on the neighbouring territory, and the precautions to be taken "in order to avoid such cases as far as possible". (It should not be forgotten that, in 1913, the most frequent case was still that of a balloon, which had practically no means of modifying its course, being carried by the wind over the territory of another country.)

Another clause of the Convention deals with civil aircraft and lays down the conditions under which they may fly over and alight on the neighbouring territory. This provision is reproduced below :

"Outside the zones prohibited by (French) legislation, aircraft coming from (Germany), which do not belong to the military authorities nor comprise among those conveyed thereon military persons in uniform, may fly over and alight on (French) territory on the following conditions :

"(1) The aircraft must be provided with a permit issued by the competent (German) authorities, or by some association authorised by the same, and with a certificate of (German) registry. It must bear distinctive marks whereby it can be identified even during flight ;

"(2) The pilot must be furnished with a certificate of competency, issued by the competent (German) authorities or by some association authorised by the same ;

"(3) The pilot, as also every person accompanying him, must be provided with documents establishing his nationality, identity, and military situation ;

"(4) The pilot must be provided with a clearance certificate, issued by a (French) diplomatic or consular representative ; such certificate will be granted upon production of proofs of the identity of the aircraft and of those conveyed thereon and upon a declaration of the object of the voyage. Such aircraft and the persons conveyed thereon must comply with the provisions of the (French) general legislation, Customs regulations, and the special regulations for aerial navigation in (France) ; when the aircraft and the pilot come from (Germany), the permit and the pilot's certificate of competency will have the same validity as is possessed by the corresponding documents issued in (France). Aircraft coming from (Germany), which do not belong to the military authorities nor comprise among those conveyed thereon military persons in uniform may not be forbidden to alight on (French) territory in case of distress, even if they do not comply with the foregoing requirements ; in such a case, however, they must alight as soon as possible, and report themselves to the nearest civil authorities. In other respects, such aircraft will be treated in accordance with the (French) laws."<sup>3</sup>

Lastly, a final provision mentions the measures to be taken in each country for the protection of the aircraft of the other nation and the safety of those conveyed thereon.

The progress of aviation, which was considerable from 1910 to 1914, became still more rapid from 1914 to 1918. While international legislation relating to aircraft was useful before the war, it became an imperative necessity on the morrow of the great conflagration. Consequently, the official efforts which had been made from 1910 onwards with a view to the conclusion of a general convention were resumed as soon as peace was restored.

<sup>1</sup> Several essential articles are missing from the text in the form in which it was left by the first session.

<sup>2</sup> A. ROPER, *op. cit.*, page 27, mentions six which drew up national regulations between 1910 and 1914 : Germany, Great Britain, France, Austria, Serbia and Italy.

<sup>3</sup> We have reproduced the text of the French letter. In the German letter, the words in brackets are changed : "France" and "French" become "Germany" and "German" and *vice versa*.

During the Versailles Conference, an " Air Commission of the Peace Conference " was set up. It was entrusted by two decisions of the Supreme Council on March 12th and 15th, 1919, with various tasks, the chief one being " to draw up a convention relating to air navigation".

It accordingly drafted the text which became the Convention of October 13th, 1919. This diplomatic instrument has so far been ratified or acceded to by the following States (these are given in the order in which ratifications or accessions were received) : Belgium ; Great Britain ; Canada ; Australia ; Union of South Africa ; New Zealand ; India ; France ; Greece ; Japan ; Portugal ; Yugoslavia ; Siam ; Persia ; Irish Free State ; Italy ; Bulgaria ; Czechoslovakia ; Roumania ; Uruguay ; Poland ; Chile ; Saar Territory ; Sweden ; Denmark ; Netherlands ; Norway ; Iraq and Finland.

It is only necessary to glance at this list to see that many Powers whose civil aviation is highly developed are omitted. It is not within the scope of this report to enquire into the reasons for these omissions. We need only say that efforts have been made on various occasions to enlarge the number of acceding States,<sup>1</sup> and that, so far, they have only been partly successful. We would add that :

(a) Two other international Conventions have been concluded with the same object in view—namely :

(1) The Ibero-American Convention of November 1st, 1926, so far ratified by five States : Spain, Paraguay, Mexico, the Dominican Republic, and Costa Rica ;

(2) The Pan-American Convention, relating to commercial aviation, of February 29th, 1928, so far ratified by Guatemala, Mexico, Nicaragua, Panama and the United States of America.

(b) A large number of bilateral Conventions have been concluded, either between States which have remained outside all the multilateral conventions referred to above or between a State party to at least one of these general diplomatic instruments and a State not a party thereto, for the purpose of regulating the questions dealt with in the multilateral Conventions.

It is very difficult to draw up an absolutely complete list of the Conventions referred to above. All those the existence of which it has been possible to ascertain have been included in the following list :

Austria-Czechoslovakia, February 15th, 1927.  
Austria-Hungary, August 29th, 1924.  
Austria-Italy, May 11th, 1928.  
Austria-Netherlands, December 31st, 1929.  
Austria-Poland, May 5th, 1925, and April 10th, 1930.  
Belgium-Switzerland, June 13th, 1922.  
Canada-United States of America, March 22nd, 1928.  
France-Switzerland, December 9th, 1919.  
Germany-Austria, May 1st, 1925.  
Germany-Belgium, May 29th, 1926.  
Germany-Czechoslovakia, January 22nd, 1927.  
Germany-Denmark, April 22nd, 1922.  
Germany-France, May 22nd, 1926.  
Germany-Great Britain, July 29th, 1927 (modified July 5th, 1930).  
Germany-Italy, May 20th, 1927.  
Germany-Netherlands, July 24th, 1922.  
Germany-Norway, January 23rd, 1929.  
Germany-Saar Territory, April 25th/30th, 1929.  
Germany-Spain, December 9th, 1927.  
Germany-Sweden, May 19th, 1925.  
Germany-Switzerland, December 28th, 1920.  
Great Britain-Switzerland, November 6th, 1919.  
Netherlands-Saar Territory, May 15th, 1925.  
Netherlands-Switzerland, May 18th, 1925.  
Spain-France, March 22nd, 1928.  
Spain-Italy, August 15th, 1927, and October 3rd, 1927.  
Switzerland-Saar Territory, August 15th, 1928.  
United States of America-Italy, October 13th, 1931.

International air navigation is thus regulated by about thirty different Conventions, each of which binds only two or a limited number of States. What has become of the ideal of simplicity to which the initiators of the 1910 Conference aspired ? The confusion which might result from this multiplicity of texts is, however, lessened to a great extent by the similarity of the principles on which they are all based.

<sup>1</sup> The text has several times been modified to meet the objections of States which have not yet acceded to the Convention. It was amended for the first time on October 27th, 1922 ; for the second time on June 27th, 1923 (these amendments came into force in December 1926) ; and for the third time in December 1929, as the outcome of an international conference in which, in addition to the States parties to the Treaty, seventeen non-acceding States participated (Germany, United States of America, Austria, Brazil, China, Colombia, Cuba, Spain, Estonia, Finland, Haiti, Hungary, Luxemburg, Norway, Panama, Switzerland, and Venezuela).

The Ibero-American Convention differs from the Agreement of October 12th, 1919, on three important points only :

(1) The different wording of Article 5, which accords the contracting States greater freedom to allow the aircraft of non-contracting States to fly over their territory. (The amendments proposed in 1929 to the text of the 1919 Convention were designed to bring it more closely into line, as regards its practical effects, with the Ibero-American text.)

(2) The insertion of an addition to Article 7, leaving States free to regulate the registration of their aircraft.

(3) The omission of the reference in Article 34 to the League of Nations.

While the Pan-American Convention differs more widely from the 1919 text, it reproduces many of its essential provisions.

Lastly, the bilateral Conventions, a list of which has been given, are usually based on the same guiding principles, which do not differ substantially from those of the multilateral Conventions.

## II. THE PRESENT BASES OF PUBLIC INTERNATIONAL AIR LAW.

While the multiplicity of Conventions has created a difficult situation, which there is a general desire to bring to an end as soon as possible, certain principles of public air law nevertheless appear to be very widely recognised to-day. The Air Commission of the Peace Conference laid down at its meeting on March 17th, 1919, the principles by which it proposed to be guided. These texts will be taken as the basis of the present survey ; where necessary, the extent to which certain existing agreements depart from the texts drawn up at that time will be indicated.

*First principle.* — “ 1. Recognition of (1) the principle of the full and complete sovereignty of each State over the air space above its territory and territorial waters, involving the right to exclude foreign aircraft ; (2) the right of each State to impose its jurisdiction in the air space above its territory and territorial waters.”

This principle has been most explicitly recognised by the three multilateral Conventions enumerated above.

The text of the 1919 Convention and of the Ibero-American Convention reads as follows :

“ *Article 1.* — The High Contracting Parties recognise that every Power has complete and exclusive sovereignty in the air space above its territory.

“ For the purpose of the present Convention, the territory of a State shall be understood as including the national territory, both that of the mother country and of the colonies, and of the territorial waters adjacent thereto. ”

The Pan-American Convention begins as follows :

“ *Article 1.* — The High Contracting Parties recognise that every State has complete and exclusive sovereignty over the air space above its territory. ”

The bilateral Conventions do not usually affirm this principle ; but they apply it to some extent, since their object is not to *recognise* the right of foreign aircraft to fly over their territory, but to *grant* this right to certain aircraft belonging to a certain State and under certain conditions. Such a concession can only be regarded as an act of the sovereign Power.

Before the war, the sovereignty of States over the air space above their territory was not so commonly recognised.

It had been recognised, it is true, at a time when aeronautical problems had not actually arisen ; it was then very generally admitted that the rights of the sovereign Power, like the rights of the proprietor, could be exercised both above and below the soil, without any limit as to height or depth. However, this theory was challenged on many sides as soon as the air ceased to be empty. Was every landowner to be allowed to prohibit flight over his fields? If not, what would remain of a right of ownership the only possible application of which was disputed? If the air could not form the subject of a real right of ownership, could it form the subject of a sovereign right? Eminent jurists denied this.<sup>1</sup> The authors of the draft Convention of 1910 refused to affirm this right. The Fauchille draft<sup>2</sup> of 1911 disregarded it so completely that according to the terms of the draft acts occurring on board a balloon were regarded as coming within the jurisdiction of the courts of the State whose nationality the balloon possessed, except in case of the immediate contact of the balloon with the soil of another State.<sup>3</sup>

<sup>1</sup> Paul FAUCHILLE, who must be regarded as one of the founders of public international air law, began by absolutely denying this sovereign right, but later admitted a *limited* sovereignty of States over the air space above their territory.

<sup>2</sup> Submitted to the Madrid session of the Institut de Droit international.

Even those who denied the sovereign right of States over the air admitted their right to protect themselves against certain abuses, such as espionage from the air or the throwing overboard of harmful substances; but they regarded this not as a real sovereign right but as part of the general right of States to do what is necessary for their preservation.<sup>1</sup>

This was the view adopted by the International Legal Committee on Aviation when drawing up at its third Congress (Frankfort-on-Main, 1913) its draft International Air Code, Article 1 of which reads:

“Aerial circulation shall be free, except that the subjacent States have the right to take such steps as may be laid down with a view to their own security and the safety of the persons and property of their inhabitants”.

On the other hand, since the war, the principle of absolute sovereignty has consistently been affirmed.

*Second principle.* — “2. Subject to the principle of sovereignty, recognition of the necessity of granting to international air navigation the fullest possible freedom compatible with the security of the State, the application of the regulations relating to the admission of aircraft of the contracting States (which regulations must not be unduly severe), and the internal legislation of the country.”

Each of the three multilateral Conventions contains the following text:

“Article 2. — Each contracting State undertakes in time of peace to accord freedom of innocent passage above its territory to the aircraft of the other contracting States, provided that the conditions set forth in this Convention are observed . . .”

However, even in this text, and in other provisions of these treaties, the above-mentioned principle is restricted considerably:

(a) In the case of the Pan-American Convention, the principle applies only to private aircraft—that is to say, aircraft other than military or naval aircraft, or those exclusively employed in State service, such as posts, Customs, police. The Pan-American Convention deals solely with private aircraft.

The other two Conventions subject State aircraft to a special regime, as we shall see later. Moreover, the definition of State aircraft differs in each case.

(b) Article 3 of the 1919 Convention and of the Ibero-American Convention contains the following stipulation:

“Each contracting State has the right, for military reasons or in the interests of public safety, to prohibit the aircraft of the other contracting States, under the penalties provided by its legislation and subject to no distinction being made in this respect between its private aircraft and those of the other contracting States, from flying over certain areas of its territory.

“If it makes use of this right, it shall publish and notify beforehand to the other contracting States the location and extent of the prohibited areas.”

Article 3 of the Pan-American Convention contains similar provisions (with a few minor differences in drafting).

In each case, the contracting States have the sovereign right to determine the position and extent of the prohibited areas. In theory, these might be extended indefinitely, *on condition that* the prohibition applied to all their national private aircraft which should, in practice, prevent them from making these prohibitions excessive. This condition of equality was made less rigorous by an amendment to the 1919 Convention proposed by the 1929 Conference and approved by the International Commission, but which has not yet come into force. This amendment stipulates that:

“Each contracting State may, as an exceptional measure and in the interest of public safety, authorise flight over the said areas (those previously referred to) by its national aircraft”.

(c) The right to prohibit the flight of aircraft is extended in the following amendment proposed, under the above-mentioned conditions, to Article 3 of the 1919 Convention:

“Each contracting State reserves also the right, in exceptional circumstances in time of peace and with immediate effect, temporarily to limit or prohibit flight over its territory or over part of its territory, on condition that such limitation or prohibition shall be applicable without distinction of nationality to the aircraft of all the other States.

“Such decision shall be published, notified to all the contracting States and communicated to the International Commission for Air Navigation.”

<sup>1</sup> See, in particular, FAUCHILLE: “Le domaine aérien et le régime des aérostats”, in the *Revue générale de droit international public*, 1901.

(d) Facilities of principle accorded by the various multilateral Conventions (these facilities are very similar to those provided for in bilateral Conventions) are conceded only by way of exception in return for advantages granted by the signatories to each other as the result of their agreement, and not as the consequence of a *general principle* of universal application.

On the other hand, in the original text of the 1919 Convention each signatory expressly reserved the privilege of flight over its territory to its co-signatories.

Article 5 read as follows :

“ *Article 5.* — No contracting State shall, except by a special and temporary authorisation, permit the flight above its territory of an aircraft which does not possess the nationality of a contracting State. ”

From the outset, this clause was difficult to apply, and the contracting States agreed that, pending the possibility of amending the text,<sup>1</sup> the term “ special and temporary authorisation ”<sup>2</sup> would be interpreted as widely as possible. The text was modified by the International Commission on October 25th, 1922. However, the necessary ratifications were not obtained until 1926, and the new text came into force on December 14th of that year. The article is at present supplemented as follows :

“ . . . unless it has concluded a special convention with the State in which the aircraft is registered. The stipulations of such special convention must not infringe the rights of the contracting Parties to the present Convention and must conform to the rules laid down by the said Convention and its annexes. Such special convention shall be communicated to the International Commission for Air Navigation, which will bring it to the knowledge of the other contracting States. ”<sup>3</sup>

The Ibero-American Convention replaced Article 5 by the following text :

“ The contracting States shall have complete freedom to allow or prohibit the flight over their territory of aircraft possessing the nationality of a non-contracting State. ”

(e) Other exceptions to the second principle will be examined in dealing with the seventh principle.

*Third principle.* — “ 3. As regards internal regulations relating to the admission and treatment of the aircraft of the contracting States, recognition of the principle of the absence of any discrimination based on nationality. ”

The three multilateral Conventions stipulate :

“ *Article 2* (Article 4 of the Pan-American Convention). — All regulations made by a contracting State as to the admission over its territory of the aircraft of the other contracting States shall be applied without distinction of nationality. ”

This applies solely to equality of treatment as between *foreign* aircraft belonging to the co-contracting countries.

Equality as between private national and foreign aircraft is only provided for in the case laid down in Article 3 (Article 5 of the Pan-American Convention) and within the limits stipulated therein as mentioned above. The principle of equality is subject to other restrictions also, which will be dealt with when we come to the seventh principle.

*Fourth principle.* — “ 4. Recognition of the principle that every aircraft must possess the nationality of a single contracting State and must be entered in the register of the State whose nationality it possesses. ”

In virtue of the first principle, every aircraft flying over the territory of a State is in the territory of that State and is subject to the latter's sovereignty. Moreover, its status during flight over that territory is regulated by an agreement between the State flown over and the State to which it belongs and is accorded to it only by reason of the nationality which it can claim. This necessarily involves the recognition of the fourth

<sup>1</sup> The text of the Convention may be modified only by decision of the International Commission for Air Navigation ratified by all the co-contracting States. The Commission itself was unable to begin work until a certain number of ratifications had been deposited, which was not until 1922.

<sup>2</sup> Formal derogations of Article 5 are authorised under certain conditions in an Additional Protocol of May 1st, 1920.

<sup>3</sup> The 1929 Conference referred to above proposed the following text for Article 5. This text, which was accepted by the International Commission for Air Navigation, has now been submitted to the High Contracting Parties for ratification :

“ Each contracting State is entitled to conclude special conventions with non-contracting States.

“ The stipulations of such special conventions shall not infringe the rights of the contracting Parties to the present Convention.

“ Such special conventions, in so far as may be consistent with their objects, shall not be contradictory to the general principles of the present Convention.

“ They shall be communicated to the International Commission for Air Navigation, which will notify them to the other contracting States. ”

principle : the system would not be applicable, or even conceivable, unless aircraft possessed a definite and single nationality.

However, while the principle of the nationality of the air space above a country almost inevitably involves the principle of the nationality of the aircraft the converse does not hold good. National aircraft may quite conceivably fly through air space which is not national territory, just as ships flying a national flag traverse the high seas and aircraft fly over the ocean. The idea of giving a nationality to aircraft was commonly accepted long before the idea of nationalising the air space met with a like measure of assent. The draft Convention drawn up at Paris in 1910<sup>1</sup>, the Madrid proposals of 1911<sup>2</sup>, the draft drawn up at Frankfort-on-Main in 1913<sup>3</sup>, all three nationalise aeroplanes without nationalising air space. We can even assert that, in the view of many jurists, the idea of nationalising aircraft was first regarded as a means of avoiding the nationalisation of the air space, while bringing aircraft in flight under the jurisdiction of a certain nation, in the absence of a competent international jurisdiction.

In any case, the prevalent doctrine to-day and all the texts of existing agreements are based, on the conception of *national* aircraft flying through *national* air space, and not of aircraft subject to the sovereignty of one nation alone, flying through an air space subject to a common international jurisdiction.

*This is an essential factor from the point of view of the present survey, since all proposals for the internationalisation of civil aviation must either be limited to the provisions of the existing law or involve the revision of that law.*

The nationality of aircraft is dealt with in Chapter II of the 1919 Convention and of the Ibero-American Convention, — in both cases in Articles 5 and 10.

As we have seen, Article 5 lays down the conditions under which aircraft other than those possessing the nationality of one of the contracting States *may* or *must* be excluded. It thus goes somewhat beyond the subject matter of the chapter. We would point out, however, that the exclusion of aircraft which cannot claim the nationality of any of the contracting States would result, if the Convention became truly universal, in the outlawry of machines which possess no nationality, which would be under the same disability as vessels in a like case.

The Pan-American Convention contains no equivalent provision.

As regards the actual principle of nationality, its application is regulated by Articles 7, 8 and 9 of the Pan-American Convention and Articles 6 to 10 of the other two multilateral Treaties. The texts of these Articles are given below in parallel columns, thus enabling the points on which they resemble each other and those on which they differ to be seen at a glance.<sup>4</sup>

Pan-American Convention.

“ *Article 7.* — Aircraft shall have the nationality of the State in which they are registered and cannot be validly registered in more than one State.

“ The registration entry and the certificate of registration shall contain a description of the aircraft and state the number or other mark of identification given by the constructor of the machine, the registry marks and nationality, the name of the aerodrome or airport usually used by the aircraft, and the full name, nationality and domicile of the owner, as well as the date of registration.

“ *Article 8.* — The registration of aircraft referred to in the preceding article shall be made in accordance with the laws and special provisions of each contracting State.”

1919 Convention and Ibero-American Convention.

“ *Article 6.* — Aircraft possess the nationality of the State on the register of which they are entered . . .

“ *Article 8.* — An aircraft cannot be validly registered in more than one State.

“ *Article 6* (after the words quoted above): . . . in accordance with the provisions of Section I (c) of Annex A.

“ *Article 7.* — No aircraft shall be entered on the register of one of the contracting States unless it belongs wholly to nationals of such State.

“ No incorporated company can be registered as the owner of an aircraft unless it possesses the nationality of the State in which the aircraft is registered, unless the president or chairman of the company and at least two-thirds of the directors possess such nationality and unless the company fulfils all other conditions which may be prescribed by the laws of the said State.”

<sup>1</sup> Draft Convention prepared by the Commission of the International Conference on Air Navigation.

<sup>2</sup> Text relating to the juridical regime of aircraft adopted by the Institut de Droit international (Madrid, 1911).

<sup>3</sup> International Air Code. Draft adopted by the International Legal Committee on Aviation at its Third Congress held at Frankfort-on-Main, 1913.

<sup>4</sup> As a rule, the stipulations of bilateral conventions do not differ in principle from those reproduced here.



It would appear to be difficult to reconcile the *present* text of Article 7 of the 1919 Convention with several of the proposals made in regard to the internationalisation of aviation, since the latter assume that the ownership of the machines is shared among persons of different nationality, or that they belong to associations possessing an international status<sup>1</sup>, or at least to associations of a less exclusively national character than those referred to in the text. It is of interest to note that it was the desire to prevent the use of civil aviation in war which led the authors of the 1919 Convention to adopt this text, which now runs counter to other efforts with this object in view.

The Legal Sub-Commission of the Air Commission of the Peace Conference entrusted with the drawing up of the text of the Convention expressed itself in the following terms in its first report on the article with which we are dealing :

“ While making the nationality of the aircraft dependent on that of the State which registers it, the Sub-Commission unanimously decided that an aircraft can only be registered by a State if it belongs to a national of that State.

“ In this connection, very clear declarations were made by the American delegation, which stated that a sudden attack by aircraft was the great danger that threatened the peace of the world. Such an attack could easily be made by aircraft belonging to owners resident in the territory of a State which was inoffensive from a military standpoint but who possessed the nationality of a State which gave cause for great anxiety on this score.

“ The reason for which the aircraft is given the nationality of the owner precludes the possibility of its having two owners : one belonging to a nation which affords every guarantee of security and the other belonging to a country which is less reliable. In the light of the experience of the War, the Sub-Commission considers that it is not possible to confer the nationality of a State upon an aircraft which is not wholly owned by a national.

“ The question becomes more delicate in the case of a firm or company. The Italian delegation developed the view that the nationality of a firm or company from an aeronautical standpoint should be determined in the same manner as in any other connection — that is to say, according to its seat.

“ The American delegation referred to the danger of a sudden air attack by aircraft in the service of a firm or company whose seat is in a neutral country. In order to prevent this risk as far as possible, the American delegation urged that, in the case of firms, all the partners should be nationals, and, in the case of companies, no foreign capital should be allowed. However, in view of the difficulty of nationalising shares, which would make it necessary for them to be registered, the French delegation proposed that two-thirds of the directors should be nationals, the State registering the aircraft being free to determine the conditions under which its nationality would be conferred. This proposal was unanimously accepted by the Sub-Commission.”

The Commission in its turn approved these reasons and made the original text proposed even more emphatic.

However, many objections have since been raised to this text and its replacement by less restrictive provisions has frequently been contemplated. As we have seen, the Pan-American Convention leaves this matter to be regulated entirely by the various States. The Ibero-American Convention also departs in this instance from its customary model, and the text of Article 7 reproduced above is followed by these supplementary provisions :

“ If any Ibero-American State which is a signatory of the Convention finds that the conditions laid down in the present article for the determination of the nationality of an aircraft are incompatible with the provisions of its own internal legislation, it may make a reservation on the matter in an additional protocol to the Convention.

“ The State making such a reservation shall be free to regulate the registration of its aircraft and flight over its territory, including its territorial waters, but in no case may it grant the advantages laid down in this Convention to other signatory or acceding States, except in the case of aircraft which comply with all the conditions expressly stipulated in paragraphs 1 and 2 of the present Article.”

Moreover, the Conference which met in 1929 for the purpose of re-examining certain provisions of the 1919 Convention proposed to replace the present text of Article 7 by that in Article 8 of the Pan-American Convention ; this was approved by the International Commission for Air Navigation and the new text has been submitted to the signatory States for ratification.

It has not yet come into force.

We will now resume the comparative examination of the texts :

Pan-American Convention

“ *Article 9.* — Every aircraft engaged in international navigation must carry a distinctive mark of its nationality, the nature of such distinctive mark to be agreed upon by the several contracting States. The distinctive marks adopted will be communicated to the Pan-American Union and to the other contracting States.”

1919 Convention and Ibero-American Convention

“ *Article 10.* — All aircraft engaged in international navigation shall bear their nationality and registration marks as well as the name and residence of the owner in accordance with Annex A.”

<sup>1</sup> We have not dealt with the problem of international associations in general, which exceeds the scope of this survey.

*Fifth principle.* — “5. The following clauses are recognised as desirable from an international standpoint, with a view to ensuring the safety of air navigation :

“ (a) Regulations making certificates of airworthiness and licences for wireless apparatus, at all events in the case of commercial aircraft, compulsory. Mutual recognition of these certificates and licences by the contracting States.

“ (b) Regulations making certificates for pilots and other flying staff compulsory. Mutual recognition of these certificates by the contracting States.

“ (c) International air regulations, including international rules as to signals and lights and rules for the prevention of collisions. Rules for landing and ground regulations.”

The stipulations of the multilateral and bilateral Conventions relating to these questions are too technical for details to be reproduced here. We need only state that, in this connection, the 1919 Convention grants very extensive rights in the matter of regulation to the International Commission for Air Navigation (these rights are in some cases subject to the ratification of the decisions taken by a certain number of States, while in others this is not required), and that the Ibero-American Convention grants similar rights to the Ibero-American Commission for Air Navigation. This is an important provision from the point of view of the internationalisation of civil aviation, and deserves detailed study. It will be dealt with in another part of this report <sup>1</sup>.

*Sixth principle.* — “6. Recognition of the principle of special treatment for military, naval and State aircraft — that is to say, aircraft in the service of Governments.”

Since the Pan-American Convention applies only to private aircraft, the determination of a special regime for military, naval or State aircraft is outside its scope.

Similarly, a number of bilateral Conventions apply solely to private aircraft.

The 1919 Convention and the Ibero-American Convention deal with State aircraft, which they define as follows :

“ *Article 30.* — The following are deemed to be State aircraft :

“ (a) Military aircraft ;

“ (b) Aircraft exclusively employed in State service, such as posts, Customs, police.

“ Every other aircraft is a private aircraft.”

Military aircraft is defined as follows :

“ *Article 31.* — Every aircraft commanded by a person in military service detailed for the purpose is deemed to be a military aircraft.”

At the 1929 Conference, certain doubts were expressed as to the value of this definition. The German delegation proposed that a different definition should be adopted, based partly on the nature of the aircraft and on its military characteristics. It submitted the following text to the Conference :

“ The following are deemed to be military aircraft :

“ (a) Aircraft bearing military identity marks ;

“ (b) Aircraft which are armoured or protected in any way, fitted with appliances for the installation of war material of any kind, such as guns, machine-guns, torpedoes, bombs, or with sighting or discharging apparatus for such material ;

“ (c) Aircraft whose pilots or crew belong to an army and have been detailed for this purpose ;

“ (d) Aircraft belonging to the military forces.”

Without expressing any opinion on the substance of this question, the Conference decided to ask the International Commission for Air Navigation to make a further study of the matter.

The Commission examined this question at its session in December 1929. A fresh definition has not yet been arrived at.

The two Conventions with which we are at present dealing subject the various classes of military aircraft to different treatment.

Military aircraft are subject to certain restrictions at ordinary law and enjoy certain privileges.

“ *Article 32.* — No military aircraft of a contracting State shall fly over the territory of another contracting State nor land thereon without special authorisation. In case of such authorisation, the military aircraft shall enjoy, in principle, in the absence of special stipulation, the privileges which are customarily accorded to foreign ships of war.

“ A military aircraft which is forced to land or which is requested or summoned to land shall by reason thereof acquire no right to the privileges referred to in the above paragraph.”

<sup>1</sup> See Part 2.

The question whether, for the purposes of international conventions, aircraft used on State lines organised for the conveyance of passengers, goods or mail under similar conditions to those under which private lines are established should be regarded as State aircraft has given rise to a great deal of discussion.

According to the Legal Sub-Commission of the Commission appointed to draw up the 1919 text:

“ . . . . a State may have three classes of aircraft :

“ (1) Military aircraft ;

“ (2) Aircraft exclusively employed in State Services (posts, Customs, police) ;

“ (3) Commercial aircraft if, as in the case of railways, the State itself operates its air lines like a private company.

“ The first two classes of aircraft belong to the State as a public authority, and the third to the State as a private person. Consequently, the Convention regards as State aircraft, for the purpose of applying special treatment to them, only military aircraft and aircraft exclusively employed in State service. ”

The treatment provided for in the 1919 Convention (and the Ibero-American Convention) differs slightly from that indicated in the above quotation.

Their text defines as State aircraft only those belonging to the State as a Power and embraces the same category of machines as the Commission's text.

But whereas the latter excludes from the benefit of the Convention *all* machines defined as State aircraft, the 1919 Convention (and the Ibero-American Convention) in principle treat State aircraft with the exception of certain well-defined categories, in the same way as private aircraft.

“ *Article 30.* — All State aircraft, other than military, Customs and police aircraft, shall be treated as private aircraft and as such shall be subject to all the provisions of the present Convention. ”

This clearly shows that if, as the result of an association or of co-operation between States for the international operation of commercial air lines, or even of a mail service, certain aircraft employed for services commonly reserved at present for private aircraft were to become State aircraft, their international status would not be modified under the 1919 Convention (or the Ibero-American Convention). Under the Pan-American Convention, it would be modified only in the case of a mail service.

*Seventh principle.* — “ 7. Recognition of the right of transit without landing for international traffic between two points situated outside the territory of a contracting State, subject to the right of the State flown over to reserve its commercial air traffic for its own aircraft and to compel any aircraft flying over its territory to land by means of agreed signals. ”

The recognition of this principle has led to important restrictions in the application of the second general principle, formulated in Article 2 of the 1919 Convention and of the Ibero-American Convention, and in Article 4 of the Pan-American Convention.

(a) If a private aircraft belonging to one of the contracting States crosses the air space of another contracting State without the intention of landing, it may be compelled :

(1) Either to follow a specific route,

(2) Or to land if ordered to do so by means of signals.

These stipulations are included in Article 15 of the 1919 Convention (and of the Ibero-American Convention) :

“ *Article 15.* — Every aircraft of a contracting State has the right to cross the air space of another State without landing. In this case, it shall follow the route fixed by the State over which the flight takes place. However, for reasons of general security it will be obliged to land if ordered to do so by means of the signals provided in Annex D.

“ Every aircraft which passes from one State into another shall, if the regulations of the latter State require it, land in one of the aerodromes fixed by the latter. Notification of these aerodromes shall be given by the contracting States to the International Commission for Air Navigation<sup>1</sup> and by it transmitted to all the contracting States . . . . ”

The majority of these provisions are reproduced in a more or less similar form in the Pan-American Convention :

The principle of the route to be followed is laid down in Article 5 :

“ . . . . each contracting State may furthermore prescribe the route to be followed over its territory by the aircraft of the other States, except in cases of *force majeure*, which shall be governed in accordance with the stipulations of Article 18 of this Convention . . . . ”

<sup>1</sup> In the text of the Ibero-American Convention the words “International Commission for Air Navigation” are replaced by “Ibero-American Commission for Air Navigation.”

The principle of forced landing is laid down in Article 18, paragraph 6 :

“ Every aircraft of one of the contracting States which flies over the territory of another contracting State shall be obliged to land as soon as ordered to do so by means of the regulation signals, when for any reason this may be necessary. ”

(b) The obligation on the part of each contracting State to allow the aircraft of another contracting State to cross its air space does not involve the obligation to allow them to convey passengers, goods or mail from one point of its territory to another. Thus, Article 16 of the 1919 Convention (and of the Ibero-American Convention) provides that :

Paragraph 1. — “ Each contracting State shall have the right to establish reservations and restrictions in favour of its national aircraft in connection with the carriage of persons and goods for hire between two points on its territory.

“ Such reservations and restrictions shall be immediately published, and shall be communicated to the International Commission for Air Navigation<sup>1</sup>, which shall notify them to the other contracting States. ”

The Legal Sub-Commission which prepared the text of this Convention proposed a much more radical wording for Article 16 :

“ Each contracting State shall have the right to reserve for its national aircraft the carriage of persons and goods for hire between two points on its territory. ”

In justification of this text it stated that :

“ By analogy with the maritime coasting trade, commercial navigation may be prohibited, between two places situated within the frontiers of a country, to the foreign flag : an English sport plane is free to fly from Paris to Marseilles, from Marseilles to Bordeaux, from Bordeaux to Paris ; but an English commercial aircraft is not free to do so without the permission of the State flown over and, in accordance with the present Convention, this permission cannot be granted to one of the Contracting States unless it is extended to the others also. ”

The stipulations in question are reproduced almost literally in the text of Article 22 of the Pan-American Convention :

“ Each contracting State shall have the right to establish reservations and restrictions in favour of its own national aircraft in regard to the commercial transportation of passengers and merchandise between two or more points in its territory and to other remunerated aeronautical operations wholly within its territory. Such reservations and restrictions shall be immediately published and communicated to the other contracting States and to the Pan-American Union. ”

(c) Lastly, does the obligation on the part of a contracting State to allow the aircraft of the other contracting States to fly over its territory without landing involve the obligation to permit the establishment of regular lines across its territory?

This is a question which has given rise to lengthy controversy. This right appears to be clearly established by the text of the Pan-American Convention. The text of the 1919 Convention (and of the Ibero-American Convention) is less definite.

These Conventions stipulate, at the end of Article 15, that :

“ The establishment of international airways shall be subject to the consent of the States flown over. ”

The wording proposed in 1919 by the Legal Sub-Commission was : “ The establishment of *lines* of communication ”. This wording was strongly opposed by the British delegation, to which the Sub-Commission replied in the following terms :

“ Contrary to the opinion of the British experts, the establishment of international *lines* of air communications is subject to the consent of the States flown over. ”

As the British experts held to their opinion, a compromise was agreed upon : the word *lines* was replaced by *airways*, but the difficulty again arose later when this term had to be interpreted.

At the first session of the International Commission, the Belgian delegation asked for an interpretation of the text. After prolonged discussion, it was decided to postpone any decision until a dispute arose.

The discussion was resumed at the 1929 Conference. The German delegation proposed that this text, which was obviously interpreted differently, even by the States parties to the Convention, should be made more explicit and suggested the following wording :

“ The installation and operation of regular air lines from the territory of one contracting State to the territory of another contracting State or over the latter's territory, with or without intermediate landing, shall form the subject of a special agreement between the contracting States concerned. ”

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<sup>1</sup> In the text of the Ibero-American Convention the words “ International Commission for Air Navigation ” are replaced by “ Ibero-American Commission for Air Navigation. ”

This text was opposed by the British delegation. In the latter's opinion, previous authorisation was only required for the establishment of an *airway* — that is to say, a regularly organised route provided with aerodromes and the necessary installations. Once this airway had been established, the aircraft of all contracting States should be allowed to use it, whether they belonged to a regular line or not. However, the principle that previous authorisation was required for the establishment of an international line, even without landing, was adopted by 27 votes to 4 (United States of America, British Empire, Netherlands, Sweden). The vote showed that there was a large majority in favour of this principle, and the proposal of the following text was unanimously agreed upon :

“ Every contracting State may make conditional on its prior authorisation the establishment of international airways and the creation and operation of regular international air navigation lines, with or without landing, on its territory. ”

This amendment, which was approved by the International Commission for Air Navigation, has now been submitted to the High Contracting Parties for ratification.<sup>1</sup>

*Eighth principle.* — “ 8. Recognition of the right of the aircraft of all contracting States to use all public aerodromes, on the understanding that landing charges will be imposed without any distinction based on nationality. ”

This principle is incorporated in the 1919 Convention (and in the Ibero-American Convention) in the following terms :

“ *Article 24.* — Every aerodrome in a contracting State, which, upon payment of charges, is open to public use by its national aircraft, shall likewise be open to the aircraft of all the other contracting States.

“ In every such aerodrome there shall be a single tariff of charges for landing and length of stay applicable alike to national and foreign aircraft. ”

The corresponding provision in the Pan-American Convention is rather more limited :

“ *Article 24.* — The aircraft of one contracting State engaged in international commerce with another contracting State shall not be compelled to pay other or higher charges in airports or aerodromes open to the public than would be paid by national aircraft of the State visited, likewise engaged in international commerce. ”

*Ninth principle.* — “ 9. Recognition of the principle of mutual compensation between contracting States to cover damage done to persons or property in one State by an aircraft of another contracting State. ”

This principle does not call for any comments in connection with the present report.

*Tenth principle.* — “ 10. Recognition of the necessity for a Permanent International Commission for Air Navigation. ”

This important principle will be dealt with later.<sup>2</sup>

*Eleventh principle.* — “ 11. Recognition of the obligation of each contracting State to regulate its internal legislation in accordance with the clauses of the Convention. ”

This principle appears to be outside the scope of this report.

*Twelfth principle.* — “ 12. Recognition of the principle that the Convention does not affect the duties and rights of belligerents and neutrals in the event of war. ”

The comments to which this principle might give rise appear to be outside the scope of this report.

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*Note.* — We have not considered it necessary to deal here with the *Convention for the Unification of certain Rules relating to International Air Transport*, concluded at Warsaw on October 12th, 1929, at the Second Conference on Private Air Law, as the problems with which it is concerned (transport documents, liability of the carrier, etc.) have only a very remote bearing on the subject of this report.

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<sup>1</sup> It is expressly stipulated in certain bilateral conventions that the establishment of regular lines, with or without landing, is subject to the prior authorisation of the State flown over (see, for instance, the Convention between France and Germany of May 22nd, 1926). On the other hand, the right to fly over the territory of the other State is expressly recognised in certain recent conventions (Anglo-Greek Convention of April 7th, 1931).

<sup>2</sup> See Part 2.

Part 2.

INTERNATIONAL AERONAUTICAL ORGANISATIONS.

All the international aeronautical organisations — and there are a large number of them — are engaged to some extent and in some particular form in the “internationalisation” of civil aviation, or of one of the activities connected therewith or to which it gives rise. Consequently, the work of all these organisations has some bearing on the subject of this report.

It is not an easy matter to enumerate them all. In addition to those which are definitely of an official character there are others which enjoy official patronage, and the degrees and forms of that patronage are very numerous. While there are many organisations which deal solely with aeronautics, there are a still larger number which are concerned principally or occasionally with this subject. It is not always possible to draw a hard-and-fast line between organisations which are of a more or less official nature and those which are not. It is still more difficult to distinguish those whose aeronautical activities are of importance from other organisations.

It would therefore be useless to attempt to draw up a complete and final list of these organisations. It may be of interest, however, to reproduce the list proposed in the *Revue aéronautique internationale* for December 1931. It is as follows :

1. The International Commission for Air Navigation (CINA).
2. International Conferences on Private Law Affecting Air Questions.
3. The Ibero-American Conference.
4. International Aeronautical Conferences (CAI).
5. The Mediterranean Aeronautical Conference.
6. International Congresses.
7. The International Aeronautical Federation (FAI).
8. The International Air Traffic Association (IATA).
9. The International Legal Committee on Aviation.
10. The League of Nations.
11. The Pan-American Union.
12. L'Office international d'Hygiène publique.
13. The International Aeronautical Register.
14. Air Mail Conferences.
15. International Radio-Telegraph Conferences.
16. The International Hydrographical Bureau.
17. The International Chamber of Commerce.
18. The International Meteorological Organisation.
19. The International Law Association.
20. The International Standard Association.
21. The International Commission on Illumination.

We shall deal solely with the activities of those of the above-mentioned associations which are of the greatest importance from the point of view of our subject.

CHAPTER I. — INTERNATIONAL COMMISSION FOR AIR NAVIGATION.

This Commission — usually known by the initials of its French name, CINA — was set up by the 1919 Convention and is, broadly speaking, responsible for its administration and revision, if necessary.

A. *Composition.*

This was determined by Article 34 of the Convention in its original text, as follows :

“Article 34. — There shall be instituted, under the name of the International Commission for Air Navigation; a permanent commission placed under the direction of the League of Nations and composed of :

“ Two representatives of each of the following States : The United States of America, France, Italy and Japan ;

“ One representative of Great Britain and one of each of the British Dominions and of India ;

“ One representative of each of the other contracting States.

“ Each of the five States first named (Great Britain, the British Dominions and India counting for this purpose as one State) shall have the least whole number of votes which, when multiplied by five, will give a product exceeding by at least one vote the total number of votes of all the other contracting States.

“ All the States other than the five first named shall each have one vote. ”

These provisions gave rise to a great deal of discussion. As soon as it was established in 1922, the CINA turned its attention to their revision. A protocol embodying a new text was drawn up by it on June 30th, 1923, and came into force on December 14th, 1926.

The revised text provides that :

“ Each State represented on the Commission (Great Britain, the British Dominions and India counting for this purpose as one State) shall have one vote. ”

Equal votes were thus given to all the acceding States. As we shall see later, however, they do not all exercise the same influence when a decision is taken. <sup>1</sup>

#### B. Organisation.

Article 34 provides that the CINA shall meet at Paris on the convocation of the French Government, and shall be constituted as soon as the majority of the signatory States have notified their ratification. The Commission shall itself choose its permanent seat and shall lay down its own procedure. The expenses of its operation shall be borne by the States parties to the Convention.

In accordance with these provisions, the CINA was constituted on July 11th, 1922. It fixed its permanent seat at Paris, adopted its rules of procedure and set up a permanent secretariat. At the present time the latter consists of a Secretary-General (M. Albert Roper), a secretary, two drafter-translators, one drafter, five shorthand-typists and five office employees or messengers.

The CINA publishes a weekly Bulletin of Information, which contains, *inter alia*, the information which the Commission is required by the Convention to transmit to Governments.

The CINA holds regular meetings, which were at first convened fairly frequently, whenever important arrangements had to be made ; they are now held at longer intervals (approximately every ten months). The total number of sessions which have so far been held is eighteen. Records of these sessions are given in the *Official Bulletin*.

The activity displayed by this organisation can be gauged by the fact that the number of decisions which it has been called upon to take at its sessions already exceeds 600.

In addition to the regular sessions, the technical sub-commissions set up by the CINA meet regularly and are also very active. These are :

1. The Operational and Materials Sub-Commission;
2. The Legal Sub-Commission ;
3. The Wireless Sub-Commission ;
4. The Meteorological Sub-Commission ;
5. The Medical Sub-Commission ;
6. The Maps Sub-Commission.

#### C. Duties.

These are defined in Article 34 of the Convention as follows :

“ *Article 34.* — The duties of this Commission shall be :

“ (a) To receive proposals from or to make proposals to any of the contracting States for the modification or amendment of the provisions of the present Convention ;

“ (b) To carry out the duties imposed upon it by the present Article and by Articles 9, 13, 14, 15, 16, 27, 28, 36 and 37 of the present Convention ;

“ (c) To amend the provisions of the Annexes A to G ;

“ (d) To collect and communicate to the contracting States information of every kind concerning international air navigation ;

“ (e) To collect and communicate to the contracting States all information relating to wireless telegraphy, meteorology and medical science which may be of interest to air navigation ;

“ (f) To ensure the publication of maps for air navigation, in accordance with the provisions of Annex F ;

“ (g) To give its opinion on questions which the States may submit for examination. ”

The provisions referred to in (b), imposing certain duties upon the CINA, read as follows :

“ *Article 9.* — The contracting States shall exchange every month among themselves, and transmit to the International Commission for Air Navigation referred to in Article 34, copies of registrations and of cancellations of registrations which shall have been entered on their official registers during the preceding month. ”

“ *Article 13.* — Certificates of airworthiness and of competency and licences issued or rendered valid by the State whose nationality the aircraft possesses, in accordance with the regulations established by Annex B and Annex E and hereafter by the International Commission for Air Navigation, shall be recognised as valid by the other States . . . . ”

<sup>1</sup> See page 9 for the list of States which are at present members of the CINA.

“ *Article 14.* — . . . Every aircraft used in public transport and capable of carrying ten or more persons shall be equipped with sending and receiving wireless apparatus when the methods of employing such apparatus shall have been determined by the International Commission for Air Navigation.

“ This Commission may later extend the obligation of carrying wireless apparatus to all other classes of aircraft in the conditions and according to the methods which it may determine. ”

“ *Article 15.* — . . . Every aircraft which passes from one State into another shall, if the regulations of the latter State require it, land in one of the aerodromes fixed by the latter. Notification of these aerodromes shall be given by the contracting States to the International Commission for Air Navigation and by it transmitted to all the contracting States . . . ”

“ *Article 16.* — Each contracting State shall have the right to establish reservations and restrictions in favour of its national aircraft in connection with the carriage of persons and goods for hire between two points on its territory.

“ Such reservations and restrictions shall be immediately published, and shall be communicated to the International Commission for Air Navigation, which shall notify them to the other contracting States. ”

“ *Article 27.* — Each State may, in aerial navigation, prohibit or regulate the carriage or use of photographic apparatus. Any such regulations shall be at once notified to the International Commission for Air Navigation, which shall communicate this information to the other contracting States. ”

“ *Article 28.* — As a measure of public safety, the carriage of objects other than those mentioned in Articles 26 and 27 may be subjected to restrictions by any contracting State. Any such regulations shall be at once notified to the International Commission for Air Navigation, which shall communicate this information to the other contracting States. ”

“ *Article 36.* — . . . Nothing in the present Convention shall be construed as preventing the contracting States from concluding, in conformity with its principles, special protocols as between State and State in respect of Customs, police, posts and other matters of common interest in connection with air navigation. Any such protocols shall be at once notified to the International Commission for Air Navigation, which shall communicate this information to the other contracting States. ”

“ *Article 37.* — . . . Disagreement relating to the technical regulations annexed to the present Convention shall be settled by the decision of the International Commission for Air Navigation by a majority of votes.

“ In case the difference involves a question where the interpretation of the Convention or that of a regulation is concerned, final decision shall be made by arbitration as provided in the first paragraph of this Article. ”

Lastly, the Annexes which, in accordance with Article 34 (*c*), the International Commission for Air Navigation is required to amend when necessary, relate to :

*Annex A.* — The marking of aircraft and call signs.

*Annex B.* — Certificates of airworthiness.

*Annex C.* — Log-books.

*Annex D.* — Rules as to lights and signals. Rules of the air.

*Annex E.* — Minimum qualifications necessary for obtaining certificates as pilots and navigators.

*Annex F.* — International aeronautical maps and ground markings.

*Annex G.* — Collection and dissemination of meteorological information.

This list shows the very varied and complex nature of the Commission's duties. As explained by the Secretary-General :

“ The CINA at the same time acts as :

“ 1. A council responsible for supervising the application of the Convention and ensuring its normal evolution by proposing from time to time to the contracting States the amendments required by the development of international air navigation ;

“ 2. A sort of international parliament with the power at all times to adapt technical regulations to the requirements of air traffic ;

“ 3. A tribunal for the settlement in the first and last resort of differences which may arise between the contracting States in regard to the interpretation of the technical regulations which it is empowered to issue ;



“ 4. An advisory committee which gives opinions on questions that those States may submit for its examination ;

“ 5. An organ for the collection and dissemination of all information which is indispensable to air navigators.”<sup>1</sup>

These various activities will be examined in turn.

#### 1. *Organ for the revision of the Convention.*

We must again refer to the provisions of Article 34 :

“ *Article 34.* — . . . Any proposed modification of the Articles of the present Convention shall be examined by the International Commission for Air Navigation, whether it originates with one of the contracting States or with the Commission itself. No such modification shall be proposed for adoption by the contracting States unless it shall have been approved by at least two-thirds of the total possible votes.

“ All such modifications of the Articles of the Convention (but not of the provisions of the Annexes) must be formally adopted by the contracting States before they become effective.”

As regards their essential principles, these rules do not differ appreciably from those generally recognised in the matter of amendments to international conventions. Each State is bound only by what it has formally approved, and the text to which it has given its ratification may not be modified without its consent in the form of a further ratification. A session of the CINA at which all the States concerned are represented does not differ greatly from a diplomatic conference. It should be noted, however, that :

(a) In accordance with the procedure laid down in Article 34, the previous consent of States is not required for the discussion of an amendment, as would be the case if they had been asked to send plenipotentiaries to a conference ;

(b) The initiative in the matter of amendments need not be taken by one of the contracting parties, and that the right of initiative belongs to the CINA itself ;

(c) Its interposition is *essential* before revision can take place. No diplomatic meeting can submit proposals for revision to Governments in its stead. Thus, after the War, although the great majority of the States concerned wished to amend Article 5, it was impossible for them to do so because the conditions under which the CINA was authorised to meet had not yet been fulfilled.

The procedure described above has stood the test of experience.

For the first time (on October 25th, 1922), the CINA proposed a new text for Article 5. On a second occasion (June 30th, 1923), it proposed a new wording for Article 34. It should be noted that, in each case, the new texts were drawn up after lengthy negotiations with non-member States whose accession was desired, and that outside influence was thus very prominent. These two amendments were approved by all the States parties to the Convention as soon as they were proposed ; the time which elapsed before they were ratified did not exceed that usually required for the exchange of a large number of ratifications (they came into force on December 14th, 1926).

A large number of amendments were submitted to States for their ratification on June 15th, 1929, and, on this occasion also, the CINA, before drawing up the texts of those amendments, consulted non-acceding States, which were convened at its request to a Conference held from June 10th to 15th, at which nearly all Powers possessing a large number of aircraft were represented. In addition to the parties to the Convention, the following countries sent representatives : Germany, United States of America, Austria, Brazil, China, Colombia, Cuba, Spain, Estonia, Finland, Haiti, Hungary, Luxemburg, Norway, Panama, Switzerland, Venezuela.

All the decisions of the Conference were accepted by the CINA. The great majority of the States concerned have now ratified the whole of these amendments.

#### 2. *A Commission for the framing of Technical Regulations.*

As a marked exception to the rules generally recognised, the CINA is entitled on its own authority to amend the Annexes to the Convention, which have the same effect as the Convention itself (Article 39) and which deal, not with minor details of execution, but with technical questions of considerable importance.

The original text of Article 34 read as follows :

“ *Article 34.* — Any modification of the provisions of any one of the Annexes may be made by the International Commission for Air Navigation when such modification shall have been approved by three-fourths of the total possible votes which could

<sup>1</sup> *Revue aéronautique internationale* for September 1931, page 7.

be cast if all the States were represented. Such modification shall become effective from the time when it shall have been notified by the International Commission for Air Navigation to all the contracting States.”

In 1922, at the same time as it amended, in virtue of the procedure referred to in the previous paragraph, the method of representation and voting powers of States, the CINA modified the above rule, and this amendment also came into force on December 14th, 1926.

The three-quarters majority must now include at least three of the following five States: United States of America, the British Empire, France, Italy and Japan.

However, this rule was also criticised, and, as the outcome of the 1929 Conference, a new text of Article 34, abolishing this singling out of certain Powers, was submitted to States for ratification. It provides that the majority must be three-quarters of the total votes of States represented at the session, and two-thirds of the total possible votes.

There is thus a marked tendency towards the granting of equal voting powers to all States and towards greater facility for the revision of texts.

The CINA makes constant use of the essential right conferred upon it. The text of the annexes is frequently amended to keep pace with technical developments.

Hence the contracting States, after affirming their absolute sovereignty in the air space above their territory, have actually handed over to an international authority an important part of their rights of supervision over that air space. While they still have the power to authorise or prohibit the establishment of regular air lines, to prohibit flight above such portions of their territory as they may indicate and to fix routes, the conditions of flight are to a large extent determined by the CINA. For instance, it is the CINA which decides what aircraft shall be obliged to carry wireless apparatus and the conditions under which this must be installed. The CINA also fixes the general conditions of air navigation to which national regulations must conform. It likewise specifies the minimum qualifications necessary for obtaining certificates of competency as pilots (which must be accepted by all the other contracting States).<sup>1</sup> In addition, it specifies the conditions under which certificates of airworthiness will be issued for each aircraft, and, lastly, it regulates the operation of certain general services which are useful or essential from the point of view of the satisfactory functioning of air navigation.

It would take us a long time to draw up a complete list of the questions dealt with by the CINA, as, we have already stated, the number of its resolutions exceeds 600. We will therefore merely mention the principal problems to which it has devoted its attention, according to the list given by M. Roper, the Secretary-General:

The fixing of the minimum requirements for the issue of the certificate of airworthiness with which every aircraft engaged in international air navigation must be provided;

The determination of the methods of employment of wireless apparatus carried on aircraft (Article 14 of the Convention);

The publication of maps for air navigation, to be drawn in a uniform manner for all countries;

The standardisation of the documents carried by aircraft, with a view to simplifying the formalities which the air journey involves;

The regulation of lights and signals and the framing of the rules of the air;

The standardisation of the models of certificates of airworthiness, certificates of competency and licences, so as to permit of the rapid identification of the holders, in whatever language the documents have been drawn up;

The standardisation of the terms and symbols used in aeronautics, with a view to facilitating international discussion and the translation of reports, surveys, etc.;

The exchange between the contracting States of all national legislative texts relating to air navigation;

The medical examination of aircraft pilots;

The organisation of first-aid chests on board aircraft;

The illumination of aerodromes at night;

The adoption, for purposes of calculation, of an international standard-atmosphere;

Transport prohibited to aircraft;

The institution of navigators' certificates and meteorologists' certificates;

The composition of the operating crew of aircraft;

The collection and communication of meteorological information;

The standardisation of the requirements with which material used for aeronautical construction must comply;

The suitability of women as pilots;

Enquiries into accidents to aircraft abroad;

The adoption of a wireless alarm signal for aircraft;

The compilation, collection and publication of air traffic statistics;

<sup>1</sup> Except where the certificate has been issued by another contracting State to one of the nationals of the State in question.

The preparation of regulations for the international aeronautical wireless service ;  
The age-limit of the operating crew of aircraft. <sup>1</sup>

A list of the principal questions to be dealt with at the next session is given below :

Further regulations concerning the minimum requirements for certificates of airworthiness ;

Completion of Annex E, Section VI, to the Convention — Medical Requirement, for Air Navigation ;

Revision of Annex F to the Convention — Aeronautical Maps ;

Completion of Annex G to the Convention — Meteorology ;

Air traffic statistics ;

Amendment of Article 16 of the Convention ;

Regulations for the international wireless service for air navigation ;

Revision of Chapter III of the Convention ;

Revision of Annex H to the Convention — Customs ;

Age-limit of members of the operating crew of aircraft employed in public transport ;

Examination of the draft Convention for the medical regulation of air navigation. <sup>2</sup>

### 3. *Arbitration Commission.*

Its functions are defined in paragraphs 4 and 5 of Article 37, which read as follows :

“ . . . Disagreement relating to the technical regulations annexed to the present Convention shall be settled by the decision of the International Commission for Air Navigation by a majority of votes.

“ In case the difference involves the question whether the interpretation of the Convention or that of a regulation is concerned, final decision shall be made by arbitration as provided in the first paragraph of this article. ”

This stipulation strengthens the power of the CINA very considerably, by adding the powers of the arbitrator to those of the legislator ; hence the CINA itself decides the disputes to which its own decisions may give rise.

### 4. *Advisory Organ for Governments.*

These advisory functions are conferred upon the CINA by Article 34 (*g*), which requires it to “ give its opinion on questions which the States may submit for examination ”.

### 5. *Organ for the Collection and Dissemination of Information.*

The Convention provides that the CINA is to act as a central organ for the collection and distribution of information necessary for the satisfactory working of air navigation services. In particular it is the duty of the CINA :

To publish the list of aerodromes in which aircraft are required to land in virtue of Article 15 ;

To publish the reservations and restrictions in connection with commercial transport established by States under Article 16 ;

To publish the prohibitions or regulations established by States in regard to the carriage of photographic apparatus ;

To publish the prohibitions or regulations relating to other transport ;

To publish the special protocols in respect of posts, Customs and other matters contracted by two States parties to the Convention in virtue of Article 36 ;

To collect and communicate to the contracting States information of every kind concerning international air navigation ;

To collect and communicate to the contracting States all information relating to wireless telegraphy, meteorology and medical science which may be of interest to air navigation ;

To ensure the publication of special maps ;

To receive each month from every State a copy of the entries and cancellations of entries made during the previous month in their official registers (of certificates of airworthiness for aircraft).

It is true that only States parties to the Convention are required to send information to the CINA, which in its turn is only obliged to communicate the information it obtains to those States. Actually, however, the information requested is transmitted regularly by a very large number of Governments, and the Commission communicates its weekly

<sup>1</sup> *Revue aéronautique internationale*, September 1931, page 8.

<sup>2</sup> *Revue aéronautique internationale*, September 1931, page 10.

*Bulletin* to them all. Some idea can be formed of the importance of this publication and of the variety of data which it contains by the following description of its *general plan* :

I. *Conventions, Laws, Regulations.* — Conventions, agreements or arrangements relating to air navigation, concluded between the contracting States and non-contracting States, in accordance with Article 5 of the Convention. Conventions between States not parties to the Convention. Special protocols in respect of Customs, supervision, posts and all other matters of common interest in connection with air navigation referred to in Article 36 of the Convention. National laws. National regulations relating to the carriage and use of photographic apparatus in air navigation prohibited zones, Customs aerodromes, prohibited transport, the construction of aircraft, the issue of certificates and licences, the rules of the air, etc.

II. *Register of aircraft.* — Entries and cancellations of entries of aircraft in the official registers of the various States (communications referred to in Article 9 of the Convention).

III. *List of licences* issued by the various States to pilots, navigators, ground engineers, etc.

IV. *Information.* — Notices published by the contracting States in regard to aerodromes and emergency landing-grounds, the condition of those aerodromes, dangerous zones, the establishment or abolition of landing-grounds, the installation or demolition of lighthouses or wireless masts, the price of fuel, special rules for landing to be observed in certain military aerodromes, etc.

Information relating to wireless telegraphy, meteorology and medical science. Official information of every kind concerning international air navigation.

V. *Air traffic statistics.* — Statistics published officially by Governments.

The *Bulletin* shows the scope of the CINA's administrative functions. As an organ possessing legislative and executive powers and the power of judicial settlement, it offers a remarkable example of an international institution governing, in the truest sense of the word, certain domains of civil aviation.

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*Note I.* — The Ibero-American Convention provides for the setting up of an Ibero-American Commission similar to the CINA. This Commission is to enter upon its duties as soon as the majority of the signatory States have ratified the Convention.

This condition has not yet been fulfilled.

The Pan-American Convention does not provide for a Commission endowed with similar powers.

*Note II.* — In addition to the documentary publications of the CINA, mention must be made of the *International Aeronautical Register*, the publication of which was decided upon at an international meeting held at Paris from June 20th to 22nd, 1927, and convened on the initiative of the Veritas Bureau. The *International Aeronautical Register* appears each year and is brought up to date by means of monthly supplements. It contains a list of aircraft which have been duly registered. Applications for classification must be made in writing to the Association concerned, affiliated to the *Register*. The parties making the application are required to comply with the regulations of that Association.

The affiliated Associations are :

The Veritas Bureau.  
The American Bureau.  
The British Corporation.  
The Germanischer Lloyd.  
The Registro Italiano.  
The Japanese Imperial Corporation.  
The Norske Veritas.

*Note III.* — A Mediterranean Aeronautical Conference, to which the French, Italian and Spanish aeronautical services send representatives, is held periodically.

International Aeronautical Conferences are also held regularly, to which representatives were at first sent by France, Great Britain and Belgium, but at which Germany, the Netherlands, the Saar Territory, Switzerland and Czechoslovakia have subsequently been represented.

These Conferences deal with practical problems of co-operation between civil aviations — for instance, the rules to be followed for assisting aircraft which break down in the Mediterranean, meteorological observations in the Mediterranean, measures of safety for crossing the English Channel and other similar problems.

A certain part of their work also comes within the scope of the CINA.

*Note IV.* — International Congresses on Air Navigation<sup>1</sup> have been held at frequent intervals since 1889. They are convened on the initiative of a Government, but are not of the nature of diplomatic conferences. An International Congress on the Medical Requirements of Air Navigation was also held at Paris in 1929 and an International Congress on Safety in Air Navigation at Paris in 1930.

The recommendations made by these meetings cover many important questions, to some of which we shall have to refer in other parts of this report.

## CHAPTER II. — AIR MAIL CONFERENCES.

The Air Commission of the Peace Conference had already considered the necessity of organising, by means of international co-operation, the transport of mail by aeroplanes or dirigibles. It had even contemplated the preparation of a postal convention to be annexed to the 1919 Convention.

On closer examination, however, it appeared that the question was not yet ripe, and it was decided to ask the CINA to undertake further enquiries.

As the CINA, whose time was entirely taken up by other matters, had not examined the question by 1926, the International Chamber of Commerce then suggested to the postal administrations that a special conference should be held with a view to the preparation of an international convention.

The proposal was communicated officially by the postal administration of the Union of Soviet Socialist Republics, and the Conference was convened at The Hague in 1927.

Thirty-eight postal administrations and a number of air navigation companies were represented at the Conference.

Two Conventions were adopted which were to be put into application by the postal administrations as far as possible before January 1st, 1928. Their scope is defined in the report sent by the Conference to the administrations.

### REPORT OF THE AIR MAIL CONFERENCE.

The undersigned delegates to the Conference of The Hague, in submitting to the Offices of the Universal Postal Union the text of the provisions they have adopted, consider it their duty to lay before them the considerations by which they were guided in dealing with the most important questions of principle :

The first aim of the Conference was unification of the surcharges demanded of the public and the simplification of the method of remunerating the transport undertakings. The solution of these questions was seen by all to be the best means of developing and popularising the air mail service.

The opinions of the representatives of the aerial transport companies were heard on the subject, and after long discussions certain results — which it would be well to have more definite — were arrived at.

With regard to the letter-post, the principle of cost of transport in proportion to weight and distance, and of surcharges based on weight and distance in large zones, could as a general rule be accepted ; an exception had to be made for services the working expenses of which were exceptionally high.

The utilisation of air lines for the conveyance of postal parcels, on the other hand, provoked considerable apprehension among the representatives of the transport companies, which no explanations were able to overcome.

In this service, the rates will, temporarily, be fixed by special agreements to be made between the Administrations and the Air Navigation Companies ; the latter have, however, agreed to accept as principle that the transport rates for postal parcels shall not exceed the goods rates.

We may consequently express the hope that on these conditions the codification of the rules to be applied to air-carried parcels will not remain a question of theory, but that it will contribute to the creation and development of international exchanges.

In all essential points the proposed regulations for the aerial transport of correspondence are based on the provisions of the Universal Postal Convention of Stockholm and its Agreements. The new methods introduced are justified by the special nature of the operations or by the necessity for favouring the extension of this new mode of communication.

Certain measures are only recommended temporarily ; this is the case, for example, with the tariff applicable to the settlement of accounts between the Offices, and with the daily verification of the actual weight of correspondence carried, and will cease when the traffic has been stabilised.

The transport of the mails by aeroplane being still in a phase of organisation only and as yet relatively little used, it was not deemed necessary immediately to frame definite regulations which would be binding for all the Offices.

The Conference accepted texts which are to be put into force as far as possible on January 1st, 1928, so that the practical test of the provisions over a considerable period may provide the basis for a new examination of the question by the special Committee of the U.P.U. and facilitate the decisions to be taken by the Congress of London.

The desire of the delegates is that the experiments in question shall be on a large scale.

<sup>1</sup> Before the war, International Aeronautical Congresses.

These measures were subsequently submitted to the Universal Postal Congress held in London in 1929, which approved them almost without modification.<sup>1</sup>

On the initiative of the Belgian Government, another Air Mail Conference was held at Brussels in October 1930.

It was attended by delegates of the postal administrations of Belgium, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain, Italy, the Netherlands, Norway, Sweden and Switzerland, together with delegates of the air administrations of Belgium, Finland, France, Germany, Great Britain, Italy and the Netherlands, and delegates of the International Bureau of the Universal Postal Union.

The convocation of the Conference had been justified by the Belgian Government in the following terms :

“ The transport of the mails by airplane having attained very large proportions in the United States of America, it was thought advisable to study the question from the European point of view.

“ The success which has attended air mail transport in the United States is due chiefly to the following causes :

- “ 1. The transport is performed over great distances ;
- “ 2. The air mails are very widely advertised ;
- “ 3. The air traffic is performed night and day without interruption ;
- “ 4. Regularity is insured by a highly developed lighting equipment ;
- “ 5. The lighting equipment includes apparatus which enables pilots to fly in all weathers and increases the security of the flights ;
- “ 6. There is a uniform air mail fee ;
- “ 7. There are, so to say, no formalities in the use of the air mails ;
- “ 8. The transport of the mails is separate from that of passengers.

“ From the point of view considered, Europe must not offer less than America.

“ Nothing less than a European agreement can bring about a rational organisation of the air mail transport.”

A questionnaire was subsequently drawn up, and after examination by the Universal Postal Union, it was sent to the postal administrations.

The Conference proposed for 1931 was to meet at Brussels in October. Various circumstances made it necessary to postpone the Conference until 1932. However, an important preparatory meeting took place at Prague in June last, at which the postal and air administrations of eleven European countries were represented.

The essential part of the report sent by it to the postal administrations is reproduced below :

“ The most difficult matter laid before the Committee was the possible creation of a system of night services, with the question as to whether these services would be worked all the year round, or if, for the time being, they would be limited to the summer months.

“ The Committee was of opinion that the confidence of the public could only be won by a regular service. Experience has shown that, as things now are, and in face of the climatic conditions of Europe, it is impossible to work a winter service with even approximate regularity.

“ The Committee consequently decided unanimously that any night service must, for the time being, be limited to the summer months, but could be prolonged later on according to the progress made in aeronautic engineering.

“ With regard to the present summer and winter services, the Committee had to examine complaints about the inconvenience arising out of the frequent changes that the air navigation companies make in their time-tables, and the lack of co-ordination in the dates of these changes.

“ It expressed the wish that every administration would take the necessary steps to induce their air navigation companies to reduce the changes in the time-tables to a minimum, to fix if possible only one time-table for the summer and one for the winter, and to arrange that these time-tables come into force on all the lines on the same date.

“ The Conference of Brussels had gone thoroughly into the question of a special air fee. The discussion had shown that some countries favour the principle of the transmission of the ordinary mails by air without special air fee, but that most of the postal administrations are not yet in a position to abolish the air fee.

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<sup>1</sup> The text of these Conventions will be found in the *Treaty Series* published by the League of Nations : The 1927 Convention on the Conveyance of Mails by Air in Volume LXXV, page 7, the Convention on the Transmission of Air Parcels, in Volume LXXV, page 39, the Universal Postal Convention relating to air transport in Volume CII, page 509.

“ The Preparatory Committee confirmed the resolution of Brussels which left each administration free to maintain or to abolish the special air fee as it deemed best, subject to the consent of the countries of transit.

“ The principle of adopting a uniform air fee applicable to the whole of Europe gave rise to a lengthy discussion.

“ With a view to conciliating the various points of view, the Committee finally resolved to recommend the institution of a uniform air fee not exceeding 15 gold centimes per unit of weight, with liberty to reduce the air fee normally charged, on correspondence with neighbouring countries.”

“ Other points :

“ (a) *Essential.* — Efforts should be directed to finding out the best means for having the air mails delivered by the first delivery rounds.

“ (b) *Important.* — In certain cases it might be preferable to make use of afternoon deliveries.

“ In such cases the countries should notify, for each delivery, the interval between the arrival of the airplane at the aerodrome and the time of the delivery.”

Certain difficulties of procedure having arisen, it was decided to divide the work into two different parts : the first interested exclusively the representatives of the postal administrations, while all the members of the Conference participated in the second part.

During the first part of the work, the importance of the problem of air mail transport for distances of 1,000 kilometres or more was recognised.

The following decisions were taken :

1. Each postal administration is at liberty to send correspondence for which it charges no special fee, by day or night flights and without obtaining the consent of the countries of destination, on the following conditions : (a) of paying to the latter any extraordinary expenses resulting therefrom, (b) of previously notifying the transit countries, (c) of coming to an agreement with the postal administrations concerned as to the special conditions for sending the correspondence in question (making up of special mailbags, etc.).

2. The countries of destination are the sole judges of the steps to be taken for the delivery of such correspondence ; they are not bound to have it delivered by the first delivery round that takes place after the arrival of the airplane.

3. The responsibility for the loss of registered articles carried by airplane, but for which no special air fee is charged, is the same as for the loss of those for which an air fee is paid.

During the second part of the work an interesting report was read on the development of the air mail in the United States. After discussion, the following questions were retained for consideration at a further conference :

1. To request the European postal administrations to fix the average weight of letters and postcards addressed to the different important cities of Europe, which it would be advantageous to have carried by air.

2. Means of propaganda that might be suggested.

3. Creation of a European system of air mail lines, and the co-ordination of the time-tables.

4. Co-operation of aviation with the already existing means of communication by land and sea.

5. Creation of appropriate lighting equipment.

6. Air mail fees.

7. Improvement of the conditions for posting air mail matter.

8. Is it advisable or not to have the mails carried by special airplanes used solely for correspondence to the exclusion of passengers, goods, etc.?

9. The best system of co-operation for obtaining an efficient international working of the air mail lines.

For the purpose of increasing the air traffic, some administrations proposed the adoption of a scale of weight of ten grammes. Others, on the contrary, laid stress on the inconvenience that the adoption of such a scale would give rise to. They pointed out that this reduction might result in a diminution of the weight really transported and, as a consequence, induce the companies to demand higher rates of transport. Some administrations also mentioned advantages that would follow the adoption of the scale of weight fixed by the Postal Convention for letters, at least on European air lines where the special air fees are relatively moderate.

The question having been put to the vote, the Committee decided by 6 votes to 4 to maintain the 20 grammes scale of weight.

A request was presented to the Committee by the IATA that the transport rates for the European lines might be raised. The IATA suggested a tariff of 10 or 12 centimes. The Committee was of opinion that, under present conditions, it would not be advisable to raise the rates, as that would of necessity tend to raise the air mail fees and be followed by a falling-off in the amount transported. Such a measure would harm both the development of the air mails and the interests of the air navigation companies. The Committee decided unanimously to reject the demand of the IATA.

As regards the time-tables for the air services, it was found impossible in certain cases to combine a late start with an arrival that would allow of the air mails being delivered in the morning. The Committee was of opinion that in these cases more importance should be given to the time of arrival.

The Committee then proceeded to examine the most important part of its tasks, namely the possibility of creating a specifically postal system of air lines.

In reply to a questionnaire sent to the Administrations, concrete projects had been worked out, especially by the German and French Administrations, which projects served as basis for the discussions. A suggestion was made by Great Britain, tending to limit the elaboration of a detailed plan, in the first place, to the creation of a system of night air mails between the large cities of Central Europe.

After a minute discussion, a common plan presented by the German and French delegations was examined by the Committee. This plan was examined in detail and modified so as to satisfy the wishes of the various Offices. The discussion showed that the air lines in question were of two kinds :

(a) Existing lines, including those which already have, or will in the near future have, night services ;

(b) An ideal system answering the needs of the post, but the creation of which cannot be undertaken in the immediate future.

A long exchange of views disclosed the postal, technical and financial difficulties that the integral execution of the plan, as foreseen, would entail. The Committee consequently instituted a Sub-Committee charged with the task of examining :

1. A system of night services for Central Europe necessitating the establishment of new services ;

2. The manner of linking up the central system with the rest of Europe by means of the existing lines.

The Sub-Committee (see Annex No. 1) unanimously adopted a plan for a general postal system, to be carried out in stages, in a certain number of years ; this plan might serve as a guide for the establishment of the lines foreseen by certain countries for the near future (see Annex 2).

The establishment of a limited plan had, however, to be given up. The Sub-Committee was of opinion that the elimination, *a priori*, of a large number of European countries was not desirable.

The Committee adopted the plan worked out by the Sub-Committee and decided to send it to the European administrations as being a general system which, once in working order, would secure air correspondence between all the countries of Europe and considerably accelerate the mails.

The Committee recognised that, before presenting this plan for the examination of the Conference of Brussels, it would be necessary to find out to what extent and under what conditions the creation, in the near future, of at least part of the general system could be contemplated.

As things are at present, the creation of a specifically postal system of air lines is out of the question. The costs of working air lines are in fact very heavy and, except in a few cases, they cannot be covered by the receipts derived from the transport of the mails. Therefore the receipts derived from the transport of passengers, goods, etc., and the subsidies granted by the Governments of various countries have to be taken into consideration.

The Committee is of opinion that, although it submits its general plan to the European Conference, its detailed suggestions should be accompanied with as complete information as possible about the conditions in which the plan could be executed.

It consequently proposes to adopt the following manner of proceeding :

In the first place, the general plan, as now prepared, will be sent to all the European administrations by the International Bureau, with the request to supply this Bureau, not later than August 1st, with an estimate of the weight of air mails to be carried by the various services. This estimate should be made separately for every country of destination. If there are several lines between two countries, the information must be kept separate for each line. A questionnaire, forming Annex 3, was prepared for each administration.

When once in possession of this information, which will be distributed by the International Bureau as rapidly as possible, each Administration will be able to calculate, as far as its own services are concerned, the probable receipts to be expected from the transport of the mails.

Each administration will immediately come to an agreement with the Air Ministry of its country as to the choice of the air navigation companies to which the services shall



be entrusted, the examination of the technical questions and the regulation of the question of subsidies. The results of these measures must likewise be communicated to the European administrations by the International Bureau to which they must be sent not later than October 1st, in order that they may serve as basis for the deliberations of the Conference of Brussels.

The Preparatory Committee is of opinion that the Conference of Brussels should meet as soon as possible after the aforesaid information has been received.

The Belgian Postal Administration will arrange with the International Bureau the exact date for the Conference of Brussels. When notifying this date, the International Bureau will request the Administrations interested to make the necessary arrangements with the air ministry of their respective countries.

In presenting its plan for the creation of a general system of air lines for Europe, the Preparatory Committee of Prague is well aware that, in the present state of affairs, the execution of the plan will probably encounter difficulties of all kinds, at least in some countries. It reckons, however, that, thanks to the co-operation of all the countries interested, these difficulties may gradually be surmounted, and it hopes that, by placing the first landmarks of a rational organisation of European air lines, it may have contributed its part towards the development of postal aviation.

The Committee also dealt with the question of the costs of the European Aero-postal Conference and decided that they should be borne by the European countries only, but that the documents relating to the Conference should be distributed free to all the countries of the U.P.U. according to the number fixed by Article 82, section 3 of the Regulations of the Universal Postal Convention.

#### Annex 1.

##### REPORT OF THE SUB-COMMITTEE.

(*Rapporteur* : M. MAINGUET, French delegate.)

The Sub-Committee, under the chairmanship of M. Prochazka, in its first two sittings and after lengthy exchange of views, prepared a general plan of air mail lines connecting the European capitals and principal centres of industry.

It considers that this plan, the execution of which will inevitably be spread over a fairly long period, may be taken as a guide by the countries called upon to participate in the constitution of the air mail system.

Desirous of responding to the repeated suggestions of the Chairman of the Preparatory Committee, the Sub-Committee sought in two other sittings to draw up a limited plan to include only a small number of the great international lines. The difficulty of drawing up this limited plan without a preliminary examination of the conditions for executing it — an examination that can only be undertaken after the administrations themselves have carefully examined them — decided the Sub-Committee not to pursue its object. It seemed preferable that the complete plan should be laid before the Committee to serve as a basis for studying the lines indicated, with a view to their future execution.

#### Annex 2.

##### PROPOSED SYSTEM.

(The annex consists of a diagram which it was not considered necessary to reproduce here.)

It will be found in the volume of maps annexed to the documents of the Conference.

International Bureau of the Universal Postal Union, Berne, 1931.

#### Annex 3.

##### QUESTIONNAIRE CONCERNING THE AIR MAIL SERVICE TO BE ANSWERED BY THE EUROPEAN ADMINISTRATIONS.

1. Countries of destination (in alphabetical order).<sup>1</sup>
2. Total daily weight (L.C.) of the mail sent by the ordinary routes to the countries mentioned in No. 1.
3. Proposed times of departure of aeroplanes on each line (see proposed system).
4. Probable percentage of the air mail (%).
5. Estimate of the daily weight (L.C.) of the mail which may be carried by air at the times indicated in No. 3.

<sup>1</sup> When the air mail for extra-European countries is liable to be carried in transit over a European country included in No. 1, the weight of this mail should be added to that of the mail intended for the country in question.



so essential as that of night flying, the consent of Governments to mark out the routes must be obtained, a number of other measures have to be taken by different authorities and even, as we shall see later, the co-operation of the postal authorities, to whose rôle we have already referred more than once, is required.

Thus, the IATA cannot carry on its work without the help of other aeronautical organisations. Moreover, the directors of companies are realising more and more every day that in all air matters their opinion needs to be taken into account, and that in many cases their interests have to be defended. Consequently, nearly all questions to be dealt with at other sessions, meetings or conferences are beginning to appear regularly on the programme of its sessions, and it is becoming customary for the IATA to be represented at them all. It discusses legal problems, such as compulsory insurance, as well as purely technical problems. There is often a striking parallelism between the enquiries undertaken by its sub-committees and those of similar bodies set up by various conferences.

Some idea of the variety of the work of the IATA can be gained from the decisions taken at its twenty-sixth session :

*Statistics.* — The General Reporter drew up statistical tables showing, for companies members of the IATA, the results of air traffic during 1930.

As regards the form of these statistics, the IATA decided that :

1. In the case of passenger statistics, "paying passengers" must include, not only those who paid the full fare, but also those who paid a reduced fare. All passengers, however, who have been transported free are excluded from the statistics ;
2. From now on, the statistics concerning air mail and post parcels carried must figure in ton-kilometres.

*General Conditions of Carriage.* — The IATA made certain alterations in the "General Conditions of Carriage"<sup>1</sup> adopted by it at Antwerp in 1930 and decided to publish "directions" for the use of the forms annexed thereto.

*Air Mail.* — M. Wronsky submitted a report on the findings of the Prague Air Mail Conference. The IATA decided to continue the examination of the items on the agenda of the air mail conferences<sup>2</sup> and to instruct its Postal Committee to prepare proposals for submission to the Air Mail Conference to be held at Brussels in October 1931.<sup>3</sup>

*Combined Transport : Air-Rail-Goods.* — The IATA asked its Reporters to pursue their investigations in conjunction with the competent sub-committee of the International Railway Union.

*Combined Transport by Air and Rail for Passengers and Baggage.* — The IATA reached the following decisions :

A. — The members of the IATA, in signing the contracts concerning the combined air rail service for passengers and baggage accepted at Antwerp, can make the following reservations :

(a) That each air traffic company will have the right to refuse subsequently to pay the requisitions issued by another air traffic company which fails to comply with its obligation in this matter, if the railway administration of the country of the former company agrees with such a stipulation.

(b) That each air traffic company will have the right to invite the railway companies to refuse the acceptance of requisitions issued by a foreign air traffic company which fails to reimburse all amounts that the company itself has paid to the railway companies against the requisitions of the foreign air traffic company.

(c) That the present Convention will take effect only after the air traffic company concerned has concluded a contract with the railway administration of its own country and after this Convention has been adopted by the International Railway Union in plenary session.

B. — The Convention concerning the combined air rail service for passengers and baggage accepted in Antwerp, will enter into force on March 1st, 1932 : at first only for those members of the IATA who have deposited the Convention duly signed, before this date, at the Central Office of the IATA and who have concluded a convention with the railway administration of their own country, at the same time giving notice to the Central Office of this fact. The Convention will be only applicable for those members of the IATA who have fulfilled these conditions and only for requisitions issued by its members. Subsequent adhesion depends on the accomplishment of the same formalities. The Central Office will decide in this case as to the coming into operation of the adhesion.

*Changes in Time-Tables.* — The IATA requested the Time-Table Conference to examine the possibility of reducing to a minimum the number of changes in time-tables.

<sup>1</sup> These "General Conditions of Carriage" were published in the *Information Bulletin* No. 14 of the IATA.

<sup>2</sup> See page 26.

<sup>3</sup> This Conference was postponed until the beginning of 1932.

*Code for Inter-Company Messages.* — After being adopted by the International Aeronautical Conferences,<sup>1</sup> the IATA Code for inter-company messages was abolished in March 1931 by the Thirty-second Conference, which decided to go back to the Bulox Code; the IATA accordingly decided to request its companies to urge the representatives of their air administrations on those Conferences to see that the IATA Code is again brought into use.

### C. *Report on Night Air-Mail Lines.*

It is quite out of the question to attempt to summarise in this report the work of the twenty-seven sessions of the IATA, which have had hundreds of problems on their agenda.<sup>2</sup>

We will accordingly confine ourselves to studying in some detail one of the reports submitted, in view of its importance and very close bearing on the work of the Air Mail Conferences already referred to and on the work of the League of Nations, with which we shall deal later.

This report by M. Florman (of the Air Transport Company of Stockholm) deals with the essential problem of night air-mail lines.

After stressing the importance from the point of view of the companies of obtaining a new clientèle by means of the organisation of night services for the conveyance of mail, he goes on to say that :

“ In order to make the night air-mail service as remunerative as possible and to obtain the maximum amount of traffic, the work must be organised on an international basis and *close co-operation must be established, not only between the air transport companies and post offices, but also between the latter.*”

In order to form an exact idea of the commercial prospects of this service, the author considers that a definite reply must first be given to the following three questions :

1. What are the quantities of first-class mail the exchange of which may be anticipated between European countries in cases where the mail of one country cannot reach the other *in a single night* by the ordinary means of communication, assuming that the whole of the mail of this category is sent by air without a surcharge?
2. What are the economic possibilities of the organisation of a night mail service of this description from the point of view of the air traffic companies ?
3. What economic sacrifices would be imposed upon the various postal administrations if this programme were carried out ?

On all these points the author gives remarkably explicit replies.

He found in the statistics of the international postal service the number of letters and postcards sent from and to each of the countries covered by his enquiries. By careful examination, he ascertained in each case the approximate number of letters and postcards which it would not be advantageous to send by air.

Taking the average gross weight of each letter as 11 grammes, he was thus able to ascertain the average daily weight of the mail which would be sent from each of those countries to each of the others.

By pursuing his enquiries still further, he also ascertained the weight to be carried from each important town to every other important town.

He then drew a diagram of the lines which might be used for this traffic, fixed the exact times of departure for each aeroplane on each line and took as a basis a commercial speed of 180 kilometres an hour. He thus ascertained :

The revenue from each line on a conservative estimate of the receipts. On the whole the result was encouraging.

He was then able to determine within what part of Europe letters sent from any large centre on the previous evening could be delivered to any other large centre on the following morning.

This area is bounded by a line enclosing London, Copenhagen, Oslo, Stockholm, Tilsit, Warsaw, Vienna, Bâle and Paris.

In a final table he estimated the time which would be saved in each case. This is usually considerable and in some cases extraordinary. For instance, a letter leaving London by air on Monday evening could be delivered at Helsingfors on Tuesday morning, whereas at present it does not get there until Thursday morning.

M. Florman concludes his report as follows :

“ In view of the foregoing facts, I venture to propose that the air transport lines affiliated to the IATA should endeavour to interest the post offices of the various countries in the scheme outlined above and should obtain their co-operation. I also propose that wherever the support of the post offices is enlisted, lines should be organised and equipped by the Governments and air transport undertakings concerned. *Close collaboration between the various air transport undertakings is essential and they should not be allowed as hitherto to act more or less independently.*”

<sup>1</sup> See *Revue aéronautique internationale*, No. 1, September 1931, page 18.

<sup>2</sup> The proceedings of all these sessions from the eleventh onwards have appeared in the *Information Bulletin* published by the Central Office of the Association (The Hague).

During the discussion which followed the reading of his report, M. Florman said that it was absolutely essential, if civil aviation was to progress on sound lines, that the services rendered by it should be increased and that it should not continue to rely chiefly on Government subsidies for its means of existence. He went on to say :

“ For the moment we all enjoy more or less important subsidies from our respective Governments. But the time is bound to come, in five, ten or fifteen years, when those Governments will grow tired of our repeated appeals to their generosity and will reply: ‘ What is the use? Is air traffic really necessary? Why should we continue to subsidise from year to year an air passenger service which has proved incapable of yielding an economic return? ’ Believe me, the day will come when we shall be glad to prove that from one point of view at least our traffic has rendered *real service* and has been appreciated by the public at large.”

The IATA decided to refer the report to its Postal Committee, assisted by experts, who would be asked to study the important problem of the establishment of lighting equipment which would permit of night flying under satisfactory conditions.

## CHAPTER II. — DIPLOMATIC CONVENTIONS OF A COMMERCIAL CHARACTER.

A large number of bilateral conventions grant certain advantages either to specified companies or to companies to be specified later by the contracting States. For instance, the privilege of flight over their territory is accorded to those companies under certain conditions and usually in return for a similar concession to companies of the other State. In many cases, companies of the two nationalities have the right to operate the same lines, and the agreement thus involves a certain measure of co-operation between those undertakings for the operation of a given line. In other cases, this co-operation is expressly provided for or even required.

The stipulations in question are sometimes inserted in a bilateral convention of a more general character ; at other times they form the subject of separate instruments.

It is not possible here to analyse or even to draw up a list of all these agreements. We will merely give as examples the most characteristic provisions of some agreements of different types.

### A. *The Anglo-Greek Convention of April 7th, 1931.*

The chief object of this Convention is to grant to the English air transport companies operating the English air services between the United Kingdom and Africa or Asia the right to fly over Greek territory under the conditions stipulated in the agreement, and to Greek air transport companies the right to establish regular seaplane services to Malta and Cyprus and to use the landing places.

The principal provisions are given below :

“ *Article 3.* — I. The British air transport companies operating the air services between the United Kingdom and Africa and Asia shall have the right to fly over Greek territory in accordance with the provisions of the present Convention.

“ II. The British air services, in crossing Greek territory, may follow any or all the following routes, that is to say, the route Yugoslavia-Salonica-Athens and beyond, the route Italy-Athens and beyond and the route Malta-Athens and beyond.

“ III. For the purpose of operating the British air services, the British air transport companies shall be entitled to use the landing places at Salonica, Athens, Corfu, Mirabella, Candia, Suda Bay and Navarino, and for the Malta-Athens route, Ithaca and Patras.

“ IV. In the event of a British air transport company desiring to operate one of the routes specified in paragraph II of this Article instead of or in addition to one of the others, a notification to that effect shall be made to the Greek Government by the company at least a week before commencing the operation of that route.

“ V. In the event of any meteorological stations announcing, or of the pilots judging, that flight is impossible on any route along which the British air transport companies are or may be permitted to operate, British aircraft may follow the route by Navarino-Suda Bay or the route Sofia-Istanbul-Salonica-Athens, as the case may be.

“ *Article 4.* — The Greek air transport companies shall have the right to establish and to operate regular seaplane services to Malta and Cyprus and for that purpose to make use of the landing places at Kala Mistra and the eastern side of Marsascirocco Bay at Malta, and a commercially practicable seaplane station in Cyprus to be agreed upon between the competent aviation authorities of the High Contracting Parties.

“ *Article 5.* — The air transport companies shall have the right to operate such other routes and to utilise such other landing places as may from time to time be agreed upon, either instead of or in addition to those specified in the preceding articles.

“ *Article 7.* — I. Subject to the provisions of Article 6 (I) of the present Convention, aircraft may embark and disembark mail, passengers and goods at any landing place.

“ II. Nothing in the present Convention shall affect the rights of either High Contracting Party under Articles 16 and 17 of the Convention for the Regulation of Aerial Navigation of October 13th, 1919; provided, however, that the British air transport companies may embark passengers, goods and mails at any air station in Greek territory situated on a route along which those companies are or may be permitted to operate in accordance with the provisions of the present Convention, for carriage to another such air station, so long as those stations are not connected by a Greek air service.”

#### B. *Græco-Polish Convention of April 22nd, 1931.*

This concerns the granting by each Government, to a company coming under the other, of the right to operate a specific line, each Government reserving the right to designate the company of its nationality to which the other is to accord operating rights.

Agreement between the operating companies is expressly stipulated.

The following are the main provisions of the treaty :

“ *Article 1.* — The Government of the Greek Republic will grant to a Polish air navigation enterprise, to be designated by the Polish Government, the authorisations necessary for the operation on Greek territory of the line of air communication :

“ Salonica-Sofia-Bucharest-Lwow and *vice versa*.

The Government of the Republic of Poland will grant to a Greek air navigation enterprise, to be designated by the Greek Government, the authorisations necessary for the operation on Polish territory of the line of air communication :

“ Lwow-Bucharest-Sofia-Salonica and *vice versa*.

“ *Article 2.* — The conditions of operation of the line mentioned in the preceding Article shall be defined in an agreement to be concluded by the competent Aeronautical Administrations of the two High Contracting Parties.

“ *Article 3.* — The establishment of air lines crossing the territories of the two High Contracting Parties, other than those referred to in Article 1 of the present Convention, may be effected in virtue of an agreement between the two High Contracting Parties.

“ All the stipulations of the present Convention shall be equally applicable to such new air lines.

“ *Article 4.* — The itineraries of the air lines, the points between which the frontiers may be crossed, and the Customs aerodromes, shall be fixed by each of the High Contracting Parties within forty days from the date of the signature of the present Convention, and at least one month prior to any change.

“ *Article 11.* — The concessionary enterprise, designated by one of the High Contracting Parties, shall employ in its service in the territory of the other Contracting Party Polish and Greek nationals only.

“ The employment of nationals of third-party States shall be allowed only on previous authorisation accorded to the enterprise concerned by the competent Aeronautical Administration of the other Contracting Party.

“ *Article 12.* — Each concessionary enterprise shall be required to transport air mail on conditions fixed by an agreement which will be concluded between it and the Postal Administration of the other Contracting Party on the basis of a previous arrangement between the Postal Administrations of the two High Contracting Parties.”

#### C. *Austro-Yugoslav Agreement of March 1st, 1930.*

This also concerns the concession of a single line operated by two companies, one designated by each of the contracting Governments.

It differs, however, from the foregoing Convention by the absence of certain important provisions and the insertion of certain others.

The main provisions are as follows :

“ 1. The Austrian Federal Government for the duration of the validity of the present Agreement will, in so far as Austrian territory is concerned, permit the aircraft employed by a single air navigation company authorised by the Government of the Yugoslav Kingdom, to fly over its territory and to transport passengers, goods or periodicals in so far as relates to traffic between Vienna and Belgrade with intermediary landings at Graz, Zagreb and optionally at Maribor.

“ 2. The Government of the Yugoslav Kingdom for the duration of the validity of the present Agreement will, in so far as Yugoslav territory is concerned, permit the aircraft employed by a single air navigation company authorised by the Austrian Federal Government, to fly over its territory and to transport passengers, goods or periodicals, in so far as relates to traffic between Belgrade and Vienna with intermediary landings at Zagreb, Graz and optionally at Maribor.

“ 3. The air navigation company referred to in paragraph 1 shall be designated freely by the Government of the Yugoslav Kingdom without its being required to come to an understanding on the subject with the Austrian Federal Government, and the air navigation company referred to in paragraph 2 shall be designated freely by the Austrian Federal Government without the necessity of a previous understanding with the Government of the Yugoslav Kingdom.

“ 4. In the event of the Austrian air navigation company, without any fault on its part, being prevented by a measure of the Yugoslav Government from exercising the rights on Yugoslav territory granted to it under the authorisation of the Yugoslav Government, the Austrian Federal Government reserves the right to revoke the authorisation to the Yugoslav air navigation company in respect of Austrian territory.

The Yugoslav Government reserves reciprocally the same right as regards the Austrian air navigation company.

“ 7. The Contracting Parties agree that, with a view to ensuring the prompt application of the provisions of the present Agreement, the competent authorities of each of the two States shall concert and correspond direct on the subject of the said provisions without passing through the ordinary diplomatic channels.”

(The sections in question are those of the common frontier which may be crossed.)

#### D. *Franco-Polish Agreement of August 2nd, 1930.*

This concerns the operation of several lines, a particular feature of the agreement being that those lines cross the territory of third Powers.

The following are the main provisions :

“ *Article 1.* — The Government of the Republic of Poland accords to the Government of the French Republic the authorisation to cause to be operated in its territory by the French air companies which the French Government shall designate, the following air lines :

- “ Paris - Berlin - Poznan - Warsaw, with stoppages at Poznan and Warsaw.
- “ Paris - Strasburg - Prague - Warsaw, with stoppage at Warsaw.

“ The Government of the French Republic accords to the Government of the Republic of Poland the authorisation to cause to be operated in its territory by the Polish air companies which the Government of the Republic of Poland shall designate, the following air lines :

- “ Warsaw - Poznan - Berlin - Paris, with stoppage at Paris.
- “ Warsaw - Prague - Strasburg - Paris, with stoppages at Strasburg and Paris.

“ *Article 2.* — It is understood that each of the High Contracting Parties will make it its particular business to obtain authorisations for passage on the part of States whose territory will be flown over on these lines.

“ Each of the High Contracting Parties undertakes, however, to support and to favour any action of the other High Contracting Party tending towards the establishment of air connections between the two High Contracting Parties, or other connections which may be established in a common and reciprocal interest and which pass over the territory either of the Contracting States or of third-party States.

“ *Article 8.* — The authorised companies shall be required to convey air mail on the conditions laid down in the agreements which shall be concluded between these companies and the postal administrations of the two High Contracting Parties on the basis of a prior arrangement between the two administrations.”

*“ Protocol of Signature. ”*

“ Ad *Article 1.* — Subject to the observance of the regulations in force in the territories of each of the High Contracting Parties, the authorised companies shall be entitled to effect all commercial transport (goods, passengers, mail) between the stopping-places situated in the territory of each of the High Contracting Parties and the stopping-places situated in foreign territory, mentioned in the Convention.

“ It is understood that the operation of the Berlin - Warsaw section of the Paris - Berlin - Poznan - Warsaw line may be undertaken only after the establishment by the Government of the Republic of Poland in agreement with the Government of the Reich, of an air line operated on the same section by the Polish company.

“ The Polish Government undertakes, after the conclusion of an agreement with the Government of the U.S.S.R., to examine sympathetically any request that may be made by the French Government to extend the French air system eastward beyond Warsaw, and at that time the French Government will favour the extension westward beyond Paris of the Polish air system.

“ Ad *Article 2.* — The French Government declares that it is not opposed to the operation by a Polish company of the Bucarest - Constantinople air line.

“ The French Government takes note of the intention of the Polish Government to prolong the Warsaw - Bucarest air line to Sofia and Salonica.

“ The Polish Government declares forthwith that it is not opposed to the *Compagnie Internationale de Navigation Aérienne* ceding eventually, with the concurrence of the French Government, to a French company whose designation will be submitted to the acceptance of the Polish Government, the rights and obligations resulting from the contracts it made with the Polish Government on July 21st, 1921, and July 16th, 1927, the second of which expires on July 21st, 1931.

“ Furthermore, it consents in principle, on conditions which will be determined in due time by the Polish and French aeronautical authorities, to the renewal of the concession forming the subject of the said contracts, it being understood that the renewal will be effective in favour of the French company designated in the last preceding paragraph. The negotiations between the two High Contracting Parties relative to the renewal will commence prior to January 1st, 1931. ”

*E. Agreement between Austria and Italy of May 11th, 1928.*

This agreement, while organising immediate co-operation between the aviations of the two countries, also contains provisions, like several of the agreements already referred to, designed to facilitate the establishment of a wider system, extending far beyond the national territories.

The most characteristic passage is as follows :

“ 3. The authorisation of the Federal Ministry of Commerce and Communications mentioned in *I(b)* shall be granted on condition that the Royal Air Ministry guarantees that the time-table of air communications between Venice and Rome shall be established in such a manner as to permit of the flights mentioned in *1(b)* and *2(b)* being effected by machines of the Italian and Austrian undertakings respectively in the same day, before nightfall, between Vienna and Rome via Venice.

“ The authorisation of the Royal Air Ministry mentioned in *2(b)* shall be granted on condition that the Federal Ministry of Commerce and Communications shall endeavour, in respect of the flights mentioned in *1(b)* and *2(b)*, to render possible communication in the same day between Berlin and Rome via Vienna and Venice. For this purpose, the Federal Ministry of Commerce and Communications undertakes to render possible the above-mentioned communication in the same day between Berlin and Rome by obliging the Austrian undertaking to establish its time-table in such a manner as to guarantee the necessary international connections with Berlin, unless the Federal Ministry of Commerce and Communications is prevented from so doing by serious and obvious difficulties of an international nature.

“ The Federal Ministry of Commerce and Communications similarly undertakes to oblige the Austrian company operating the Graz-Budapest route to adopt a time-table in which regard is had to the landings of the Italian company at Graz.

“ It is agreed that each of the two undertakings operating the services mentioned in (1) may employ for these services aeroplanes of the type which it considers most suitable.

“ Unless otherwise agreed by the air authorities of the two States, the summer time-table is understood to mean the summer time-table fixed from time to time by the International Air Traffic Association (IATA). ”

*F. Special Convention between Spain and France of March 22nd, 1928.*

Apart from the usual clauses, this Convention contains a clause providing not only for co-operation between the operating companies but for their amalgamation in a Franco-Spanish company.



The chief provisions are as follows :

“ *Article 1.* — The Spanish Government accords to the French Government the authorisation to have operated over Spanish territories, by companies which the French Government will designate, the commercial air lines indicated below :

“ 1. Line from Perpignan to Dakar and to Oran, via Perpignan, Barcelona, Alicante (junction for Oran), Malaga, Casablanca, Agadir, Cap Juby, Villa Cisneros, Port-Etienne, Dakar, with optional stoppages at all these places.

“ 2. Line from Marseilles to Algiers with optional stoppages in the Bays of Palma de Mallorca, Pollensa or Alcudia, according to atmospheric conditions, or in any other national seaplane station in the Isle of Majorca open for commercial traffic.

“ *Article 2.* — The French Government accords to the Spanish Government the authorisation to have operated over French territories, by companies which the Spanish Government will designate, the commercial air lines indicated below :

“ 1. Line from Spain to Spanish Guinea and the Canary Islands, along the west coast of Morocco as far as Cap Juby (junction for the Canaries); thence along the west coast of Africa as far as Guinea.

“ 2. Line from Barcelona to Geneva via Marseilles and Lyons with optional stoppages in these two towns.

“ *Article 3.* — The two High Contracting Parties will endeavour to establish as soon as possible a Paris-Madrid air connection via Bordeaux to be operated by a Franco-Spanish Company. Until such time as the operation can be thus effected by a Franco-Spanish Company, each High Contracting Party shall be entitled to have this connection effected by a company of its own nationality.”

Provisions with regard to the possible amalgamation of the operating companies are also contained in the Italo-Spanish Convention of August 26th, 1929.

Attention may be drawn in particular to Article 11, which reads as follows :

“ *Article 11.* — If when the service is in operation the two concerns consider it desirable to amalgamate on the basis of complete equality, the two Governments may authorise their amalgamation, on the recommendation of the concerns themselves.”

G. *Convention relating to Air Mails between the Imperial Government of Persia and the Government of the U.S.S.R.*

This Convention provides for the conclusion between the operating organisations of an agreement wider than that generally provided for and dealing to some extent with other subjects.

The chief provisions are as follows :

“ *Article 1.* — The Government of Persia of the one part, and the Government of the U.S.S.R. of the other part, declare themselves in agreement that, with a view to the development of commercial, postal and passenger traffic relations between Persia and the U.S.S.R. and of international postal exchange, the air lines of Persia and the U.S.S.R. shall be connected between Pehlévi and Baku.

“ *Article 2.* — For this purpose the Government of Persia authorises the aeroplanes of the ‘Ukrwosduchputj’ Company to carry out regular flights between Baku and Pehlévi and *vice versa*, and the Government of the U.S.S.R. will also authorise regular flights on the same line, that is to say, Pehlévi-Baku and *vice versa*, in respect of the aeroplanes of the company which has established air mail and passenger communications in Persia and carries out this service under a special agreement concluded between such company, which is called Junkers, and the Persian Government.

“ *Article 3.* — The two Governments declare themselves in agreement that in matters tending to facilitate Customs formalities and visas, as well as the granting of monthly visas to aviators and mechanics for several flights and the exemption from Customs duties of machines and their accessories, they will accord legal assistance of every kind to the above-mentioned companies.

“ *Article 5.* — The two Governments will reciprocally place their aerodromes at the disposal of the machines of the above-mentioned Companies. Soviet aeroplanes at Pehlévi may use the same aerodrome as that used by the Junkers Company.

“ *Article 6.* — A special agreement shall be concluded between the above-mentioned aviation companies for the distribution of mail, as well as for baggage and passengers, rates, tickets, etc.”

H. *Franco-Belgian Agreement of May 23rd, 1930.*

This Agreement concerns the operation of lines extending as far as the Congo and deals with a large variety of subjects.

By reason of its importance it is reproduced below in full :

CHAPTER I.

*Article 1.* — The French Government grants to the Belgian Government the right to fly over the territories indicated below, with the technical stoppages necessary :

1. Home territory, from the Franco-Belgian frontier to Marseilles (or Perpignan) ;
2. French territorial waters of the Marseilles-Algiers (or Oran) Section ;
3. French territory in Africa :
  - (a) Territory of Algeria and French West Africa from Algiers or Oran to Lake Tchad, following the route fixed in the Annex to the present Convention <sup>1</sup>.
  - (b) Territory of French Equatorial Africa from Lake Tchad to the frontier of the Belgian Congo (Bangui-Libengé), following the route fixed in the Annex to the present Convention <sup>1</sup>.

*Article 2.* — The Belgian Government grants to the French Government the right to fly over the territory of the Belgian Congo with the technical stoppages necessary for connecting :

- (a) Bangui-Libengé to the frontier of Rhodesia via Bandundu, Luluanbourg and Elisabethville ;
- (b) Bangui-Libengé to Brazzaville via Bandundu and Leopoldville ;
- (c) French Equatorial Africa to Angola by the most direct route, to be determined by common agreement.

CHAPTER II.

*Article 3.* — Each of the High Contracting Parties agrees that the Belgium-France-Congo air connection shall be effected in collaboration, following a route fixed by the Governments of the two countries and given in the Annex to the present Convention.

*Article 4.* — The Belgian company will alone operate the initial section, Antwerp-Brussels-Paris.

The Paris-Elisabethville section will be operated in common by two companies, one Belgian and the other French, designated by their respective Governments. Both Governments reserve the right to replace the operating enterprise by giving notice not less than six months or more than one year in advance.

Pending an extension of the line beyond Elisabethville, the Paris-Elisabethville section will be operated in common as far as Bangui-Libengé only.

The two companies will conclude agreements for the operation in common of the sections of the line as well as of a secondary line, Bangui-Libengé-Leopoldville-Brazzaville (or Brazzaville-Leopoldville). They may also, if they consider it desirable, conclude agreements for the operation of other connecting or branch lines.

*Article 5.* — Other conditions being equal, the Belgian Government guarantees to the Belgian company a priority right for the conveyance of the air mail designated below :

On departure from Belgium, priority right for air mail having for destination the African territories crossed by the line beyond Algiers (or Oran) and having for destination territories situated beyond the Belgian Congo.

On departure from the Belgian Congo, priority right for air mail having for destination African territories crossed by the line and Europe.

This priority right does not apply to mail exchanged between stopping-places situated in the Belgian Congo.

It also undertakes not to subsidise other companies for the Belgium-France-Congo connection during the continuance of the present Convention.

Other conditions being equal, the French Government guarantees to the French company a priority right for the conveyance of the air mail designated below :

On departure from France, priority right for air mail having for destination the African territories crossed by the line beyond Algiers (or Oran) and having for destination territories situated beyond the Belgian Congo.

On departure from French possessions in Africa, priority right for air mail having for destination African territories crossed by the line and Europe.

This priority right does not apply to mail exchanged between the various stopping-places from Algiers (or Oran) to Bangui.

It also undertakes not to subsidise other companies for the above-mentioned connection during the continuance of the present Convention.

*Article 6.* — Each company shall share completely and exclusively with the company of the other country the advantages resulting from the last preceding Article or any other traffic advantages which may be accorded to it by its Government apart from those referring specially to interior traffic as provided for in paragraphs 2 and 5 of the last preceding Article.

<sup>1</sup> Not reproduced here.

*Article 7.* — Air mail shall be charged, in addition to the ordinary postage rates of all kinds, extra postage fixed by common agreement. The extra postage charged by the postal administrations of the countries passed through shall be based on the same scales of weight. It shall be fixed according to the equivalent remuneration paid by the administrations of the countries passed through to the air carriers, it being understood that such remuneration shall be increased so as to take into account the expense borne by the postal service.

The rates shall be based on the gold franc as it is defined by Article 28 of the Universal Postal Convention of London ; they shall be converted at the legal rate of exchange into the currency of the contracting countries and shall if necessary be rounded off to the higher decimal.

Air mail parcels are considered as forming part of the air mail. So far as they are concerned, however, a subsequent arrangement between the companies and the administrations concerned will determine the conditions of their transport. The fixing of the rates for such parcels shall be based on the same principles as stated above.

Changes in the rates of extra postage may be made only after agreement between the High Contracting Parties as provided for in Article 14 hereafter and in conformity with the regulations concerning air mail.

Priority of transport shall be reserved for air mail as against any other freight.

*Article 8.* — The advantages accorded and the obligations imposed by the postal administrations under the authority of the High Contracting Parties shall be identical for both companies.

*Article 9.* — Each of the High Contracting Parties undertakes to ensure in the territories under its sovereignty the organisation and maintenance of the infrastructure necessary for the Belgium-France-Congo connection.

Such organisation shall be defined by common agreement by the two Governments ; its main outlines are already indicated in the Annex to the present Convention. It shall be pursued in such a manner as to permit, with the least delay possible, continuous air operation both by day and by night.

The two companies — French and Belgian — may both use such infrastructure under the same conditions while conforming to the rules as to use prescribed by the Governments.

The fees and charges payable for the use of this infrastructure shall be fixed by common agreement by the Governments of the two countries.

*Article 10.* — Each of the High Contracting Parties undertakes during the continuance of the present Convention, and within the limits of the credits granted, to ensure to the company charged with the operation of the line the financial aid necessary for the regular working of the line.

*Article 11.* — The service of the line in its common part shall be carried out alternately by the French company and the Belgian company, save in circumstances of a character essentially temporary and recognised as such by the two companies and resulting, for example, from the necessity to cope immediately with a sudden influx of traffic.

The frequency of the regular service shall be one journey weekly in each direction ; it will eventually be increased by a decision taken by the two Governments in agreement.

According to traffic necessities, the regular service may be completed by supplementary journeys, limited to a total of ten per year, save by special decision taken by the two Governments in agreement.

*Article 12.* — Each of the two operating companies shall compulsorily ensure the conveyance of postal despatches which are handed to it at any one of the stopping-places of the line.

*Article 13.* — The two companies shall conclude between themselves agreements fixing particularly the details of their technical and commercial collaboration, the conditions under which they may exceptionally replace each other, the apportionment of the common operating expenses, as well as of the traffic, in accordance with a formula which will balance one with the other on the joint portion of the line.

The contemplated operation may not commence until the initial agreement is in force.

*Article 14.* — Each of the High Contracting Parties shall approve prior to their entry into force :

All agreements between the Belgian Company and the French Company ;

Any modification of, or supplement to, such agreements ;

All matters relating to postal surcharges, rates and time-tables.

*Article 15.* — The present Convention is valid for a duration of ten years counting from the first day of the month next following the exchange of ratifications. It will be tacitly renewed for further periods of ten years in the absence of notice duly given two years prior to the expiration of each ten-year period.

*Article 16.* — In case either of the High Contracting Parties should decide for any reason whatsoever to renounce temporarily or permanently the operation of the line, the other High Contracting Party shall retain the right to operate it on the conditions provided for by the present Convention and during its entire continuance in force.

*Article 17.* — In the case of a disagreement as to the interpretation or application of the present Convention, the High Contracting Parties agree to submit the question in dispute to arbitration, or, in default of agreement on the choice of an arbitrator, to the decision of the Permanent Court of International Justice.

*Article 18.* — The present Convention shall be ratified and the ratifications shall be exchanged in Paris.

This Convention shall enter into force on the first day of the month next following the exchange of ratifications.

#### *I. Agreement between the Government of Afghanistan and the Government of Union of Soviet Socialist Republics of November 28th, 1927.*

This agreement differs from all the preceding agreements by reason of the undertaking of the Governments concerned to ensure themselves the operation of the lines.

The chief provisions are as follows :

“ *Article 1.* — The Governments of the U.S.S.R. and of Afghanistan will each place two of their aeroplanes at the disposal of the Kabul-Tachkent air line as well as sufficient aviation personnel for the service in question. The departure of the aeroplanes from Tachkent to Kabul and from Kabul to Tachkent will take place twice a month in accordance with the departure time-table and apart from such time-table if necessary.

“ *Article 2.* — The Afghan Government undertakes to create and to maintain in good condition within its territory the aviation and landing-grounds as well as all apparatus or material necessary for the air line.

“ *Article 3.* — The Government of the U.S.S.R. undertakes to create and to maintain in good condition within its territory the aviation and landing-grounds as well as all apparatus or material necessary for the air line.

“ *Article 4.* — The Government of the U.S.S.R. undertakes to supply to the Afghan aviation authorities, at the U.S.S.R. prices, the quantity of naphtha and fuel or oil necessary for the working of the Kabul-Tachkent air line.

“ *Article 5.* — The payment of the U.S.S.R. personnel employed on the air line is an obligation of the Government of the U.S.S.R. and the payment of the Afghan personnel is an obligation of Afghanistan. The two Governments of Afghanistan and of the U.S.S.R. will communicate to each other in advance the names of the engineers and pilots who will be employed on the air line.

“ *Article 7.* — The accounts and reciprocal payments for each year, in respect of the fuel, oil and any other products, etc., which the aeroplanes of each party have received or consumed in the territory of the other, will be settled in January of the following year between the plenipotentiary representative of the U.S.S.R. at Kabul and the Ministry for Foreign Affairs of the Kingdom of Afghanistan.”

### CHAPTER III. — POOLS.

Several of the conventions, extracts from which have been given above, are designed to establish co-operation between those companies of the two countries concerned which, under the terms of the agreement, are going to operate on a common line. It often happens that a situation similar to what has been described arises without an inter-State convention being concluded, the State over whose territory flights are to be made merely granting to a foreign company the right to operate a particular line provided that it comes to an agreement with the national company.

Such agreements between companies are numerous and of long standing. The number of companies operating the same line (there have sometimes been as many as six), and the competition for the few customers available, have long created difficult operating conditions. The companies have endeavoured to meet them by agreements for restricting competition or for minimising some of its effects. These agreements are known as pooling agreements. They usually imply the sharing of the receipts according to certain rules, but not the sharing of the subsidies which often form the chief part of the income of private companies.

The exact nature of the agreements is not generally published. The companies invoke, in this connection, the necessity for secrecy in matters of business. It is therefore only possible to give here :

1. A list of the pools to which the “ Luft-Hansa ” belongs ;
2. A specimen of a pooling agreement, which is not a copy of any actual agreement, but which indicates the *spirit* in which most of them are drawn up.

#### LIST OF AGREEMENTS ESTABLISHING POOLS.

German Company	Foreign Company	Line
D.L.H.	Farman	Berlin-Cologne-Paris
D.L.H.	Farman	Berlin-Saarbruck-Paris
D.L.H.	Swissair	Zurich-Munich-Salzburg-Vienna ( <i>with Oelag</i> )
D.L.H.	Swissair	Geneva-Berne-Zurich-Stuttgart-Halle/Leipzig-Berlin
D.L.H.	Swissair	Geneva-Berne-Zurich-Munich-Salzburg-Vienna
D.L.H.	Swissair	Geneva-Basle-Mannheim-Frankfort - Cologne - Essen/M. - Amsterdam-Basle-Zurich-Munich-Vienna
D.L.H.	S.A.M.	(Berlin) Munich-Venice-Rome
D.L.H.	A.B.A.	Malmö-Copenhagen-Lubeck
D.L.H.	{ Det Danske Luftfartselskab Farman K.L.M. Sabena	Hamburg
		Malmö-Copenhagen-Hamburg
		509, 511
		517

German Company	Foreign Company	Line
D.L.H.	D. D. L.	Berlin-Stettin-Copenhagen
D.L.H.	Cechoslow	Berlin-Dresden-Prague-Vienna ( <i>with Oelag</i> )
D.L.H.	Cechoslow	Marienbad-Karlsbad-Chemnitz-Halle/Leipzig
D.L.H.	Oelag	Berlin-Dresden-Prague-Vienna-Budapest. At present not in operation.
D.L.H.	A.L.J.	Berlin-Munich-Milan
D.L.H.	J.A.L.	Cologne-London.

OPERATION AGREEMENT.

BETWEEN

A.....  
hereinafter briefly referred to as .....

AND

X.....  
hereinafter briefly referred to as.....

It has been agreed as follows :

*Article 1.*

The two companies A..... and X..... shall represent each other in ..... (country) and in..... (country) on the lines authorised by the Governments and forming the subject of the present Agreement.

*Article 2.*

During the validity of the present Agreement, A..... undertakes to entrust exclusively to X..... the organisation of the land installation and of the airports on the lines authorised in..... (country). X..... assumes the same obligations towards A..... in respect of the lines authorised in..... (country) and operated by A.....

*Article 3.*

A..... and X..... undertake to represent each other and to assist each other in all negotiations concerning the operation of the lines.

*Article 4.*

A..... shall maintain in..... (country) and X..... shall maintain in..... (country) a principal agency for the operation of their lines. The two companies are entitled to entrust branch agencies in their respective countries to third parties.

The expenditure in connection with travelling agencies, advertisements, etc., arising out of the representation of each company by the other shall be borne by the company established in the country concerned ; placards and any other advertising material shall, however, be supplied in sufficient quantities free of charge by the company which is being represented. Each of the two companies undertakes to make suitable use in its own country of the advertising material. In addition, a special agreement shall be concluded with regard to the passing through the Customs of passengers and goods.

*Article 5.*

Each of the two contracting companies shall place at the disposal of the other in its own country its administrative and technical organisations on the lines to which the agreement applies.

The organisation services which one company must render to the other shall include correspondence and the keeping of traffic registers, together with the drawing up of statistics to the extent which is customary on the part of the operating company ; the accepting of consignments for aerial transport, the receiving of transport fees, the representation of the foreign company in dealings with the Customs administration, the Police and other authorities, the reimbursement, if necessary, of transport fees received, the maintenance of the service for transporting passengers and their baggage, postal packets and goods to and from the airport, the putting of aeroplanes into service, the garaging of the aeroplanes in the hangars, the bringing of them out before taking off, the exemption from charges in respect of taking off, landing and garaging, the payment of any charges for the services of the Customs staff at the airports, preparations for taking off, including the filling of the water, petrol and oil tanks, the cleaning of the cabins, the greasing and oiling of the landing gear, and the testing of the engines before taking off. The services in the domain of land organisation include the despatch of passengers, postal consignments and goods and of the aeroplanes themselves, the meteorological service for the pilots, including the use of a wireless station, and also the payment of the usual telegraphic and telephonic charges. (No responsibility can be taken for the accuracy and punctuality of the information.) The organisation services must also be rendered for the ordinary traffic when aeroplanes arrive ahead of time or late and also in the case of flights carried out on Sundays ; nevertheless, expenditure occasioned by the services which a company may render in connection with Sunday flights — which must be notified in advance — shall be charged to the other company, with the exception of the expenditure in connection with the Sunday flights provided for in the agreement. The employees and pilots of the other company shall be transported free of charge in so far as places are available.

Further, each company shall place at the disposal of the other on the landing-grounds an office with telephonic installation and, on demand, a warehouse for spare parts.

Correspondence and intimations for the technical service shall be exchanged direct between the offices of the two companies in accordance with supplementary arrangements.

At Berlin, no service shall be organised for transporting passengers and goods to and from the air-port.

*Article 6.*

The maintenance charges in connection with the aeroplanes in use shall be borne by the company to which the aeroplanes belong, together with all expenditure for repairs, fuel, material, etc. No special charge shall be made for the work falling within the category of services mentioned in Article 5.

The price of the material shall be calculated by the company which supplies it on the basis of the replacement cost borne by the supplying airport, increased by ... per cent in respect of administrative expenses. Each company shall be entitled to replace the material taken over by material of the same nature and quality ; such replacement must, however, be effected within a period of ... months after the despatch of the notification that the material has been taken over to the offices of the company to which the material has been supplied.

All work and repairs for the aeroplanes of the foreign company shall, if they do not fall within the provisions of Article 5, be carried out on the basis of the local wage scale, increased by ... per cent in respect of general expenses.

The pilot or mechanic who gives instructions for such work to be done must supply the technical service of the airport concerned with a written order. Work of importance arising out of the partial destruction of aeroplanes shall form the subject of investigation in each case ; in such cases the increase in respect of general expenditure may be raised to ... per cent of the local wage scale. Such work may, however, only be executed with the consent of the manager of the company which places the order.

#### Article 7.

The contracting companies shall be entitled to maintain at their own expense in the airports of the foreign company a representative and a staff of their own, to whom the company of the country concerned must grant assistance free of charge. Nevertheless, the staff in question must comply with the general instructions of the traffic manager and with the service regulations in force in the airport. When such staff is not employed on work for their own company, they shall be at the disposal of the other company, at the place where they are stationed, during ordinary working hours.

During the period of operation of the air services A.... shall maintain in the town of..... and X.... shall maintain in the town of..... at their own expense at least one mechanic.

#### Article 8.

Liability towards third parties arising out of the possession and use of an aeroplane shall rest upon the owner of the aeroplane. The garaging and storing of aeroplanes and of material and the execution of the services mentioned in Article 5 shall be at the sole risk of the owner of the aeroplane ; nevertheless, the traffic service of the other company shall be responsible for seeing that the wheeling and braking are only carried out by the personnel of the owner of the aeroplane and that the regulation prohibiting the filling of the petrol-tanks in the hangars and prohibiting smoking during this operation is strictly observed ; as an exceptional measure, the petrol-tanks may be filled in the hangars by order of the traffic manager if there is no petrol-station in the open air or if the state of the weather justifies such measure. The oil-tanks may always be filled in the hangars.

In the event of a forced landing in the area of one of the companies, the company shall render assistance at the sole risk of the owner of the aeroplane.

#### Article 9.

It is proposed to operate air services as shown in Annex 1<sup>1</sup>. That annex also contains more detailed information with regard to the services which each company shall render to the other in the domain of land organisation and with regard to the expenses in connection therewith ; it likewise contains regulations with regard to the functioning of the pool.

The company responsible for the service shall designate in respect of its own part of the traffic operations the air personnel and material to be employed.

#### Article 10.

At the end of each month at latest, A.... and X.... shall transmit to each other in respect of the past month an account of the material, fuel, etc., delivered. The quantities of lubricants and fuel consumed by the two companies shall be set off against each other at the end of the month. The monthly accounts shall only include the surpluses calculated at the price of the day without increase.

The accounts shall be settled within fourteen days after their receipt.

#### Article 11.

The present Agreement shall be applicable during the period of operation indicated in Annex 1<sup>1</sup>, subject to the exceptional provisions contained therein with regard to denunciation. The Agreement may be prolonged at any time by the two parties as soon as special arrangements have been concluded with regard to the points mentioned in Annex 1<sup>1</sup> ; if this is not done, the Agreement shall come to an end on the conclusion of the last air navigation service indicated in the Annex 1<sup>1</sup>.

Further, each of the contracting parties shall be entitled to denounce the Agreement by giving four weeks' notice, to take effect at the end of any period.

#### Annex 1

TO THE OPERATION AGREEMENT BETWEEN A.... AND X.... FOR THE PERIOD..... TO .....

1. Provision shall be made for the following traffic :

I. By A...., on *working days* :

(a) on the route between Y and Z

three times weekly in each direction, with multi engined machines during the period .... to ....

(b) on the route between Q and R

three times weekly in each direction by single engined machines during the period .... to ....

<sup>1</sup> See below.

(c) on the route between S and T (goods transport)  
three times weekly in each direction, by single-engined machines during the period .... to ....

(d) on the line between U and W  
six times weekly in each direction, by multi-engined machines during the period .... to ....

By A..., on Sunday :

(e) on the route between Q and R  
in each direction by multi-engined machines, during the period .... to ....

II. By X.... on working days :

- (a) see I(a) ;
- (b) see I(b) ;
- (c) see I(c).

Traffic on the lines I(a), II(a), I(b), II(b) and I(c), II(c) shall be so organised that A... and X... operate the lines jointly and that the two services supplement each other to constitute a service six times weekly. The two companies shall arrange that a regular service in each direction is ensured on the lines in question. Should the service require to be doubled, or special flights undertaken, the expenses shall be met by the operating company. If one company carries out a flight for the other, it may make the return flight also. The other company shall endeavour to carry out a similar supplementary flight, so that both companies shall, at the end of the month, have executed as nearly as possible half the regular flights.

2. The administrative and land organisation mentioned in Article 5 of the operation agreement shall be set up by A.... at ..... (town) and by X.... at ..... (town).

As regards the personnel, each company shall supply at its own expense during the period of operation :

- X... at (town) ....., .....mechanics.
- A... at (town) ....., .....mechanics.

3. Expenditure arising out of the land organisation mentioned in Article 5 of the main agreement shall be met by the company making use of such organisation, in the form of lump sums payable on the last day of each month. Such sums shall be calculated from the beginning of the period of operation, and for its duration.

A..... shall pay to X..... :

On line 1	I(a)	for the town of	.....	RM	.....	per month
" 1	I(b)	" "	.....	RM	.....	"
" 1	I(c)	" "	.....	RM	.....	"
" 1	I(c)	" "	.....	RM	.....	"
" 1	I(d)	" "	.....	RM	.....	"
" 1	I(d)	" "	.....	RM	.....	"
" 1	I(d)	" "	.....	RM	.....	"
" 1	I(e)	" "	.....	RM	.....	"
For one Sunday flight in each direction				RM	.....	"

The expenditure incurred by X..... at ..... (town) on behalf of A..... on lines 1 I(a), (b) and (c) shall be regarded as set-off and settled by the expenditure incurred by A..... at ..... (town) on behalf of X..... on lines II(a), (b) and (c).

Special agreements shall be concluded regarding the land organisation services rendered at ..... (town).

X... shall make no charge for the housing of one of A's.... reserve machines at.... (town).

If provision is not made for the operation of the lines for complete months, or if the period of operation is subsequently modified, the monthly lump sum shall be replaced by a daily payment equal to ..... of the lump sums specified above ; if, however, the period of operation lasts for half a month, the said payment shall not exceed one half of the lump sums. If the lump sums specified above are not calculated on operations involving six services per week in each direction, the proportional figure of..... shall be increased accordingly.

As regards the carrying out of special flights, a charge of RM..... shall be levied on single-engined machines and of RM..... on multi-engined machines per day and per airport for operation in one direction; the same treatment shall be applied both to airports along the route and to the terminus airport.

4. The pool regulations shall be as follows for lines 1 I(a), II(a), I(b), II(b) and I(c), II(c) : receipts from subsidies of every kind shall remain entirely at the disposal of the companies. Receipts from passenger, goods and mail services (mail transport being calculated at the usual rates) shall be pooled and divided between the companies in proportion to the useful load and number of kilometres flown.

The following factors shall be used in calculating the proportion of the useful load :

Type of machine	(a)	factor	.....
" "	(b)	"	.....
" "	(c)	"	.....
" "	(d)	"	.....

The pool accounts shall be made up monthly on the date prescribed in Article 10 of the operation agreement. Before the pool accounts are made up, a commission of . . . per cent shall be deducted from the receipts, which commission the two companies shall grant each other in respect of the lines covered by the pool and the transport of passengers and goods. Should a company grant to third parties special commission in excess of the figure mentioned above, it shall nevertheless pay into the pool the full transport rate, less the . . . per cent mentioned above.

If the regular service is supplemented by the employment of special machines on the lines covered by the agreement, the receipts thus obtained shall accrue to the operating company. The pool accounts shall, however, be established as if full use had been made of the useful load of the regular service machine corresponding to the special machine.

*Special Arrangements.*

As regards lines I I(a), II(a) : In the event of the use by X..... of machines type..... only, a proportion of..... in favour of A..... and in favour of X..... shall be taken as the useful load instead of the proportion indicated above.

As regards lines I I(c), II(c), the receipts shall be divided in the ratio of..... to..... When machines with different useful loads are employed, a weight of freight amounting to..... kg. per machine of each of the contracting parties shall be deemed to be the limit of the useful load. Should a machine actually carry a heavier load, the receipts therefrom shall not be contributed to the pool but shall accrue to the operating company.

5. The provisions regarding the traffic referred to in No. 1 and the other provisions shall apply on condition that the subsidy required by each of the contracting parties be granted in full. Failing this, each of the two contracting parties shall have the right to denounce the agreement at..... days' notice.

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**Part 4.**

**WORK OF THE LEAGUE OF NATIONS IN CONNECTION WITH CO-OPERATION BETWEEN CIVIL AVIATIONS AND THE PREVENTION OF THEIR USE IN WAR.**

**CHAPTER I. — WORK OF THE PREPARATORY DISARMAMENT COMMISSION.**

The possible use of civil aviation for military purposes has been in the minds of all those who have directed their attention since the war to the grave problem of the reduction of armaments. Traces of this preoccupation may be found in the work of the Versailles Conference, and again at the Washington Conference (1921-22), the Air Commission of which submitted an important report on the subject.

Three dominant ideas may be noted in this essential document :

1. The possibility of using civil aviation for purposes of war renders the limitation of the latter inoperative if the former is not also limited in respect of numbers and allowable features.

2. The limitation of civil aviation is technically possible, but would have the most regrettable results by hampering progress, and would thus run counter to the end in view, since the development of civil aviation by facilitating communications must, in the long run, help to strengthen peace.

Consideration of these two principles in conjunction with one another led the Commission to the conclusion that :

3. Except in the special case of aircraft lighter than air, it is not practicable effectively to limit in any way the number and features of aircraft, whether commercial or military.

This Washington doctrine was never officially approved on the part of the League, whether by the Assembly or by its Third Committee, or by the Permanent Advisory Commission or the Mixed Temporary Commission which was then studying disarmament. The problem was to be discussed again after the constitution of the Preparatory Commission for the Disarmament Conference.

The need for including aviation in any general scheme for the reduction of armaments was vigorously affirmed in the Commission from the first by a large number of speakers. The association of the problem with the problem of the organisation and development of civil aviation was also pointed out. It was the occasion of thorough and prolonged



discussion in Sub-Commission A (on which the military, naval and air technical experts sat), which met during 1926.

Agreement could not be reached on the substance of the question.

The German and United States delegations took the view that civil aviation in itself is not of any considerable value as potential war armament.

All the other delegations, on the other hand, maintained :

That the personnel and material of civil aviation constitute potential war armaments of the utmost value owing to the facility and rapidity with which, generally speaking, they can be utilised for certain military purposes.

On the substance of the question, the delegations of Belgium, Chile, France, Italy, Poland, Roumania, Czechoslovakia and Yugoslavia maintained that any method of limitation must fulfil the following condition :

Any method, to be of practical effect, must make provision for an aggregate limitation of military and civil aviation. Any limitation of military aviation alone would be ineffective, owing to the possibility of its being compensated by a corresponding increase in civil aviation.

The delegations of Germany, the Argentine, Spain, the United States of America and the Netherlands contended that no limitation of civil aviation was possible. In their view, any form of reduction or limitation of air armaments could only relate to military aircraft of the different countries, and should not interfere with the expansion of commercial communications or the construction of civil aircraft.

The delegations of Germany, the Argentine, the British Empire, Spain, the United States of America, Finland, Japan, the Netherlands and Sweden asserted that, even from the technical standpoint of the possible use of civilian aviation for military purposes, Sub-Commission A was not qualified to consider any such limitation in view of the possible economic consequences.

To these assertions the following should be added.

The delegations of the Argentine, Belgium, Chile, Spain, Finland, France, Italy, Japan, the Netherlands, Poland, Roumania, Sweden, Czechoslovakia and Yugoslavia expressed or accepted the view that in the application of any convention for the limitation of armaments, whatever the method or methods chosen in the case of air armaments, the extent and potential development of the civil aviation of the countries concerned should be borne in mind, in accordance with the considerations set out in the replies to question (a) under II (b) and III, and to the question VI, without limiting civil aviation in its development.

The delegations of Germany, the Argentine, the British Empire, Spain, the United States of America, the Netherlands and Sweden, while recognising that a method which does not take civil aviation into account is incomplete, considered that the limitation of military aviation alone has the advantage of simplifying the problem for solution, that it may be regarded as a first step on the road to a reduction of air armaments, and that it is the best practical solution which can be contemplated at the present moment.

The methods of limitation proposed in Sub-Commission A, which, dealing as they do mainly with military aviation, fall outside the subject of this report, will not be gone into here. It will be sufficient to say that the Sub-Commission unanimously adopted the following recommendation :

“ Sub-Commission A desires to bring to the notice of the Preparatory Commission, for its information, that it has had under consideration a further method of limitation, which envisages the limitation of civil as well as of military aircraft.

“ Sub-Commission A was unanimously of opinion that civil aircraft might play a very important part in future warfare, but it considered that, since the primary rôle of civil aviation is economic, it was not qualified to pass an opinion on a question which had grave political and economic consequences.

“ It places on record, however, the fact that it has not discussed this matter in detail, not because it did not consider it a most important one, but on account of its economic and political implications.”

To which a number of delegations added the following conclusion :

“ Sub-Commission A considers it desirable to suggest to the Preparatory Commission that this question might be considered by a Joint Economic and Military Committee.”

This suggestion bore fruit, and Sub-Commission B, on which the economic experts sat, decided on February 7th, 1926, to call a committee of experts in civil aviation at Brussels.

The Committee met from February 7th to 12th, and, in the course of twelve meetings which it held, it made a thorough study of the questions submitted to it. The Committee was called upon :

1. To examine the economic consequences which would be entailed by the system of aggregate limitation of civil and military aeronautics contemplated by Sub-Commission A.

2. Proceeding on more general lines, to submit its observations and suggestions on the economic consequences of any method of limiting air armaments which would enable civil aeronautics to be taken into account.

The Committee began by recognising unanimously the principle that :

“In any limitation of air armaments it is essential to avoid hampering the development of civil aviation.”

The Committee was further unanimous in holding that the aggregate limitation of civil and military aeronautics could not be effectively enforced without hampering the development of civil aviation, and consequently without unfortunate economic consequences.

It was of opinion that the method of limiting military aviation, on the understanding that the obligation assumed would cease to bind the contracting parties in the event of civil aviation developing on such a scale as to exceed anticipations, was open to the same objections.

More generally, the Committee expressed its attitude as a whole in the following form :

“The Committee unanimously considers that the economic consequences of any methods of limiting air armaments which would make it possible to take into account civil aviation cannot be determined *a priori*. They will essentially depend on the manner in which civil aviation is taken into account.

“To sum up, the economic consequences will be less serious if the system adopted involves, on the part of the Governments, fewer undertakings likely to hamper civil aviation.”

To the second question put to it, the Committee replied by the following important statement, which is the foundation of the greater part of subsequent work in this connection :

“The Committee unanimously recognised that civil aviation, when it has reached its full development, will be one of the most important means of bringing the peoples of the world nearer together. Distances will be reduced more and more, so that civil aviation, by enabling the different nations to maintain ever-closer mutual relations, will contribute largely towards the maintenance of good international relations and the preservation of world peace.

“It must further be recognised that hitherto the development of civil aviation in some countries has been closely bound up, as regards both technique and organisation, with the requirements and development of military aviation.

“It would therefore be desirable that every effort should be directed towards differentiating more and more clearly between civil and military aviation ; in this way, civil machines will become capable of a maximum economic return and will become less and less useful for military purposes, and the activities of civil aviation can be developed in full freedom without being subordinated in any way to the military requirements of the different countries.

“The Committee therefore submits the following suggestions as being calculated to afford practical means of attaining the above-mentioned results :

- “1. It is desirable that the development of civil aviation should be directed solely towards economic ends, and should remain outside the sphere of military interests.

- “2. Civil aviation should be organised on autonomous lines, and every effort should be made to keep it separate from military aviation.

- “3. If States intervene in any capacity, whether directly or indirectly, wholly or partially, in civil aviation undertakings, it is desirable that the State organs dealing with the matter should be quite separate from the organs dealing with military aviation. The suggestions made below should apply to all civil aviation undertakings, whether private or State-owned.<sup>1</sup>

- “4. It is desirable that Governments should refrain from prescribing the embodiment of military features in the build of civil aviation material, so that this material may be constructed for purely civil purposes, more particularly with a view to providing the greatest possible measure of security and the most economic return.

“In this connection, and with a view to differentiating still further between the material of civil and that of military aviation, it would be particularly desirable, as far as possible, to avoid using military aviation material for civil aviation undertakings, and in particular for the operation of air transport lines.

- “5. The Committee desires to point out that a note of warning should be sounded against contemplating any restriction of the construction of civil aircraft by the application of present-day aeronautical formulæ, such as horse-power, ratio of loading per horse-power and ratio of wing areas per horse-power, etc., which, in the rapid developments taking place, would unquestionably lead to serious economic consequences.

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<sup>1</sup> It should be noted that the Committee did not mean this proposal to apply to cases where the civil and military aviation services are united under a single Ministry ; in such cases, it is even desirable for each of these two branches to be operated with complete autonomy.

" 6. As regards personnel and, in particular, pilots, it would be desirable that civil aviation undertakings of all kinds should not require such personnel to have received a military training or give preference to those who have received such training.

" It is *a fortiori* desirable that these undertakings should not give their personnel such training as would be of use solely for military purposes.

" It would also be desirable as far as possible to avoid seconding personnel from military to civil aviation for the purposes of the latter.

" 7. The Committee desires to point out the undesirable effects which may result from the direct or indirect encouragement by Governments of civil air transport lines for military rather than for economic or social purposes.

" 8. At the present time, civil aviation in most cases has become national in character. It would seem desirable to encourage the conclusion of economic agreements between civil aviation undertakings in the different countries."

Thus, in the experts' opinion, the solution of the problem should be sought, not by placing further restrictions on civil aviation, but, on the contrary, by removing the many obstacles which at present stand in the way of its development; not by hampering its progress, but, on the contrary, by facilitating it by means of closer co-operation between civil aviation in the different countries in such a way as to make the latter less exclusively national.

Point 8 of this resolution formed the subject of a fresh series of studies under the direction of the Communications and Transit Organisation, with regard to co-operation between civil aviation undertakings. This will be referred to presently. Mention should first be made of the action taken by the Preparatory Commission itself<sup>1</sup> on the Committee's suggestions.

The following proposals were submitted to the Preparatory Commission, at its meeting on April 4th, 1927, by M. de Brouckère, who had presided over the Brussels meetings :

" 1. If the High Contracting Parties intervene in any capacity, whether directly or indirectly, wholly or partially, in civil aviation undertakings, they agree that the State organs dealing with the matter shall be quite separate from the organs dealing with military aviation. The suggestion made below should apply to all civil aviation undertakings. It is agreed that this undertaking does not prevent the union of civil and military aviation under a single Ministry, provided that it contains two completely autonomous and separate branches.

" 2. The High Contracting Parties shall refrain from prescribing the embodiment of military features in the build of civil aviation material, so that this material may be constructed for purely civil purposes, more particularly with a view to providing the greatest possible measure of security and the most economic return.

" 3. The High Contracting Parties undertake not to require of civil aviation undertakings that they should employ only personnel specially trained for military purposes. They undertake to avoid seconding personnel from military to civil aviation.

" 4. The High Contracting Parties undertake not to subsidise civil air transport lines established for strategic and not for economic or social purposes.

" 5. The High Contracting Parties undertake to encourage as far as possible the conclusion of economic agreements between civil aviation undertakings in the different countries."

These proposals were adopted on first reading in an amended form.

They finally appeared in the preliminary draft submitted to the Conference in the following form :

" *Article 28.* — 1. The High Contracting Parties shall refrain from prescribing the embodiment of military features in the construction of civil aviation material, so that this material may be constructed for purely civil purposes, more particularly with a view to providing the greatest possible measure of security and the most economic return. No preparation shall be made in civil aircraft in time of peace for the installation of warlike armaments for the purpose of converting such aircraft into military aircraft.

" 2. The High Contracting Parties undertake not to require civil aviation enterprises to employ personnel specially trained for military purposes. They undertake to authorise only as a provisional and temporary measure the seconding of personnel to, and the employment of military aviation material in, civil aviation undertakings. Any such personnel or military material which may thus be employed in civil aviation of whatever nature shall be included in the limitation applicable to the High Contracting

<sup>1</sup> The Committee's conclusions had been submitted to it in a report of Sub-Commission B.

Party concerned in virtue of Part I, or Articles 25 and 26, of the present Convention, as the case may be.

“ 3. The High Contracting Parties undertake not to subsidise, directly or indirectly, air lines principally established for military purposes instead of being established for economic, administrative or social purposes.

“ 4. The High Contracting Parties undertake to encourage as far as possible the conclusion of economic agreements between civil aviation undertakings in the different countries and to confer together to this end. ”

The 1927 Assembly, it should be added, adopted a resolution requesting the Council “ to instruct the Advisory and Technical Committee for Communications and Transit to consider practical methods likely to facilitate the conclusion of the agreements between aviation undertakings in the various countries which are referred to in this recommendation ”.

## CHAPTER II. — WORK OF THE COMMUNICATIONS AND TRANSIT ORGANISATION AND OF THE AIR TRANSPORT CO-OPERATION COMMITTEE.

### A. *Communications and Transit Organisation.*

The League of Nations is required under Article 23e of the Covenant to “ make provision to secure and maintain freedom of communications and of transit and equitable treatment for the commerce of all Members of the League ”.

It undertakes this duty “ subject to, and in accordance with, the provisions of international conventions existing or hereafter to be agreed upon ”.

In pursuance of its mission, the League of Nations set up in 1920 a Communications and Transit Organisation, which holds general and special Conferences, and has at its disposal an Advisory and Technical Committee and a permanent Secretariat provided by the Secretary-General of the League.

In view of the existence of the International Commission for Air Navigation, set up in virtue of a Convention signed before the establishment of the League of Nations itself and placed under its direction, the Transit Organisation, which keeps very closely in touch with aviation, has not created any permanent organ for the latter.

The Organisation has had to deal on various occasions at its Conferences with questions concerning both air communications and land or maritime communications, and also with certain purely aeronautical questions.

### B. *Air Transport Co-operation Committee.*

After the passing by the 1927 Assembly of the resolution quoted textually above, the Committee for Communications and Transit referred the study of the question to an *Air Transport Co-operation Committee*.

Its terms of reference were defined as follows :

“ The Committee considers it desirable to entrust to a special committee of enquiry the question of the action to be taken on the resolution of the last Assembly concerning economic co-operation between air navigation undertakings, in conformity with the recommendation unanimously adopted by the Committee of Experts on Civil Aviation of the Preparatory Commission for the Disarmament Conference.

“ The composition of this committee will be fixed by the Chairman of the Advisory and Technical Committee, who is empowered to take all the necessary steps to promote co-operation between the Governments concerned.

“ The committee of enquiry thus constituted will also have to study the questions of international organisation in air navigation raised at the Third General Conference on Communications and Transit. ”

The Air Transport Co-operation Committee had before it a series of remarkable reports, prepared for its use at the request of the Chairman of the Advisory Committee, by which it was convened, by :

M. Henri BOUCHÉ, Editor of *Aéronautique*, Paris, on “ Present Economic Conditions of Civil Air Navigation ”.

Brigadier-General P. R. C. GROVES, C.B., C.M.G., D.S.O., R.A.F. (retired), London, on “ The Relations between Civil and Military Aviation ”.

• Dr. HANS OPIKOFER, Professor of the Faculty of Law, Director of the Institute of Aerial Law, Königsberg, on “ International Commercial Aviation and National Administration ”.

Dr. Salvatore CACOPARDO, Chief of Section at the Italian Air Ministry, Rome, on “ Principles of Public International Law applicable to Air Transports ”.

These four reports were collected in a single volume, published by the League of Nations (Communications and Transit, document C.339.M.139.1930. VIII, R.R.C.T.3).

Its work is summed up in a report from which extracts of some length are given hereunder :

The Committee took cognisance of the enquiries into the economic, administrative and legal situation of international air navigation carried out at the request of the Chairman of the Advisory and Technical Committee for Communications and Transit (see document C.339.M.139.1930.VIII).

It proceeded to an exchange of views on the questions raised in these various enquiries. It considered that, owing to the complexity of the problems before it, its main task at this first session should be to draw up a definite programme of study, in order to be able to reach the greatest possible number of practical conclusions at a later session.

The Committee feels called upon, at the outset of the present report, to record its view that the present situation of civil aviation, despite the progress achieved, is not as satisfactory as the state of technical development should permit, and that it is only by means of increasingly close international co-operation that this situation can be improved.

#### I. *Relations between Civil and Military Aeronautics.*

The Committee did not feel called upon to discuss the relations between civil and military aeronautics, a question within the province of the Disarmament Commission and the Disarmament Conference. The Committee considered that its duty lay solely in an investigation of the measures to be taken and the progress to be expected from a fuller international co-operation as a result of which civil air transport would be in a position to render to the community the economic services of which it is capable, and thus be freed as far as possible from all other preoccupations.

#### IV. *Conditions for the Admission of Foreign Undertakings engaged in Regular International Transport.*

The Committee noted that in the present state of public international law on air navigation, taking into account the most recent proposals for modifying existing conventions, the operation of regular lines was subject, as a rule, to the authorisation of the States whose territory is flown over, without any distinction being made in this connection between local traffic (*cabotage*), transport effected with loading or discharging of passengers or freight in the territory in question, transit with landing for supplies, or even transit without stoppage. No distinction is made between air transport involving land flights and air transport merely involving flights over the open sea and territorial waters and the utilisation of hydro-aerodromes.

The Committee accordingly adopted the following resolution :

“ The Committee considers it desirable :

“ 1. That the Governments should request the competent international organisations to find the means of affording greater freedom than is at present enjoyed by regular international air transport.

“ 2. That henceforth :

“ (a) The Governments should examine in the most liberal spirit requests for authorisation to fly over their territories submitted to them for the purpose of regular transport by air ;

“ (b) The Governments should endeavour to conclude among themselves agreements granting the most favourable treatment possible to regular international air transport.

“ The Committee further considered it desirable that air navigation undertakings carrying on services in territories other than the national territory should maintain relations of cordial co-operation with the national air organisations of the countries flown over, with a view to ensuring the greatest possible efficiency of the international service. ”

#### V. *Progress of International Co-operation in the Operation of Air Lines.*

The Committee adopted the following resolution :

“ Considering that the existing ‘ pools ’ system of co-operation between international aviation undertakings has developed satisfactorily,

“ The Committee :

“ 1. Considers that the present state of legislation, and of economic and political conditions under which civil aeronautics are developing, makes it difficult to reach a more fully developed measure of co-operation ;

“ 2. Recommends the Governments and companies to extend and improve the present system by means of bilateral or multilateral agreements aimed to avoid unnecessary competition, increase the economic efficiency of the international air service and develop among the different undertakings a spirit of friendliness which will prepare the ground for closer co-operation. ”

#### VI. *Possibility of studying a Special Statute applicable to Certain International Air Connections of General Interest.*

The Committee adopted the following resolution :

“ Considering that in the future certain international air connections will be of general importance and that steps will have to be taken to ensure their existence and permanence, the Committee recommends that the League of Nations should draw the attention of Governments to the special importance which these connections will assume and which might justify the study of a special statute. ”

VIII. *Practical Improvements in the Working Conditions of Air Lines.*

A. *Extensive and Systematic Employment of Combined Transport.*

The Committee requests the Advisory and Technical Committee for Communications and Transit to invite its Committee on Combined Transport to consider what improvements might be obtained by the more extensive and systematic employment of combined transport, air transport already co-operating with all methods of rapid transport.

The Secretariat of the Committee is requested, after making all necessary enquiries, to submit to the next session of the Committee a report on the possibility of publishing a general time-table of rapid transport, every form of transport included.

B. *Constitution and Operation of the Main Network of Permanent Air Routes.*

The Committee was of opinion that, in view of the international nature of air transport and of the precarious results hitherto obtained, a definite programme of co-operation should be prepared, at any rate in the European area, until such time as technical conditions allow of its extension. It decided to study the following questions :

1. The choice of permanent air routes to form the main system.
2. An international programme for the equipment of these routes so as to permit of uninterrupted day and night flying.
3. The manner in which this network should be operated—namely :
  - (a) The selection by inter-governmental agreement of qualified enterprises and the specification of traffic conditions ;
  - (b) The granting to all undertakings, engaged in the traffic over this system, of the widest possible facilities for choosing their equipment, from the sole standpoint of efficiency, provided this equipment complies with the international requirements regarding navigability.

A special Sub-Committee, appointed by the Chairman of the Committee, to include, if necessary, persons who are not members of the Committee, was instructed to submit a report on this subject to the next meeting of the Committee, after consulting the competent authorities in the various countries concerned. This Sub-Committee will also consider such problems of international financing as the execution of the above programme may involve, including, if necessary, the constitution of a common fund and the administration of this fund by an appropriate banking institution.

C. *Postal Air Transport.*

The Committee considers that the study of the question of European postal air transport should be undertaken immediately, to be extended to other regions when economic and technical conditions allow. The Sub-Committee mentioned in paragraph B was instructed :

1. To prepare a map of the air lines to be established between the capitals of the European countries and the points of importance to postal traffic in these countries. For this purpose, it will get into touch with the competent authorities in the different countries.
2. To indicate the necessary conditions for marking out air routes by night.
3. To propose suitable means for increasing the equipment required for ensuring traffic in foggy weather.
4. To draw up specifications of the performance and special qualities required of one or more types of aircraft to be utilised on these lines, taking into account the estimated freight and local topographical and meteorological conditions.
5. To study the question of the surtax.
6. To discuss with the postal services concerned the best methods for handing over mail to aircraft, the distribution of mail, etc.
7. To consider the form which international co-operation should take in the operation of the postal air service, and to study, if necessary, with the competent authorities of the different countries concerned the sections which might be operated by each.

D. *Periodical Study of the Economic Development of Air Transport.*

The Committee thought it would be useful from time to time to supply the authorities concerned in the various countries (and even the general public) with information, which would be as accurate as possible and grouped systematically, regarding the economic development of air transport. The Secretariat of the Committee was requested to submit a report on this subject to the Committee at its next session.

In short, owing to the complexity of the subject, the Committee, being convinced that considerable time would be necessary for the satisfactory completion of such an extensive investigation, devoted itself to two points :

1. Drawing up a programme of work to be undertaken as occasion permitted ;
2. Concentrating its activities on a small number of definite points in regard to which it seemed likely that practical results might be obtained within a short time.

As regards internationalisation, the Committee considered that, in the present state of legislation and of economic and political conditions, it was difficult to reach a more fully developed system of co-operation than the " pool " system, but it recommended the Governments and companies to make the fullest possible use of this system by increasing the number of agreements. It considered that by this means, not only would valuable economic results be obtained, but also that there would be developed " among the different undertakings a spirit of friendliness which will prepare the ground for closer co-operation ".

The Committee further considered that a special regime applicable to certain international air connections of general concern might forthwith be envisaged.

The Committee pointed out various cases in which closer co-operation and a better co-ordination of effort seemed specially necessary, and also comparatively easy of accomplishment, whilst not involving any far-reaching change in legislation or in international relations, and appointed a Sub-Committee to examine the precise steps by which the object in view might be attained.

C. *Work of the Special Sub-Committee on the Constitution and Operation of a Main Network of Permanent Air Routes.*

The Sub-Committee is composed as follows:

M. Willy FISCH, Geheimer Regierungsrat at the German Ministry of Communications (*Chairman*).

M. Emile ALLARD, Professor at Brussels and Liège Universities.

M. T. K. ÅNGSTRÖM, Civil Engineer, Member of the Swedish Civil Air Department.

Lieut.-Colonel C. FILIPOWICZ, Chief of the Civil Aeronautics Section of the Polish Ministry of Communications.

M. Emmanuel CHAUMÉ, Director of Mercantile Aviation at the French Air Ministry.

M. M. MOLFESE, Chief of Civil Aviation at the Air Ministry of the Kingdom of Italy.

Lieut.-Colonel F. C. SHELMERDINE, Director of Civil Aviation at the Air Ministry of Great Britain.

M. E. Th. DE VEER, Director of the Netherlands Air Service.

M. HENRI BOUCHÉ, expert.

The Sub-Committee has worked actively and considered its scheme in great detail; but, as the latter is still highly confidential, no analysis of it can be given here.

CHAPTER III. — PUBLICITY OF CIVIL AVIATION.

At its meeting on May 22nd, 1931, the Council of the League adopted the following resolution:

“ The Council,

“ Considering that the Preparatory Disarmament Commission in its report drew the Disarmament Conference's attention to the fact that, although the majority of this Commission adopted Article 37 of the draft Convention governing the publication of information in regard to civil aviation, certain delegations questioned whether the stipulation contained in this article would not be more in place in an international convention other than that on disarmament;

“ Recognising that it is for the Disarmament Conference to take a decision on this subject;

“ Being anxious to facilitate the Conference's task;

“ Requests the Secretary-General:

“ 1. To arrange for the Communications and Transit Organisation to proceed to an enquiry among all the Governments invited to the Disarmament Conference and to a methodical study of the present situation concerning the publication of information on civil aviation, whether as regards national regulations, multilateral conventions or special obligations.

“ 2. To prepare on this basis for the use of the Conference a collection of all the provisions in force relating to the exchange or publication of information regarding non-military aviation.

“ With a view to enabling the Secretariat of the Communications and Transit Organisation to proceed with the methodical study for which the above resolution provides, the Secretary-General of the League requests the . . . . Government to be good enough, before December 1st next:

“ 1. To communicate to him the text of the national provisions or rules, multilateral conventions or special obligations relating to publicity of civil aviation in force in so far as the . . . . Government is concerned; and

“ 2. To inform him whether, in the light of the provisions in force, the . . . . Government would be in a position, if necessary, regularly to supply the whole or part of the information contained in the annexes to the present circular.”

As a result of the above resolution, the Transit Organisation, on the basis largely of replies from the various Governments to a questionnaire which it had addressed to them, prepared an important study which appeared on January 16th of the current year, document C.95.M.47.1932.VIII (Conf.D.53) and *Addenda*.

This publication being very recent and complete, it will be sufficient to refer the reader to it.

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*List of Proposals made by the Various Delegations in the Course of the General Discussion on the Subject of the Internationalisation or Supervision of Civil Aviation.*

The proposals referred to in No. 1 of the resolution adopted by the Air Commission on March 17th are the following :

1. Internationalisation of civil air transport under a regime to be organised by the League. (France; document Conf.D.99, page 23, section 1.)

Memorandum relating to the French delegation's proposals on the internationalisation of civil air transport. (France, document Conf.D.115.)

2. Internationalisation of civil aviation. (Belgium, document Conf.D.99, page 14 ; Spain, document Conf.D.99, page 16.)

3. Internationalisation or rigorous international supervision of civil aviation. (Denmark, document Conf.D.99, page 51, section 2*b*, and document Conf.D.112, page 3 ; Sweden, document Conf.D.99, page 48, section 3*b*.)

Memorandum on the Swedish delegation's proposals regarding the internationalisation of civil aviation. (Sweden, document Conf.D./C.A.10.)

4. Greatest possible publicity and technical and administrative supervision of civil aviation.

Obligation not to vary materially the proportional ratios to be fixed. (Italy, document Conf.D.106.)

5. Civil aviation to be under international control. (Switzerland, document Conf.D.99, page 50, section 4.)

6. All arming of civil aircraft and all fittings enabling them to be so armed or to be utilised for war to be prohibited. (Germany, document Conf.D.99, page 31, section 19 ; U.S.S.R., document Conf.D.99, page 45, Article 25.)

7. The dropping of bombs or any other objects or materials serving military purposes from aircraft, as well as all preparations to this effect, to be forbidden without any exception. (Germany, document Conf.D.99, page 31, III.)

8. Any instruction and training of any person in aviation having a military character or any military purpose to be prohibited. Any instruction or activity of the members of the army or navy in civil aviation to be prohibited. (Germany, document Conf.D.99, page 31, section 19.)

9. The construction, maintenance, importation or putting into commission of aircraft which is in any way armoured or protected or supplied with devices for the reception of warlike armaments of any kind such as guns, machine-guns, torpedoes, bombs, or which are supplied with gun-sights or devices for the dropping of bombs, to be prohibited. (Germany, document Conf.D.99, page 31, section 19.)

10. Limitation of every expenditure, subsidy or loan included in the budget and intended for the purchase and upkeep of civil aviation material. (Sweden, document Conf.D.110.)

11. Publicity with regard to non-military aviation.<sup>1</sup> (U.S.S.R., document Conf.D.99, page 47, Article 45.)

12. The maintenance of any relations between the military or naval administration and civil aviation for any military purpose to be prohibited. (Germany, document Conf.D.99, page 32, section 19.)

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<sup>1</sup> See in this connection document C.95.M.47.1932.VII. (Conf.D.53) and *Addenda*.



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Geneva, April 18th, 1932.

**LEAGUE OF NATIONS**

**CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS**

**Co-ordination of the Draft Convention and of the Propositions referred to the  
General Commission on the Resumption of its Work.**

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**REPORT OF THE BUREAU ADOPTED BY THE GENERAL  
COMMISSION ON APRIL 18TH, 1932.**

Rapporteur : M. BENES.

In accordance with the proposal put forward on March 16th by the President of the General Commission and adopted by the latter, the President sent a circular letter to those delegations which had formulated proposals during the general discussion asking them to send to the Secretariat memoranda containing detailed explanations of those proposals and plans for their execution.

A large number of delegations responded to the President's request. Others have put forward, since we resumed our sittings, proposals, suggestions, resolutions of draft amendments related to the theses advanced by them during the general discussion.

When concluding the general discussion on Article I, the President proposed that the General Commission should instruct its Bureau to analyse and co-ordinate the various proposals and recommendations submitted in the above-mentioned memoranda and in the speeches delivered since last Monday, in order to adapt them to the synoptic table which had already been adopted by the General Commission (document Conf.D.102).

It is hardly necessary to say that the task entrusted to us is limited to this adaptation, and in no way involves changing an order which was established after prolonged consultation and was definitely adopted by the General Commission at its meeting on March 8th last. Accordingly the new proposals must *in principle* fall within the framework of the scheme which you have decided to regard as your agenda, so that there shall be no need to alter this arrangement.

The General Commission also decided that the suggestions made by its Bureau should be submitted to the Bureau of the Conference to be examined and referred to the Commission—doubtless after such amendments as the Bureau might think desirable had been introduced.

I have accordingly made an examination and analysis of : (1) the memoranda, (2) the draft resolutions and texts submitted during the general discussion on Article I, (3) the other suggestions put forward during the discussion, on which no formal proposals have been made. It is the result of this work that I lay before you hereunder.

## I. MEMORANDA PRESENTED BY CERTAIN DELEGATIONS.

### *Memorandum by the Afghan Delegation* (document Conf.D.116).

The Afghan delegation has submitted a memorandum containing eight points :

- Point 1 relates to the abolition of every kind of heavy artillery. <sup>1</sup>
- Point 2 relates to the abolition of tanks and armoured cars. <sup>1</sup>
- Point 3 relates to the abolition of bombing machines and prohibition of dropping bombs. <sup>1</sup>
- Point 4 relates to the abolition of chemical and bacteriological weapons. <sup>1</sup>
- Point 5 relates to the abolition of certain fortifications. <sup>1</sup>
- Point 6 relates to the equalisation of armed forces. <sup>1</sup>
- Point 7 relates to the limitation of material by budgetary methods. <sup>2</sup>
- Point 8 relates to the protection of the civil population. <sup>1</sup>

All these proposals relate to points already appearing in document Conf.D.102 and no new principle is involved.

### *Memorandum by the Argentine Delegation* (document Conf.D.107).

The Argentine delegation has submitted an amendment to its original proposal (document Conf.D.99, page 52) concerning capital ships, mentioned in point 5 on page 15 of document Conf.D.102. The purpose of this amendment is to co-ordinate different proposals of the same kind submitted by other delegations. <sup>3</sup>

No new principle is involved and no change is necessary in this connection in the General Commission's agenda.

### *Memorandum by the Chinese Delegation* (document Conf.D.111).

The memorandum gives the reasons for the Chinese delegation's proposals regarding the criteria of limitation already figuring in III(a), page 3, and in 3(b), page 4 of document Conf.D.102 <sup>4</sup>

It then deals with the abolition of aggressive arms. <sup>5</sup>

No new principle is involved and no change is necessary in the General Commission's agenda.

### *Memorandum by the Danish Delegation* (document Conf.D.112).

The memorandum contains six proposals.

(1) The first deals with the abolition of aggressive arms. The memorandum is supplemented on this point by a draft resolution (document Conf.D./C.G.16 (1)) which stipulates that the proposed abolition must be supplemented by a prohibition of the manufacture and preparation of the said arms and of training in their use. The principle of the prohibition of these arms, which figures in III(a) of the General Commission's agenda, seems to imply that of the prohibition of manufacture and preparation. On the other hand, prohibition of training in their use is a new complementary idea, which already figures in point 2, page 11 of document Conf.D.102, the principle of which can also be discussed under point III of the Agenda.

The memorandum enumerates the arms covered by the proposal and states the reasons for including them in the list. <sup>6</sup>

(2) Proposal II relates to the procedure to be employed in studying the internationalisation or control of civil aviation proposed by the Danish delegation and figuring in Article 28, point 3, page 20, of document Conf.D.102. <sup>7</sup> No new principle is raised. Nevertheless, the General Commission might refer this proposal immediately to the Air Commission, since it affects the latter's procedure and hence might be discussed by it.

<sup>1</sup> Add to document Conf.D.102 the name of Afghanistan and a reference to document Conf.D.116, at the following places :

Page 2 under point I (a) ; page 12 under points 1, 7, 8, and 10 ; page 17 under point 6 ; page 18 under point 8 ; page 23 under point 4 ; page 24 under point 1.

<sup>2</sup> Insert the proposal in document Conf.D.102 on page 21 between points 1 and 2.

<sup>3</sup> The new Argentine proposal will have to be inserted between points 5 and 6 on page 13 of the co-ordinating table (document Conf.D.102). That figuring in point 5, page 15, should be deleted.

<sup>4</sup> Reference to document Conf.D.111 should be made under these points in document Conf.D.102.

<sup>5</sup> Add the name of China to Chapter C, 3, page 17, and Part V, point 4, page 23 of document Conf.D.102.

<sup>6</sup> Add the name of Denmark after the names of the countries having asked for the abolition of each of the said arms—i.e., to points 2, 6 and 7, page 12 ; Article 14, point 1, and Article 15, point 1, page 15 ; Article 16, point 1, page 16 ; point 23, page 15 ; Chapter C, points 1 to 3, page 17 ; and points 3, 8 and 12, page 24 of document Conf.D.102.

<sup>7</sup> Reference to document Conf.D.112 should be made under this point in Document Conf.D.102.

(3) Proposal III is that the Special Commission should be asked to study the reductions in the level of armaments and expenditure resulting from the abolition of aggressive arms, with a view to applying the method of proportional reduction recommended by the Danish delegation and figuring under II (e), page 2 of document Conf.D.102.<sup>1</sup>

The principle of the method of reduction does not appear to be essentially affected. It will be for the General Commission to decide when it discusses this principle whether, before taking a decision, it desires to ask the Special Commissions to make the study suggested by the Danish delegation.

(4) Proposal IV reiterates, with reasons in support, the Danish proposal relating to the Permanent Disarmament Commission, which figures under Article 40, point 1, page 25 of document Conf.D.102.<sup>1</sup>

No new principle is involved in this proposal.

(5) Proposal V amplifies the Danish proposals figuring in Chapter V, Chemical Arms, points 3 and 5, page 23 of document Conf.D.102.<sup>1</sup> It is proposed in particular to set up a technical sub-committee to get into touch with the national cartels of chemical products.

No new principle is raised. The General Commission will have to decide, however, on the urgency of the proposal, which involves the setting up of a new body and consultations with bodies extraneous to the Conference. It should be noted that the General Commission has already considered the setting up of a special commission. This body, if set up, might study this Danish proposal.

(6) Proposal VI amplifies the same proposal relating to the preparation of the successive stages of disarmament which figures under II(c), page 2 of document Conf.D.102.<sup>1</sup> The principle of this proposal is on the General Commission's agenda under No. I(c) of document Conf.D.103.

No new principle is raised by this proposal.

*Memorandum by the French Delegation* (document Conf.D.115).

The memorandum is a study on the internationalisation of civil air transport, a question which figures under Article 28, point 1, page 19 of document Conf.D.102,<sup>2</sup> and the principle of which figures in the agenda of the General Commission under No. B.5(d) of document Conf. D.103.

The study has been submitted as a basis for discussion to the Air Commission and does not raise any fresh question of principle for the General Commission.

*Memorandum by the Italian Delegation* (document Conf.D.106.)

The memorandum amplifies the proposal of the Italian delegation with reference to the prohibition of aggressive war materials, which proposal figures under No. IV(a), page 3 of document Conf.D.102,<sup>3</sup> and the principle of which figures in the agenda of the General Commission under No. III(a) of document Conf.D.103.

The memorandum defines the arms covered by the proposal and the practical procedure for application.<sup>4</sup>

No fresh principle is raised by the concrete proposals themselves. At the same time § IV of the memorandum contains a suggestion which constitutes a principle supplementary to that of qualitative limitation and which might be discussed together with Point III(a) of document Conf.D.103. The additional suggestion is that States should establish a contractual undertaking not to employ the authorised means of warfare for purposes connected with means of warfare which have been abolished.

*Memorandum by the Japanese Delegation* (document Conf.D.114).

The memorandum submitted by the Japanese delegation consists of ten points.

Point 1 reads as follows: "Adoption of the draft Convention as a basis for discussion . . ." Failing other indications, it would appear that the Japanese delegation simply wished to repeat what it had said during the general discussion—namely, that its attitude would be to take the draft Convention as a basis. That would not be a concrete proposal which would have the preliminary effect of setting aside all other draft proposals. Such being the case, no question of principle would be raised by point 1.

Point 2 amplifies the reasons and means of applying the proposal which relates to the situation of States parties to the Convention in relation to States not parties to that Convention

<sup>1</sup> Reference to document Conf.D.112 should be made under this point of document Conf.D.102.

<sup>2</sup> Reference should be made under this point of document Conf.D.102 to document Conf.D.115.

<sup>3</sup> Reference should be made under this point of document Conf.D.102 to document Conf.D.106.

<sup>4</sup> Add the name of Italy in Chapter A, point 8, page 12 (document Conf.D.102), concerning the prohibition of armoured motor-cars and also in Article 28, point 4, page 20, concerning the control of civil aviation.

and States which might violate their obligations. This proposal figures in Part VI, point 1, page 25 of document Conf.D.102.<sup>1</sup>

Point 3 defines the proposal which relates to the taking into consideration of the particular conditions of the different countries. This proposal figures under Point III(b), page 3 of document Conf.D.102<sup>1</sup> and the principle appears on the agenda of the General Commission under point A.II (b).

Point 4 concerns the prohibition of bombardment from the air of civil populations which figures under point 10, page 24 of document Conf.D.102<sup>1</sup> and rules for bombing behind the front of the combatant troops.<sup>2</sup>

Point 5 concerns the prohibition of chemical and bacteriological warfare.

Point 6 relates to the reduction of the tonnage and the calibre of artillery of capital ships.

Point 7 deals with the reduction of the tonnage of aircraft-carriers.

Point 8 relates to the prohibition of the fitting of aircraft landing platforms or decks on vessels of war.

Point 9 concerns the conditional abolition of aircraft-carriers.

Lastly, point 10 refers to the limitation of arms and aircraft equipment on merchant vessels.

Points 5-10 are already included in document conf.D.102 under Nos. 8, page 23 ; 3, page 15 ; 3, page 16 ; 4, page 16 ; Article 15, point 2, page 15 ; Article 19, point 1, page 16.<sup>3</sup>

No new principle is raised by points 2-10 inclusive.

#### *Memorandum by the Netherlands Delegation* (document Conf.D.108).

The memorandum contains detailed explanations of five proposals submitted by the Netherlands delegation.

(1) The first point relates to a proposal for the limitation and reduction of the armed forces immediately mobilisable—a proposal which comes under point VII on page 6 of document Conf.D.102<sup>4</sup>. The principle of this proposal appears on the General Commission's agenda under point A, VI of document Conf.D.103. The memorandum proposes three articles for the application of this idea to the limitation of personnel—the principle of which is included under points 4 and 6 on page 7 of document Conf.D.102<sup>5</sup>.

(2) Point 2 develops the proposal relating to the limitation of land material which figures in point 12 on page 12 of document Conf.D.102<sup>5</sup>, and the principle of which is included on the General Commission's agenda under point B.3(d) of document Conf.D.103. The memorandum proposes the text of an article to give effect to this proposal.

(3) Point 3 develops the proposal concerning the use of automatic contact mines in the open sea, which figures in Nos. 23, page 15, and 6, page 24 of document Conf.D.102<sup>5</sup>.

(4) Point 4 concerns the proposal for the abolition of air bombing which figures in points 6 on page 17, and 10 on page 24 of document Conf.D.102.<sup>5</sup>

(5) Point 5 concerns the proposal for the publicity of armaments which figures in point 1 on page 22 of document Conf.D.102<sup>5</sup>, and contains a draft article providing for publicity relating to the stocks of certain land, naval and air material.<sup>6</sup>

No new principle is raised by the memorandum.

#### *Memorandum by the Swedish Delegation* (document Conf.D.110).

The Swedish delegation's memorandum deals with four points of the previous Swedish proposals.

(1) The first point relates to the proposal for the limitation of trained reserves to be found in Part I, point 3, page 7 of document Conf.D.102<sup>7</sup>. The principle of this proposal is on the General Commission's agenda under B.1(c) of document Conf.D.103. For its application the memorandum first proposes the limitation of the annual contingent. This question already figures under point 6, on page 7 of document Conf.D.102<sup>7</sup> and on the General Commission's agenda under point B.1(d). It is also proposed to reduce the period of service for a certain part of the contingent.<sup>8</sup>

This latter proposal does not appear to raise any new principle to be placed on the General Commission's agenda.

(2) The second point deals with the proposal to combine quantitative and budgetary limitation to be found in Article 10, point 1, on page 13 of document Conf.D.102<sup>7</sup>. The principle

<sup>1</sup> Reference to document Conf.D.114 should be made under this point of document Conf.D.102.

<sup>2</sup> The second proposal should be inserted between points 11 and 12 on page 24 of document Conf.D.102.

<sup>3</sup> Under each of the headings given in document Conf.D.102 a reference to (document Conf.D.114) should be inserted.

<sup>4</sup> Reference to document Conf.D.108 should be made under this point of document Conf.D.102.

<sup>5</sup> Reference to document Conf.D.108 should be inserted under these points of document Conf.D.102.

<sup>6</sup> Reference to this article should be inserted opposite Article 33 on page 22 of document Conf.D.102.

<sup>7</sup> Insert under this point of document Conf.D.102 a reference to document Conf.D.110.

<sup>8</sup> This proposal should be inserted in Chapter B, page 11 of document Conf.D.102.

of this proposal is on the General Commission's agenda under point B.3(e) of document Conf. D.103. The memorandum proposes the text of an article to this effect.

(3) The third point deals with the proposal to abolish heavy artillery, mortars and trench mortars and tanks, which figures under points 2, 6 and 7 on page 12 of document Conf.D.102<sup>1</sup>. The principle of this proposal is on the General Commission's agenda under points A.III(a) and B.3(a). A draft article is included in the memorandum.

(4) The fourth point concerns the proposal relating to budgetary limitation to be found in point 7 on page 21 of document Conf.D.102<sup>1</sup>. The memorandum proposes that this method should be applied to the limitation of military air material and of the subsidies granted for the purchase and maintenance of civil aviation material.<sup>2</sup>

None of these four points raises any new question of principle.

*Memorandum by the Turkish Delegation* (document Conf.D.113).

The Turkish delegation's memorandum relates to the proposal specified in point I(as) on page 2 of document Conf.D.102,<sup>3</sup> of which it constitutes an explanation, and, on point of detail, an amendment. The principle embodied in it, which is to be found in the General Commission's agenda under A.I(a) of document Conf.D.103 is not appreciably modified by the amendments.<sup>4</sup>

(1) As regards personnel, the memorandum proposes the fixing for all countries of an equal maximum for the annual contingent, the number of officers and non-commissioned officers, and the length of service.<sup>5</sup> This proposal would not, however, appear to raise any other question of principle than that of the equalisation of armaments upon which the whole scheme is based.

(2) The memorandum lays emphasis on the proposal for the abolition of heavy artillery and tanks, which is already to be found in points 4 and 7 on page 12 of document Conf.D.102.<sup>3</sup> It also recommends the abolition of military aviation.<sup>6</sup>

(3) The memorandum contains a proposal which raises a new principle, that of the internationalisation of armament factories<sup>7</sup>. It might be discussed by the General Commission under the item on its agenda concerning the trade in and manufacture of arms: point B.6 of document Conf.D.103.

(4) As regards chemical warfare, the memorandum proposes to destroy all appliances of chemical warfare and to internationalise the chemical industry. The first proposal is already contained in No. 4 on page 23 of document Conf.D.102<sup>8</sup>. The second raises a new principle which might be inserted in the agenda of the General Commission under Point B.8 of document Conf.D.103.<sup>9</sup>

## II. DRAFT RESOLUTIONS AND TEXTS SUBMITTED.

### (1) *Draft Resolution of the Delegation of the United States of America.* (Conf.D./C.G.12).

The delegation of the United States of America has submitted a draft resolution which is primarily designed to prohibit certain land material, the details of its application to be studied by the Land Commission. The principle embodied in the proposal is already contained in the General Commission's Agenda under A.III(a) of document Conf.D.103. It has already been arranged to refer the question to the Land Commission as soon as the General Commission has decided the question of principle.<sup>10</sup>

As the general discussion related to the principle of the proposal, it may be thought that the details could be discussed under A.III of the Commission's Agenda (document Conf.D.103).

<sup>1</sup> Insert under this point of document Conf. D.102 a reference to document Conf. D.110.

<sup>2</sup> These proposals should be inserted between points 10 and 11 on page 22, and also as regards civil aviation at the end of point 8 on page 20 of document Conf.D.102.

<sup>3</sup> A reference should be inserted after this point of document Conf.D.102 to document Conf.D.113.

<sup>4</sup> In consequence of the amendments made on points of detail, the wording of the texts relating to the proposal should be modified, in particular on page 2, point I (a); on page 8, Articles 2 and 3, point 2; and on page 13, point (b) of document Conf.D.102.

<sup>5</sup> These various points should be inserted as follows: the first between points 6 and 7 on page 7, the second between points 2 and 3 on page 8 and the third in Chapter B on page 11 of document Conf. D.102.

<sup>6</sup> Turkey should be added to the list of States in point 3 on page 17 of document Conf.D.102, and a reference inserted to document Conf.D.113.

<sup>7</sup> This point should be inserted between points 2 and 3, Trade in and Manufacture of Arms, page 20 of document Conf.D.102.

<sup>8</sup> Insert under this point of document Conf.D.102 a reference to document Conf.D.113.

<sup>9</sup> Insert this proposal between points 4 and 5, page 23 of document Conf.D.102.

<sup>10</sup> The United States should be added to points 4 and 7 on page 12, and point 8 on page 23 of document Conf.D.102. Point 9 on page 23 should be deleted.

In the second place, the American delegation proposes that States should undertake not to make use of prohibited material in the event of war. The Political Commission might be entrusted with the duty of drawing up stipulations to this effect. <sup>1</sup>

The idea of prohibiting the use of certain material in time of war raises a new question of principle relating both to that of qualitative limitation and to that of the prohibition of other methods of warfare: aerial bombing, chemical warfare, etc. This principle, which is also related to the proposal of the Italian delegation that an engagement should be entered into not to employ authorised means of war for purposes proper to prohibited means of war, might, like the latter, be discussed under point A.III of the General Commission's agenda (document Conf.D.103) before being included, if necessary, in the agenda of the Political Commission.

*Draft Article 1 of the Turkish Delegation* (document Conf.D./C.G.13).

The Turkish delegation has submitted a draft article which lays down in principle the method of reduction recommended by it, to be found under I (a) on page 2 of document Conf.D.102. <sup>2</sup> This proposal does not raise any new principle.

*Draft Article 1 of the Soviet Delegation* (document Conf.D./C.G.11).

Similarly, the Soviet delegation has submitted a draft Article 1 which lays down in principle the method of reduction, recommended by it, to be found under No. I(b) on page 2 of document Conf.D.102. <sup>3</sup>

This proposal does not raise any new principle.

*Draft Article 1 of the German Delegation* (document Conf.D./C.G.17).

The German delegation has submitted a draft Article 1 in which the High Contracting Parties agree to reduce and limit their respective armaments as laid down in the Convention. In the light of the explanations given by M. Nadolny in his speech on April 11th, this proposal does not appear to raise any different principle from that which figures in the German proposal under point I(c) on page 2 of document Conf.D.102 <sup>4</sup> and under point A.I(b) of the General Commission's agenda, document Conf.D.103.

*Draft Resolution of the Persian Delegation* (document Conf.D./C.G.14).

The Persian delegation has submitted a draft resolution concerning the internationalisation of all factories for the manufacture of arms and ammunition and war material. This proposal should be discussed together with that of the Turkish delegation under point B.6 of the agenda of the General Commission. <sup>5</sup>

The Persian delegation asks that the Land, Naval and Air Commissions should examine the methods for carrying out such internationalisation and should submit to the General Commission a practical proposal which shall pay due regard to the legitimate interests of the producing and non-producing countries. The General Commission will decide, when it discusses the principle of the matter, the action to be taken with regard to this proposal.

*Draft Resolution of the Yugoslav Delegation* (document Conf.D./C.G.15).

The Yugoslav delegation submits three proposals :

Point I deals with the abolition of certain naval material. This proposal is already to be found in Chapter B, point 1 on page 13 of document Conf.D.102 <sup>6</sup>. The general principle figures in the agenda of the General Commission under A.III(a) and under B.4 (a) of document Conf.D.103. This point does not raise any new principle.

Point II deals with the limitation to present figures of heavy artillery and tanks, with a provision for placing them at the disposal of the League of Nations. <sup>7</sup> The principle involved might be included under A.III or under No. B.2 (b) of the General Commission's agenda (document Conf.D.103).

Lastly, point III relates to the prohibition of aerial bombing and chemical warfare and to the organisation of sanctions in the event of the violation of these prohibitions. This proposal

<sup>1</sup> This proposal should be inserted between points 4 and 5 on page 3 of document Conf.D.102.

<sup>2</sup> Add under this point a reference to document Conf.D./C.G.13.

<sup>3</sup> Add under this point of document Conf.D.102 a reference to document Conf.D./C.G.11.

<sup>4</sup> Insert under this point of document Conf.D.102, a reference to document Conf.D./C.G.17.

<sup>5</sup> Insert this proposal between points 2 and 3 of the chapter: "Trade in Arms", page 20 of document Conf.D.102.

<sup>6</sup> Reference should be made under this point of document Conf.D.102 to document Conf.D./C.G.15.

<sup>7</sup> This proposal should be inserted between points 3 and 4, page 11 of document Conf.D.102.

figures, as regards chemical warfare, under point 6, page 23 (document Conf.D.102).<sup>1</sup> The principles of the prohibition of the use of chemical arms and of sanctions are to be found in the General Commission's agenda under B.8(a) and (c). As regards aerial bombing, this prohibition figures under point 6 on page 17 of document Conf.D.102.<sup>1</sup> However, this principle and the principle of sanctions in the event of the violation of this prohibition do not figure explicitly on the General Commission's agenda. They might be discussed with the similar provisions relating to chemical warfare.

*Draft Resolution of the Danish Delegation* (document Conf.D./C.G.16).

This draft resolution has already been examined in conjunction with the Danish Delegation's memorandum.

### III. SUGGESTIONS PUT FORWARD DURING THE GENERAL DISCUSSION ON ARTICLE I.

#### *Speech by the Delegate of Spain.*

The delegate of Spain proposes to divide armaments into four categories :

Category 1 : Arms which would be entirely abolished.

Category 2 : Arms which would be exclusively at the disposal of the League of Nations.

Category 3 : Arms which the States would be allowed to retain on condition that the League might requisition them at any time.

Category 4 : Arms the full ownership of which would remain with States.

This proposal represents the combined application of the principles of qualitative limitation, the prohibition of certain material except under certain conditions and lastly the creation of an international force, principles which will be found respectively under Points A.III(a), III(b) and IV(b) of the agenda of the General Commission (document Conf.D.103). It might accordingly be discussed when the various points which it embodies are under consideration, without its being necessary to formulate a fresh principle.

The delegate of Spain proposes also that the Permanent Disarmament Commission be requested to examine the military programme of States Members of the League and of States signatories to the Paris Pact as regards the quantity and quality of the armaments. This proposal seems to link up with the Norwegian proposal to be found in point II(a) page 2 of document Conf.D.102. It does not appear to raise any new principle. Its object is to define the powers of the Permanent Disarmament Commission.

Finally, there is another question to which I desire to draw attention.

Before the Easter recess, the General Commission received a letter (document Conf.D./C.G.9) from the President of the Naval Commission, from which it appeared that the Naval Commission was referring back to the General Commission points 4, 5, 6, 7, 8, 9 and 12 of its agenda, together with the proposals of the Argentine and Netherlands delegations. This request is in accordance with the procedure which we have adopted.

In support of the Naval Commission's request, M. Colban asked the General Commission on March 16th to remember, when it drew up its own agenda after Easter, that it would be desirable to deal as soon as possible with those questions which would facilitate the progress of the Naval Commission's work. In reply, our President assured M. Colban that, when it resumed its meetings, the General Commission would examine as soon as possible the report on the state of the Naval Commission's work.

As the General Commission has referred to the Bureau the new proposals which have been submitted, the occasion would seem to be suitable for considering also the action to be taken with regard to the Naval Commission's request.

M. Colban has informed me that the Bureau of the Naval Commission is asking the General Commission to examine in addition point 19 of its agenda because this point, which deals with definitions of the categories of ships, is certainly connected with the questions concerning capital ships, aircraft-carriers and submarines, which figure among those sent back to us.

The Bureau may recommend the General Commission either to discuss first of all the points referred back by the Naval Commission or to consider these points at the moment when questions related to those submitted by M. Colban are dealt with, in their due order, by the General Commission.

I myself am rather in favour of the second solution and I would suggest that the Bureau should recommend the General Commission to incorporate in its agenda (document Conf.D.103) the questions sent back by the Naval Commission in the following manner :

1. At the end of the questions relating to Article I, the following point should be added : " X. Restriction of the use of automatic contact mines." In connection with this point, the General Commission would examine the Netherlands proposal concerning the prohibition of the laying of automatic contact mines on the high seas ;

<sup>1</sup> Reference should be made under this point of document Conf. D. 102 to document Conf. D./C.G.15.

2. Point B.4 of the agenda is headed, "Chapter B, Naval Material." With regard to this chapter, the General Commission would discuss points 4 and 12 of the Naval Commission's agenda. Point 4 is headed, "General Proposals of a Technical Character", but many proposals which raise questions of principle are related to it; point 12 deals with merchant vessels;

3. All questions relating to points 7, 8, 9 and 19 of the Naval Commission's agenda, which deal with capital ships, aircraft-carriers, submarines and definitions would be considered in connection with point B.4(a): "Prohibition of certain Material" in Chapter B.

4. As regards points 5 and 6 of the Naval Commission's agenda relating to the distribution of tonnage by categories and the transfer of tonnage between the various categories, the following sub-heading would be added to point B.4: "(e) Distribution of Tonnage by Categories. — Transfer."

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Geneva, May 28th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

**NAVAL COMMISSION**

44

**REPORT TO THE GENERAL COMMISSION**

Called for by that Commission's Resolution dated April 22nd, 1932.

(Document Conf.D./C.G.28(2).)

*Rapporteur:* M. K. I. WESTMAN (Sweden).

**INTRODUCTION.**

The General Commission of the Conference for the Reduction and Limitation of Armaments at its meeting on April 22nd, 1932, adopted the following resolution (document Conf.D./C.G. 28(2)) :

“ In seeking to apply the principle of qualitative disarmament as defined in the previous resolution (document Conf.D./C.G.26(1)), the Conference is of opinion that the range of land, sea and air armaments should be examined by the competent special Commissions with a view to selecting those weapons whose character is the most specifically offensive or those most efficacious against national defence or most threatening to civilians.”

For the purpose of determining the naval armaments which are, in accordance with the terms of the resolution, “ the most specifically offensive or those most efficacious against national defence or most threatening to civilians ”, the Naval Commission met on April 26th, 1932.

After a general discussion, the Naval Commission adopted the agenda prepared by its Bureau in accordance with which it considered, first, capital ships and subsequently discussed aircraft-carriers, submarines and mines. The Commission also considered river gunboats and monitors.

In regard to the use of poison gases and bacteriological warfare, the General Commission has decided to confide the consideration of these questions to a special Commission constituted for this purpose.

The discussions which have taken place in the Naval Commission in pursuance of the resolution of the General Commission of April 22nd, 1932, have not been confined to the questions to which the text of the resolution relates directly. A number of delegations have thought well to develop their views, in more complete fashion than the actual terms of reference would have required, on naval problems in general and on the special needs and circumstances of their respective countries. They have been led in this way to indicate the fundamental considerations at the base of their attitude to the problems raised by the General Commission's resolution. Questions have thus been discussed in regard to the problem of the abolition of certain forms of naval armaments, reductions of tonnage and of the combatant power of units, the difficulties arising in connection with the application of the term “ aggression ”, and problems in regard to the definition of “ the relative offensive and defensive power ” of the different types of war vessels.

The discussion indicated that one of the reasons for the divergent views expressed lies in a difference in interpretation of the terms of reference given by the General Commission.

Certain delegations have found the terms of the General Commission's resolution sufficiently clear for them to be taken at once as the basis of the work of the Naval Commission. Other delegates, on the other hand, in view of the special conditions existing in the sphere of naval armaments, have thought it necessary to discuss and state clearly the sense in which the General Commission's resolution should be interpreted.

These latter delegations have, for their part, expressed the opinion that the instruction to consider the different naval armaments with a view to determining those weapons " whose character is the most specifically offensive " appears to pre-suppose the use of such weapons for purposes of a policy of aggression and that the naval operations to be considered are, consequently, primarily those directed towards the invasion and violation of the territorial sovereignty of a country. In other words, in order to define the task of the Naval Commission, the latter has, in their opinion, to consider whether there are weapons which, in the event of armed aggression directed suddenly against the territorial sovereignty of a State, offer, in virtue of their inherent specific character, greater advantages to the aggressor than to the nation which is the victim of aggression.

The delegations adhering to this view feel that this interpretation is the only one consonant with the origin and development of the resolution as shown by the discussion in the General Commission. Furthermore, they feel that to consider the offensive operations in question as embracing all the normal operations of war would lead directly into insoluble problems. Such a wider interpretation would likewise involve matters of principle which have not yet been dealt with by the General Commission.

Other delegations stated their opinion that, whenever a State adopts a policy of aggression, all naval armaments whatsoever, whether limitable or non-limitable within the meaning of the Washington and London Naval Treaties, are specifically offensive, but that, on the other hand, all these naval armaments whatsoever become defensive when employed by a nation which is being subjected to aggression.

Moreover, certain delegations, with the object of defining more closely the terms of reference to the Naval Commission, have been at pains to recall the resolution of April 20th, 1932, adopted by all the Members of the Conference, with exception of the Union of Soviet Socialist Republics (document Conf.D./C.G.24), under the terms of which the provisions of Article 8 of the Covenant of the League of Nations are to be applied for the purpose of determining the criteria for the limitation and reduction of armaments and have argued accordingly that it is necessary to reduce armaments to the lowest point consistent with national safety and the enforcement by common action of international obligations, taking into account at the same time the geographical situation and special circumstances of each State. The General Commission on these grounds decided that the application of these criteria and the methods by which the reduction and limitation of armaments would have to be effected should immediately be examined from a practical standpoint.

Other delegations, however, while anxious to be guided by the general lines laid down by the General Commission, have been at pains to emphasise the point that the object of the Conference is none other than the reduction and the limitation of armaments, and that all efforts should be directed to this object. In this connection, it is essential to bear in mind that the General Commission, by its resolution of April 22nd (document Conf.D./C.G.26(1)), adopted this very principle of qualitative disarmament—that is to say, the selection of certain categories or certain types of weapons the possession or use of which would be either completely forbidden to all States or internationalised by means of a general convention.

They take the view that all kinds of weapons are offensive when they are utilised in attacking other nations. It is, however, impossible to limit considerations of national defence to the eventuality of invasion or violation of territorial sovereignty. National defence is a much vaster problem. No definition of the term " national defence " has been recorded up to the present.

To sum up the results of the discussion and to define as closely as possible the task of the Naval Commission, the latter has agreed to the following resolution (document Conf.D./C.N./C.R.10) :

" The Naval Commission having found that nearly all naval weapons possess to some extent both an offensive and defensive character at the same time ;

" Being convinced that it is very difficult, if not impossible, from a purely technical point of view, to define the criteria of these arms so far as their mainly offensive or defensive character is concerned, since this character even varies according to the circumstances of the different countries ;

" Has come to the conclusion that it can most usefully answer the questions put by the General Commission in giving them the following interpretation :

" Supposing one State either (a) adopts a policy of armed aggression, or (b) undertakes offensive operations against another State, what are the weapons which, by reason of their specific character, and without prejudice to their defensive purposes, are most likely to enable that policy or those operations to be brought rapidly to a successful conclusion ? "

It has been understood that the different States, in indicating the naval weapons which, in their opinion, are the most specifically offensive and the most efficacious against national

defence, could indicate whether, in coming to their opinion, they have adopted the attitude indicated above under (a) or that indicated above under (b).

It has been felt at the same time that in their replies the States desiring to do so might refrain from distinguishing between the two criteria—viz., “the most specifically offensive weapons” and “the weapons most efficacious against national defence”—which are mentioned in the resolution of the General Commission.

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The *German* delegation stated that, while it accepted the text of the above resolution, in its opinion the provisions of the Versailles Treaty contain the reply to give to the questions put by the General Commission's resolution, seeing that these provisions have been laid down expressly for the purpose of rendering it impossible for Germany to proceed to a policy of aggression.

The *Soviet* delegation considers that the preamble to the report of the Naval Commission must conform strictly to the terms of reference given by the General Commission on April 22nd, and this is why it declares itself against any extension and revision of the full powers delegated to the Naval Commission, and against the discussion of questions touched upon in the Naval Commission (definition of aggression, the “time factor”, definition of the offensive and of the defensive, etc.). The Soviet delegation considers that any attempt to apply the principle of “national security” to the General Commission's decision of April 22nd nullifies any results that may be arrived at in regard to qualitative disarmament, and that, notwithstanding differences in geographical conditions, the technical-tactical criteria of present-day naval armaments clearly permit of a definite reply—and this in numerical terms—being given to the three questions put by the General Commission.

Efforts have been made to arrive at a single text, in regard to the various naval arms, acceptable to all the delegations. These efforts having proved unsuccessful, it has consequently been necessary to compile this report in the form in which it now appears—a series of statements by different delegations or groups of delegations, setting forth their particular points of view.

#### PART I. — CAPITAL SHIPS.

The *Australian*, the *United States of America*, the *Japanese* and the *United Kingdom* delegations consider that :

“ 1. While in many respects capital ships possess fighting qualities superior to other types of vessels, they are not so constituted that they can be effectively operated independently of other types.

“ 2. For certain countries having great maritime interests, vital lines of overseas communication, or long coast-lines to defend, and which are dependent to a large extent on their fleets for security, the capital ship constitutes the essential backbone of their defence forces.

“ 3. Capital ships are among the least efficient naval weapons for independent operations against merchant commerce.

“ 4. The foregoing considerations are equally applicable, whether the terms of reference are interpreted in accordance with either (a) or (b) or both of paragraph 4 of the Naval Commission's resolution (see page 2), and the delegations concerned are accordingly of the opinion that capital ships.

- “ (a) Are not most specifically offensive ;
- “ (b) Are not most efficacious against national defence ;
- “ (c) Are not most menacing to civilian populations.

“ 5. Questions of reduction in displacement and gun calibre of capital ships are regarded as outside the present terms of reference, since they involve matters of principle to be first discussed by the General Commission.”

The *Brazilian* delegation agrees with paragraphs 1, 2 and 3 of the above statement by the *Australian*, the *United States of America*, the *Japanese* and the *United Kingdom* delegations, while considering, however, that, “in the case of an attack, the greater the tonnage of those ships and the greater the calibre of their guns, the more efficacious they are against naval and coast defences”.

The *Italian* delegation stated that :

“Italy, which has to defend great maritime interests, vital lines of overseas communications and very long coast-lines, and whose security and very life depend on her fleet, while recognising that, in the present state of armaments, capital ships, as defined and limited

by existing Treaties, constitute an important element in naval forces, considers that these ships :

- “ Are specifically offensive ;
- “ Are most efficacious against national defence, and
- “ Indirectly, are most threatening to civil populations.

“ The Italian delegation considers that a proposal aiming simply at the reduction of displacement and of gun calibre of capital ships is not within the terms of reference of the Naval Commission.

“ In any case, the Italian delegation is of the opinion that a proposal of this sort will not only not achieve the object of the General Commission but would, on the contrary, lead to the creation of a new type of rapid armoured vessel, and consequently to a new competition in naval construction.

The *Chinese* delegation, in respect to China, supported the Italian delegation's statement above.

The delegations of *Germany, the Argentine, Bulgaria, Denmark, Spain, Finland, France, Greece, Norway, the Netherlands, Poland, Roumania, Siam, Sweden, Turkey, the Union of Soviet Socialist Republics* and *Yugoslavia* agree on the following conclusions :

“ (a) In regard to capital ships the predominance of their offensive character over their defensive qualities increases with their tonnage and the calibre of their guns.

“ (b) While admitting that capital ships may contribute efficaciously towards national defence, it must be stated that, in the case of an attack, the greater the tonnage of these ships and the higher the calibre of their guns, the greater is their efficacy against naval and coast defences.

“ (c) In regard to the threat to civil populations, it must be stated that the greater the tonnage of these ships and the higher the calibre of their guns, the more they risk causing damage of these populations.

“ Consequently, these delegations consider that capital ships exceeding a certain tonnage and carrying guns exceeding a certain calibre must be considered as being :

- “ (a) Most specifically offensive ;
- “ (b) Most efficacious against national defence ;
- “ (c) Most threatening to civilians.”

The following delegations, while agreeing to this last statement, have defined their attitudes as follows :

The German delegate has stated that, in accordance with the provisions of the Versailles Treaty, capital ships of over 10,000 tons and carrying a gun of over 11-inch calibre come within the criteria stated in the General Commission's resolution.

He has further stated that the German delegation would be able to accept a unanimous resolution by the Naval Commission going even further than the provisions of the Versailles Treaty.

The Spanish and Roumanian delegates have proposed to characterise as coming under the three criteria all capital ships over 10,000 tons carrying guns of a calibre over 8 inches.

The French delegation considers that the tonnage above which capital ships come within the three criteria is that necessary to ensure to them a sufficient protection against present-day methods of attack.

The delegate of the Union of Soviet Socialist Republics has stated that the basic list of offensive naval armaments should comprise all warships of a displacement over 10,000 tons, the maximum calibre of whose guns is over 12 inches (305 millimetres).

He further stated that, in his view, certain types of Washington cruisers possess certain qualitative properties which prevent their being included in the category of defensive armaments.

Further, the delegations of the *Argentine, France, Poland* and *Roumania* have stated that :

“ Whenever a State adopts a policy of aggression all capital ships are :

- “ (a) Specifically offensive ;
- “ (b) Efficacious against national defence ;
- “ (c) Threatening to civil populations.”

PART II. — AIRCRAFT-CARRIERS.

In regard to aircraft-carriers, the Naval Commission draws attention to the Air Commission's Report (document Conf.D./123, Part I, paragraph I (d), and to the declarations relative to this paragraph in Part III).<sup>1</sup>

The delegations of the *Argentine*, *Australia* and the *United Kingdom* have expressed the following opinion :

“ The aircraft-carrier is a vessel which is more vulnerable than any other type of warship and serves solely as an aerodrome from which aircraft can be operated, and therefore cannot of itself be utilised for offensive purposes.

“ The question of whether or not the aircraft which are carried in aircraft-carriers can be classified as most specifically offensive, as most efficacious against national defence, or most threatening to civilians depends upon the type of machine carried and the conclusions of the Air Commission as to the offensiveness of different types of aircraft.”

The *United States* delegation believes that :

“ The terms of reference should be interpreted as regards the first two criteria in accordance with subdivision (a) of the fourth paragraph of the resolution adopted by the Naval Commission; that is to say, in connection with a situation characterised by a policy of armed aggression.

“ The aircraft-carrier is a particularly vulnerable type of warship. It serves only as an aerodrome from which aircraft can be operated.

“ The aircraft-carrier has been recognised by nations possessing that type of vessel as a legitimate type of naval weapon to operate as an auxiliary arm of the fleet. Its principal mission is in connection with fleet operations, particularly in reconnaissance and defence of the fleet against surprise attack.

“ The air armament of an aircraft-carrier is limited in quantity and quality to such extent that it would be ineffective in attacks against the coasts of another country protected by shore-based aircraft.

“ Even if bombing were abolished, aircraft-carriers would still be needed for scouting and other purposes of a purely defensive nature.

“ The value of aircraft-carriers for defence is great, in that they furnish advance information of the approach from seaward of an attacking or invading force.

“ Because of the nature of their operations, aircraft-carriers alone cannot effectively control commerce.

“ The use of naval weapons in such manner as to endanger civilians has been restricted by international agreement for many years and there is no reason why all operations of aircraft-carriers should not be covered by such agreements.

“ In view of the above considerations, the delegation of the *United States* believes that aircraft-carriers do not come within the scope of the three criteria mentioned in the resolution of the General Commission.

“ Questions of reduction in displacement and gun calibre of aircraft-carriers are regarded as outside the present terms of reference, since they involve matters of principle to be first discussed by the General Commission.”

The *French* delegation made the following statement :

“ The question of bombing aircraft being provisionally reserved, these ships will in all cases carry machines destined for other purposes, especially for reconnaissance and scouting.

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<sup>1</sup> REPORT BY THE AIR COMMISSION.

*Part I.*

I. (d) The offensive capacity of aeroplanes carried by aircraft-carriers or warships equipped with landing-platforms (or landing-decks) must be regarded as being increased by the mobility of the vessels which carry them.

*Part III.*

Conclusion I (d) was adopted by 16 votes to 2 (*United States of America* and *Portugal*). In consequence of this vote, the *United States* delegation made the following declaration :

“ The delegation of the *United States* considers that the statement in Paragraph I (d) as to the increased possibility of offensive action of ship-based aircraft is inappropriate for inclusion in a report which deals with aircraft generally and which does not otherwise discuss specific types of aircraft or the influence of the base of action upon their offensive capabilities.

“ One of the tests already contained in the report is that of capability of arriving at an objective. Thus the mobility feature of ship-based aircraft is already taken into account and any further reference in the report which might give the impression that individual ship-based aircraft are more specifically offensive than individual aircraft taking off from bases close to land frontiers is misleading.”

The *Portuguese* delegation associated itself with this declaration, and the *United Kingdom* delegation stated that it shared the views therein expressed.

“ In these circumstances :

“ (a) They are not specifically offensive. On the other hand, they are extremely effective in defence for long-distance scouting for naval forces or convoys and for discovering the possible proximity of an attacking force.

“ (b) They are not particularly threatening to national defence. In the open sea, they are both defensive and offensive. In the neighbourhood of the coast, their aerial resources are usually inferior in quality and quantity to those of the coastal air-force. They are less dangerous to the defence in proportion as their guns are of smaller calibre.

“ (c) Without bombing machines, they are not particularly dangerous to the civilian population. Their power of injuring this population would be still further reduced if, instead of guns of 203 millimetres (8 inches), they only carried guns of 155 millimetres (6.1 inches), which are necessary and sufficient to repel the attacks of small vessels.

Further, the Argentine and French delegations have stated that :

“ Whenever a State adopts a policy of aggression, all aircraft-carriers are :

- “ (a) Specifically offensive ;
- “ (b) Efficacious against national defence ;
- “ (c) Threatening to civil populations.”

The *German, Chinese, Danish, Spanish, Finnish, Italian, Netherlands, Norwegian, Polish, Roumanian, Siamese, Swedish, Soviet, Turkish and Yugoslav* delegations have intimated that they reply in the affirmative to the first as well as the second and third questions.

“ In practice, the aircraft-carrier being a mobile base for bombing aircraft puts within range of these aircraft a considerable number of objectives which otherwise would be outside the range of attack.

“ At the present time, these vessels carry fighter, reconnaissance and bombing aircraft. Even if they were designed for carrying only the two former classes, it is necessary to take into account the fact that the majority of reconnaissance aircraft can be employed for bombing purposes, especially if they be employed at the short distances and in the favourable circumstances which aircraft-carriers permit of being realised.”

The *German* delegation desired to add the following paragraph to the above declaration :

“ Aircraft-carriers are a particularly efficacious arm, in the sense of the three criteria, against countries which do not possess a sufficient air defence.”

The *Polish* delegation, while agreeing with the above declaration of the fifteen Powers, is of the opinion that :

“ The characteristics of aircraft-carriers must be above all considered in the light of the geographical situation and the special conditions of different parts of the world. It is clear that the characteristics stated in the above declaration are especially applicable in the case of narrow waters.”

The delegation of the *Union of Soviet Socialist Republics* agrees with the above statement by the fifteen Powers, while at the same time considering that it applies equally to all other special means of transport for aircraft.

The *Greek* delegation adheres to the views expressed in the first paragraph of the above declaration by the fifteen Powers, from the words “ In practice . . . ” to “ . . . range of attack ”.

The *Japanese* and *Siamese* delegations made the following statement :

“ Aircraft-carriers and warships equipped with landing-on platforms or decks must be classed among the arms which are most specifically offensive, most efficacious against national defence or most threatening to civilians.

“ 1. Being highly mobile aerodromes and capable of acting independently of the fleet, these vessels are not only most suitable for making surprise attacks but are capable of working havoc upon inland regions far removed from the sea.

“ 2. The existence of these vessels increases the points to be protected and complicates the relations between the national defence systems of the various countries.

“ 3. These vessels enhance the capacity of a fleet for reconnaissance, observation, and especially for attack ; they also accentuate the aggressive character of a fleet, and enable it to operate in the neighbourhood of the coast of an adversary which even possesses coast-defence air forces.

“ 4. The character of these vessels permits of their being employed more advantageously for aggressive than for defensive purposes.

“ Coast-defence air operations can be carried out more effectively and more economically by a shore-based coast-defence air force than by aircraft-carriers.

“ 5. Being a new arm, they may serve destructive purposes as yet unforeseen.”

PART III. — SUBMARINES.

The *Argentine*, the *Australian* and *United Kingdom* delegations have made the following declaration :

“(a) In the case of the submarine, we propose to deal first with criterion No. 3, ‘ most threatening to civilians ’, since it is on this criterion that most of our discussion has turned.

“ The submarine, a new-comer to naval warfare, has undoubtedly a worse record from the point of view of our criterion than have surface ships over the long period that they have been employed. Surface vessels, as well as submarines, were used in the world war for commerce destruction, and the difference in the manner in which these types of vessels were employed is known to all the world. We have asked ourselves whether this is merely due to chance or whether there are not underlying factors which led to this result.

“ We are of opinion that there are such underlying factors.

“ The submarine is a vessel of very special construction which leads to two principal results :

“ First, she is unable either to accommodate sufficient naval ratings to enable a prize crew to be put on board with a view to sending a captured merchant vessel into port for examination or to accommodate the crews of vessels sunk (except for a very limited number), so that, after carrying out the normal procedure of visit and search, a submarine, unless she is to violate the accepted rules of warfare at sea, will frequently be obliged to set her prey free for lack of anywhere to put the crew and passengers.

“ Secondly, she is a weak and vulnerable vessel on the surface, with the result that she cannot be sure of the outcome of an encounter with a merchant ship, should the latter make use of the historic right of all merchant ships to resist capture and endeavour to escape.

“ The result of these two inherent limitations is that the submarine in many cases finds herself in the position in which, while she is on the scene of operations and can see the enemy merchant vessels passing by, she has either to abandon practically all efforts to interfere with those merchant vessels or else to adopt methods which are contrary to the historic rules of war at sea and to common humanity.

“ Similar problems do not exist in the case of the surface ship, and it is this fact, in our opinion, which is largely responsible for the different manner in which the two types of vessel have been used.

“ It has been contended that if all nations adhere to the rules for the conduct of submarines in war, laid down in Part IV of the London Naval Treaty, the differentiation between the surface ship and the submarine in their use against trade will disappear.

“ It must be remembered, however, that these rules are not really new. The submarine, when it entered the field of naval weapons, was subject to exactly the same rules as were surface ships. What is noteworthy is that the surface ship followed those rules and the submarine did not.

“ The Argentine and United Kingdom delegations do not wish to belittle the value of rules solemnly accepted in this manner, and they sincerely hope that the particular rules in question may be accepted by all nations. They must, however, stress the fact that no rules can alter the inherent limitations of the submarine mentioned above. The fact remains, therefore, that, should another war unfortunately take place in the future, the temptation to use the submarine in an inhuman manner will inevitably be greater than the temptation so to use surface ships.

“ The Argentine and United Kingdom delegations are therefore forced to the conclusion that the submarine is a type of vessel which should be classed as ‘ most threatening to civilians ’.

“(b) We come now to the first of our criteria, ‘ most specifically offensive ’.

“ The submarine, like all types of vessels, can be used in an offensive or defensive manner, according to the type of operation which is being undertaken.

“ We do not, however, feel that the submarine can be selected as a weapon which will enable the attack of an aggressor rapidly to break down the defence of the State attacked, which, as we have already said, we have taken as our guiding principle in determining whether weapons are specifically offensive.

“ Our answer to criterion No. 1 is accordingly, No.

“(c) ‘ Most efficacious against national defence ’. The submarine used over a long period can be very efficacious against national defence if used in a manner contrary to the rules laid down in Part IV of the London Naval Treaty.

“ We do not, however, feel that the submarine can be singled out from amongst other naval weapons as possessing qualities which make it most efficacious against national defence.”

The *Canadian* delegation desires to associate itself with the above declaration of the delegations of the Argentine, Australia and the United Kingdom regarding submarines.

The *United States of America* delegation considers :

“(a) That the terms of reference, as regards the first two criteria, should be interpreted in accordance with subdivision (a) of the resolution adopted by the Naval Commission ; that is to say, in connection with a situation characterised by a policy of armed aggression.

“ Under this interpretation, no distinction need be drawn between the first two criteria.

“ Historically, the outstanding stigmata of measures of armed aggression have been secret preparation and sudden attack, with or without formal declaration of war.

“ Of all naval weapons, the submarine is best adapted, by reason of its specific character, to carry out secret preparations of decisive effect in sudden offensive operations against the naval defence forces of another Power. Submarines in the possession of the country suffering aggression do not afford adequate defence against such an operation.

“ In view of the above, the United States delegation is of the opinion that the submarine is a naval weapon whose character is :

“(a) Most specifically offensive ;

“(b) Most efficacious against national defence.

“(b) With respect to the third criterion—*i.e.*, ‘ whose character is most threatening to civilians ’—it may be admitted that the submarine is relatively inoffensive in so far as concerns civilians on shore. The only civilians whose safety in war has ever given rise to apprehension in connection with the submarine are civilians at sea, including passengers and crews of non-combatant and neutral vessels.

“ The submarine, because of her inherent limitations, is less able than any type of surface vessel to assure the safety of non-combatants in the exercise of the right of visit and search.

“ The inability of submarines properly to exercise control over commerce, even when acting in good faith, probably would result in incidents, followed by retaliation and a repetition of the horrors of the late war.

“ The provisions of Article 22—Part IV—of the London Naval Treaty do not ensure to civilians the same degree of safety that they formerly enjoyed when subjected to control by surface ships alone. Whereas the surface vessel of war was obligated with entire responsibility for their safety, the submarine, by these rules, is authorised to place this obligation upon the non-combatants themselves or upon some other ship in the vicinity over which the submarine exerts no authority. Furthermore, these rules tend to encourage the submarine to sink vessels at sea, a practice which formerly was permitted to surface ships only under exceptional circumstances.

“ In view of the above, the United States delegation considers the submarine as a naval weapon whose character is specifically threatening to civilians.

“ Questions of reduction in displacement and gun-calibre of submarines are regarded as outside the present terms of reference, since they involve matters of principle to be first discussed by the General Commission.”

The delegation of *Brazil* agrees with the above opinion of the delegation of the United States of America, and wishes to add to it the following remarks :

“ In the first place, the idea of reduction of the tonnage of submarines, suggested by several delegations in order to give them a defensive character, must not be considered, because it would necessitate an examination, by the comparative method, of the natural features of the open sea or narrow waters as theatre of possible naval operations for all nations.

“ In regard to the mine-laying submarine, the mere idea that its purpose is to operate in foreign waters takes from it its defensive character. ”

The delegation of the *Union of Soviet Socialist Republics* adheres to the above opinion expressed by the delegation of the United States of America, with the addition of the following remark :

“ Although the question of reduction of tonnage does not fall within the terms of reference given in the General Commission’s resolution, all the considerations advanced by the United States delegation apply particularly to submarines of over 600 tons.”

The delegations of *Spain, Finland, France, Italy, Latvia, Poland, Roumania, Siam* and *Venezuela* have put forward the following opinion :

“(a) Submarines possess at the same time the character of either an offensive or a defensive arm. They are able to co-operate usefully in coastal waters or in the open sea, in many defensive operations (protection of a coast against bombardment or a disembarkation, protection of convoys, etc.). They are particularly qualified for the defensive duties of patrolling and protection.

“(b) They contribute at the same time to the naval defence of a given country and to the sea-borne attack, or the blockade, of an enemy country.

“(c) They are not particularly threatening to non-combatants, on the understanding that all States will have to adhere to the rules laid down in Part IV of the Treaty of London.”



The above delegations recall several of the remarks they have already put forward during the discussions.

“ Submarines have, in regard to merchant vessels, the same rights and the same duties as surface vessels. They will exercise their rights only if they can at the same time acquit themselves of their duties. It must be conceded that the commanding officer of a submarine will obey the instructions of his Government as implicitly as will the commanding officer of a surface vessel.

“ The submarine has the same rights as other vessels to search merchant ships. Capture, seizure and destruction can only take place in accordance with the conditions laid down by international law. A submarine escorting a captured ship may be obliged to release it and flee from surface patrols ; but this is also true for a surface captor encountering in the same circumstances a hostile ship stronger than itself.

“ It may here be remarked that submarines of large tonnage are those with the greatest facilities for taking on board personnel which has had to abandon its ship for any reason.

“ It is not possible, on the basis of the case of the last war, to draw general conclusions from particular circumstances. The special use which was made of submarines arises, not from their innate characteristics, but from the instructions they have received, which have, moreover, varied from time to time. The reason for this is not a technical one but political. The duties of ships of all categories, including submarines, have already been restated and definitely laid down. They are, in this respect, the subject of repeated declarations, the value and effectiveness of which cannot be called in question.

“ In those circumstances, the reproach of inhumanity with regard to non-combatants cannot be adduced against submarines.

“ The submarine is chiefly intended to act against warships. It is essentially suitable for operating against them and in conjunction with naval forces of all kinds. The history of the war provides numerous examples of such action and shows the importance of the part which the submarine plays or can play in collective operations of a purely naval character.

“ The submarine which attacks from close quarters is not more liable to commit errors than surface vessels attacking by gunfire at night or in thick weather, or at a great distance in clear weather.

“ By its very existence and by the uncertainty as to the place and degree of the danger which it constitutes, the submarine is the best defence of small or medium navies. As several delegations have emphasised, its abolition would be equivalent to increasing the inequality between the weak and the strong.”

The delegations of *Finland, France, Latvia, Poland, Roumania and Venezuela* conclude that the defensive character of the submarine is clearly preponderant and thus it is indispensable to the defence of certain Powers.

These delegations consider that, in consequence, the submarine :

- “ (a) Is not a specifically offensive arm ;
- “ (b) Is not an arm particularly efficacious against national defence ;
- “ (c) Is not an arm threatening to civilian populations.”

The *Spanish* delegation, while supporting the above conclusions of the delegations of *Finland, France, Latvia, Poland and Roumania*, considers that submarines of large displacement can take part in offensive fleet operations, and, in certain cases, in the blockade of distant countries, and that submarines of a displacement exceeding 1,000 tons are most specifically offensive.

The delegations of *China* and *Italy* consider that the offensive character of submarines would become preponderant if capital ships did not exist. Consequently :

- “ (a) If capital ships form part of fleets, the construction of submarines is necessary for defensive reasons.
- “ (b) If capital ships do not form part of fleets, the construction of submarines would have a specifically offensive character.”

The delegations of *Finland, France, Italy* and *Venezuela* consider that displacement is not a criterion for defining the more or less offensive character of submarines. Actually, in narrow waters, small submarines can be as efficacious as those of large tonnage, and, in the case of a defensive action having to be prosecuted to a considerable distance from the submarine's proper bases, these latter are the only ones which can take part in it.

Further, the *Argentine* and *French* delegations consider that, whenever a State adopts a policy of aggression, submarines are :

- “ (a) Specifically offensive ;
- “ (b) Efficacious against national defence.”

The *Japanese* delegation makes the following statement :

“ As compared with surface craft, the submarine is a far less effective weapon whether afloat or submerged, it being only upon the approach of an enemy vessel into close proximity that a submarine can show its power of attack. The submarine is therefore a defensive weapon, one which is indispensable for the defence of a Power with an inferior navy.

“ Any fear that the submarine might be so used as to endanger civilians has been removed by the rules of international law.

“ In view of the foregoing, it cannot be said that the submarine is :

- “ (a) Specifically offensive ;
- “ (b) Efficacious against national defence ;
- “ (c) Menacing to civil populations.

“ The defensive character of the submarine does not alter according to its size. The type of submarine best adapted to a given country naturally varies with its peculiar conditions and, for Japan, the maximum unit size should not be less than 2,000 tons.”

The *German* delegation has pointed out that the authors of the Treaty of Versailles have, by the terms of this Treaty, characterised the submarine as a specifically offensive arm.

The delegations of *Denmark, Greece, Norway, the Netherlands, Portugal, Sweden, Turkey* and *Yugoslavia* are of opinion that :

“ Submarines of large tonnage, and the most heavily armed both as regards torpedoes and guns, are the most capable of operating in an offensive manner and the most efficacious against national defence. The capacity of submarines to operate in these directions diminishes in proportion to their tonnage and their armament.

“ Submarines of lesser tonnage, and especially those whose tonnage does not exceed that strictly necessary to ensure to them sufficient qualities of security and habitability, are predominantly defensive in character.

“ As regards civil populations, it cannot be said that submarines are particularly threatening to them, so long as they conform, in the same way as other vessels, to the rules of international law.

“ Consequently, these delegations consider that :

- “ (a) Submarines of large tonnage are most specifically offensive ;
- “ (b) Submarines of large tonnage are most efficacious against national defence ;
- “ (c) Submarines are not specifically threatening to civil populations so long as they conform, in the same way as other vessels, to the rules of international law.”

“ The *Portuguese* delegation, while accepting the above declaration, considers that the limit of tonnage sufficient to permit of the employment of submarines specially for coast and harbour defence—having regard to the necessity of their possessing adequate arrangements for the protection of their crews—should not exceed 1,200 tons on the surface.”

#### PART IV. — AUTOMATIC CONTACT MINES.

At the request of a number of delegations, the Naval Commission also considered whether automatic contact mines come within the series of naval armaments referred to in the General Commission's resolution of April 22nd.

In this connection, the Naval Commission would call attention to the fact that the eighth Convention of the second Peace Conference at The Hague in 1907 laid down rules for the use of contact mines at sea. In virtue of the said rules, it is forbidden to lay unanchored automatic contact mines, unless they be so constructed as to become harmless one hour at most after those who laid them have lost control over them, and to lay anchored automatic contact mines which do not become harmless as soon as they have broken loose from their moorings. It is also forbidden to lay automatic contact mines off the coasts and ports of the enemy with the sole object of intercepting commercial navigation. It is further prescribed that, when anchored automatic contact mines are employed, every possible precaution must be taken for the security of peaceful navigation. The belligerents undertake to provide, as far as possible, for these mines becoming harmless after a limited time has elapsed, and, where the mines cease to be under observation, to notify the danger-zones, as soon as military exigencies permit, by a notice to mariners, which must also be communicated to the Governments through diplomatic channels.

The experience of the great war showed, however, that these rules had not prevented great loss of life among non-combatants.

The General Commission's resolution, which is submitted to the Naval Commission, has appeared to provide the latter with a suitable opportunity for reverting to the problems relating to the laying of contact mines at sea.

In the course of the discussion in the Naval Commission, several delegations laid stress on the specifically offensive character of mines laid outside a coastal zone to be defined, pointing out the essential difference which exists between automatic contact mines and other naval weapons, in view of the fact that once mines have been laid they entirely escape the control of those who have laid them.

Certain delegations, on the other hand, expressed the opinion that mines laid within the coastal zone to be determined are a definitely defensive weapon, essential to the defence of coasts and sea-ports. Any regulations concerning mines should proceed from the idea that the coast defences should possess special facilities.

The Naval Commission examined also the question whether contact mines should be regarded as a weapon particularly efficacious against the national defence of a country. This question was answered in the negative.

As regards the third criterion indicated by the General Commission—that of the threatening character of certain naval arms to the civilian population—the Naval Commission is of the opinion that automatic contact mines laid outside a coastal zone to be defined expose non-combatants to very serious dangers, especially when these mines have been laid without the usual notification or on a sea-route which is necessary to free navigation.

The *French* and *Roumanian* delegations have suggested that the gun-range of modern ships should be taken as the limit of the coastal zone in which automatic contact mines might be laid.

The *German* delegation has, on the other hand, expressed the opinion that, in view of the great range of modern large-calibre guns, a limit thus fixed would not reduce sufficiently the dangers to which non-combatants are exposed.

The *French* and *Roumanian* delegations have suggested that all mines should be marked by the Government which employs them.

The *Argentine*, the *United States of America*, the *Italian* and the *United Kingdom* delegations, while supporting the proposal to regard the use of automatic mines in the open sea as specifically dangerous to non-combatants, desired to state that they regarded mines laid in the open sea as a very effective defence against submarines. Hence they could only recommend their prohibition on the condition that submarines should also be abolished.

The delegation of the *Union of Soviet Socialist Republics* makes the following statement :

“ The Soviet delegation, returning to the first proposal of the Netherlands delegation contained in document Conf.D./C.N.26, which reads :

“ ‘ The Naval Commission is of the opinion that submarine automatic contact mines laid in the open sea are extremely threatening to civilians ’.

“ Considers that to this question it is necessary to give a simple reply. From this point of view, it is possible to agree entirely with the formula given by the Netherlands delegation in this document.

“ As the further close examination and detailed investigation of the matter does not follow from the duty assigned to us by the General Commission and, firstly, leads to the discussion of a series of problems having no reference to qualitative disarmament, and, secondly and lastly, compels us to discuss questions which require preliminary solution in principle by the General Commission, the Soviet delegation abstains from accepting a more detailed document.”

The *United Kingdom* delegation has made the following statement :

“ The original proposal of the Netherlands delegation was to prohibit the laying of contact mines in the ‘open sea’.

“ It was on this basis that discussions took place in the Naval Commission, and the United Kingdom delegation, seeing no reason for the substitution of the words ‘ outside a coastal zone to be determined ’ for the words ‘ open sea ’, wish to place on record that, in associating themselves with the finding of the Commission, it is on the understanding that in their case the words ‘ open sea ’ must be substituted for ‘ outside a coastal zone to be determined ’.”

The *Netherlands* delegation, considering that the Naval Commission has unanimously agreed with its proposal declaring that automatic contact mines laid “ in the open sea ” as among the arms most threatening to civil populations, regrets that, in the present report, the words, “ in the open sea ” have been replaced by the words “ outside a coastal zone to be determined ”.

It appears from the discussions that this substitution cannot be considered as having for its object the modification of the meaning of the declaration, nor to endanger the principle of the freedom of the seas on which it is based.

Consequently, the Netherlands delegation wishes to state that, in the determination of the coastal zone, this principle must be strictly respected.

PART V. — RIVER WAR VESSELS.

With reference to the resolution of the General Commission of April 22nd, two arguments have been upheld in the Naval Commission in regard to the nature of monitors and river craft.

The *Hungarian* delegation, supported by the delegations of *Germany, Italy* and the *Union of Soviet Socialist Republics*, is of the opinion that surface river vessels, specially built for service on European rivers, are most capable of offensive action and of contributing efficaciously in offensive operations of which the purpose is to break down the national defence. The offensive capacity is relatively greater in the larger types of these vessels and decreases proportionately with the tonnage and armament.

Large river craft carrying relatively heavy artillery are the vessels which are most likely to cause the greatest damage to civilian populations.

These States therefore consider that surface river vessels specially constructed for use on European rivers with a standard displacement exceeding 250 tons and artillery of more than 105 millimetres (4.1 inches) calibre should be regarded as :

- (a) Specifically offensive ;
- (b) Specially efficacious against national defence ;
- (c) Most menacing to civil populations.

The *Polish, Roumanian* and *Yugoslav* delegations, on the other hand, hold that river craft do not come under any of the three headings mentioned in the resolution of the General Commission. Such craft, they claim, should be regarded as defensive weapons, in view of their special construction, limited field of action and lighter armament.

For certain countries whose naval forces are insufficient to ensure the defence of their maritime frontiers, certain river craft serve as floating batteries for the defence of estuaries and deltas against attacks from ocean-going vessels. It is perfectly logical that such river craft should be supplied with artillery comparable to that of sea-going vessels, which are considered, in the opinion of all the naval Powers, as being of a specifically offensive nature. Furthermore, the effective power of their artillery, compared with land artillery of the same calibre, and their vulnerability, particularly to mines, lead these delegations to the conclusion that river craft cannot be regarded as specifically offensive nor particularly efficacious against national defence, nor as most menacing weapons to civil populations. The *Roumanian* delegation has stressed the desirability of the question of river war vessels being discussed in taking into consideration all existing river war vessels on the rivers of all the continents.

The Naval Commission has carefully examined the questions whether monitors and river craft come under the categories of arms covered by the resolution of the General Commission. It was obliged to find that, according to the proposal of the *Hungarian* delegation, the problem has arisen only in regard to European rivers.

However, in view of the general terms of reference of the General Commission, it seems to the Naval Commission difficult to restrict the discussion of the problem purely to surface river craft specially constructed for use on European rivers. Indeed, it seems unavoidable, for the purpose of replying to the questions put by the General Commission, that the question should be examined under a broader aspect, since the categories of vessels in question exist in other continents also.

Moreover, the Naval Commission considered that a discussion on the general plane could not be usefully entered upon without taking into consideration the particular situation existing in other parts of the world where vessels of the categories in question are also in use. In order to take into due account all these special conditions liable to influence the problem, the Naval Commission would require data which it does not possess and which is all the more necessary in that the question of monitors and river craft implies problems concerning, not only the naval forces properly so-called, but also certain land armaments and coast artillery.

The Naval Commission has, therefore, decided not to give any opinion on the subject of monitors and river craft, and to confine itself to bringing the foregoing details to the attention of the General Commission.

Official No.: **Conf. D. 120.**

[Conf.D./A.C.B.16(1).]

Geneva, May 31st, 1932.

## LEAGUE OF NATIONS

### CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS

## CHEMICAL AND BACTERIOLOGICAL WEAPONS

### Special Committee

45

### REPORT TO THE GENERAL COMMISSION

provided for under that Commission's Resolution of April 22nd and its Decision of May 10th, 1932

(Documents Conf.D./C.G.28(2) and Conf.D./C.G./P.V.18).

*Rapporteur*: M. RUTGERS (Netherlands).

1. The General Commission of the Conference for the Reduction and Limitation of Armaments adopted the two following resolutions at its meeting on April 22nd, 1932 :

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

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

As the question of chemical and bacteriological weapons and methods of warfare is one which is common to land, sea and air armaments, and does not belong specifically to any one of them, the General Commission, on May 10th, set up a Special Committee for the purpose of enquiring into the question of chemical and bacteriological weapons in the light of the second resolution regarding qualitative disarmament quoted above. The General Commission decided that this Committee should be composed of representatives of the following fourteen States : Australia, Brazil, Denmark, France, Germany, Italy, Japan, the United Kingdom, Netherlands, Poland, Spain, Switzerland, Union of Soviet Socialist Republics, United States.<sup>1</sup>

The Committee held seven meetings from May 18th to May 31st, 1932. It appointed M. Pilotti Chairman and M. Rutgers Rapporteur. Separate study was given to the questions of chemical weapons and methods of warfare, bacteriological weapons, and in addition incendiary projectiles and flame-projectors.

The Committee finally adopted the resolutions which are to be found at the end of the present report.

<sup>1</sup> These States were represented by : Mr. SHEDDEN (Australia) ; M. J. C. DE MACEDO SOARES, Col. E. LEITAO DE CARVALHO, Commander A. DE VASCONCELLOS (Brazil) ; Captain C. M. BLACKMAN, Brigadier-General A. C. TEMPERLEY, Colonel A. G. C. DAWNAY, Grouud Captain T. L. LEIGH-MALLORY, Mr. DAVIDSON PRATT (United Kingdom) ; M. PURSCHEL, M. Jesper SIMONSEN (Denmark) ; Professor André MAYER, Captain VAUTRIN (France) ; Dr. GÖPPERT, Dr. UNGEWITTER, Major REINECKE (Germany) ; General DE MARINIS, M. PILOTTI, Professor G. A. DI NOLA, Major RIGHI, Captain RAPICAVOLI (Italy) ; Rear-Admiral W. KOMAKI, M. J. ENOMOTO, M. Jiro SOGAWA, Surgeon-Commander K. KOBAYASHI, M. T. SAKAMOTO, Major Y. HARADA (Japan) ; Professor V. H. RUTGERS, General C. VAN TUINEN, Colonel Baron J. J. G. VAN VOORST TOT VOORST, Captain V. E. WILMAR (Netherlands) ; M. Titus KOMARNICKI, Captain A. PONCET DE SANDON (Poland) ; General J. G. BENÍTEZ (Spain) ; M. HAEBERLIN, M. C. GORGÉ (Switzerland) ; M. Simon VENTZOFF, M. Vladimir EGORIEFF (Union of Soviet Socialist Republics) ; Brigadier-General George S. SIMONDS, Major B. ORD (United States).

## I. CHEMICAL WEAPONS AND METHODS OF WAR.

2. The Committee gave consideration to the question of the special character of substances embraced by what may be described as the general idea of chemical warfare. These substances only become means of warfare through the use which is made of them in war. This marks a distinction between chemical means of warfare and ordinary weapons.

The same remark applies to a certain extent at least to the appliances and devices utilised for the employment of chemical substances in war. There are some appliances and devices that may be used equally well for chemical warfare and for peaceful purposes. Other appliances and devices may be used both for chemical warfare and for other war processes. A small number of appliances and devices are employed specifically for carrying on chemical warfare.

3. In order to carry out its instructions, the Committee had to consider whether chemical weapons and methods of warfare came under the three criteria laid down in the resolution of the General Commission on April 22nd, 1932, namely :

- (1) Whether they are the most specifically offensive in character ;
- (2) Whether they are the most efficacious against national defence ;
- (3) Whether they are the most threatening to civilians.

The Committee agreed unanimously that chemical weapons and methods of warfare undoubtedly answered to the third of these criteria. The characteristic of gas employed in chemical warfare is that when once it has been released it is no longer under the control of those employing it. It may reach civilians a considerable distance away from the spot where it was released. This character was brought out particularly clearly in a proposal made by the Spanish delegation.

As regards the two other criteria, there was some difference of opinion in the Committee. The majority of the members agreed that they applied to chemical weapons and methods of warfare. Other members, however, considered that these weapons and methods might be equally effective offensively and defensively, and both for and against national defence. The Committee did not feel that there was any point in discussing this question, since the general agreement that the third criterion was applicable was sufficient to justify an affirmative reply to the question asked by the General Commission.

4. The Committee endeavoured to specify what should be included in the general definition of chemical weapons and methods of warfare :

(a) As regards substances, it included all harmful substances, whether natural or synthetic, whatever their state, whether solid, liquid or gaseous ; poisons such as curare or snake-poison are thus included in the definition.

(b) The Committee was unwilling to undertake an enumeration of the various categories of substances according to their chemical composition. It was essential to draw up a definition which should apply to all substances, both those at present known and those which might be discovered subsequently. The Committee therefore adopted as its criterion the physiological effects of the substances on living creatures. All substances having a harmful effect were included in the definition.

No account was taken of the degree of harmfulness of these substances. It was thought that if certain gases less pronouncedly harmful in their effects were excluded from the field of qualitative disarmament, the practical value of the system would be considerably weakened. There would be practical difficulties in ascertaining the nature of the substances employed, and the use of these substances might lead in good faith to an unfounded allegation that a prohibition had not been observed.

Furthermore, a distinction between the various gases on the basis of their relative harmful effects would be a very long and difficult task, and would need to be kept constantly up to date.

While admitting the validity of these reasons against permitting the use of certain gases in international warfare to the exclusion of others, one delegation desired to point out that lachrymatory gases, considered separately, did not in fact answer to the third criterion of the resolution of April 22nd, 1932 ; that the use of these gases for police purposes could not be open to any objection ; and that in some circumstances such a use of these gases would even be preferable to other methods which involved bloodshed. This point of view was accepted by the Committee, although it was still of opinion that lachrymatory gases should not be considered separately from the point of view of their use in warfare, since there were serious practical objections to any discrimination between gases.

The Soviet delegation was of opinion that mention of lachrymatory gases for police purposes lay outside the terms of reference of the Conference for the Reduction and Limitation of Armaments.

5. The Committee was of opinion that the prohibition should extend, not merely to substances harmful to human beings, but should include those harmful to animals, being of the opinion that the use of such chemical substances in general should be prohibited. No special reference was made to vegetables, because it was felt that in practice it would not be possible to employ, for the purpose of damaging vegetables, substances which were not also harmful to human beings or animals, or which were not likely to make the vegetables harmful to them.

The Committee considered that chemical substances in whatever way employed should be included in qualitative disarmament, and therefore adopted a general formula intended to cover all possible methods of use.

6. It is clear that qualitative disarmament only applies to the use of chemical substances if such use is designed to injure an enemy. They are not necessarily used during a military action properly so called ; for example, the poisoning of wells or springs from which an enemy might possibly draw water would be prohibited. On the other hand, the use of chemical substances for the maintenance of armies—for example, the use of disinfectants and medicaments and the means of destroying harmful animals and parasites—is not in question.

7. The Committee considered it necessary to state very clearly what ought to be excluded from its definition.

(a) It had in mind, in the first place, explosives : the combustion of explosives may cause a discharge of noxious substances (such as carbon monoxide) which may, according to the circumstances, have more or less serious destructive effects. That is a consequence that cannot be prevented by any means short of prohibiting explosives. At the same time, any practice designed to increase the discharge of noxious substances must be condemned. Such a practice might consist either in introducing certain products into the explosives or in altering the constitution of the explosives, or in adopting a special method of manufacturing the projectiles.

(b) In the second place, the Committee had in mind smoke and clouds. Smoke can be used for various purposes : as a screen, or for signalling, etc. It is to be clearly understood that the smoke and clouds which are used must not be capable, in normal conditions of use, of producing harmful effects upon the organism.

8. The Committee desired to include among the objects of qualitative disarmament a class of weapons to which the Soviet and Italian delegations had drawn the attention of the Conference—namely, “all appliances, devices or projectiles specially constructed for the utilisation of the said noxious bodies, with a view to injuring an adversary” ; it thus condemned material which can only be used for chemical warfare.

9. The Committee was anxious to keep strictly within its terms of reference, and therefore deliberately ignored the question of the methods whereby qualitative disarmament could be effected.

Obviously, the decision that will be adopted regarding these methods will be able to give practical effect to the resolutions submitted by the Special Committee. Consequently, the study of these methods and the decision to be taken in this matter are of paramount importance from the practical point of view.

The Committee was of opinion that the study of the above-mentioned question, which it considers desirable, could only be undertaken in virtue of a further decision of the General Commission.

10. The Soviet delegation asked that the following observation be inserted :

“The Committee on Chemical and Bacteriological Weapons’ reply to the General Commission’s questions regarding qualitative disarmament is given mainly from the point of view of the prohibition of the use of chemical weapons in war time. This is tantamount to re-stating with a few supplementary details the essential ideas contained in the Geneva Protocol of June 17th, 1925, which up to the present is unfortunately still awaiting the ratification of several States.

“Such legal prohibitions are, however, inadequate and of merely secondary importance. The Soviet delegation has always attached and continues to attach paramount importance, not to the prohibition of the use of chemical weapons in war time, but to the prohibition of preparations for chemical warfare in peace time. Consequently efforts should be directed not so much to the framing of laws and usages of war as to the prohibition of as many lethal substances and appliances as possible. This is the point of view which the Union of Soviet Socialist Republics will continue to represent in the General Commission.”

For the reasons referred to in paragraph 9, sub-paragraph 1, the other delegations did not enter into a discussion of this declaration.

## II. BACTERIOLOGICAL WEAPONS AND MEANS OF WARFARE.

11. The Committee felt that, on the question of bacteriological warfare, it need not confine itself strictly to the consideration of the three criteria mentioned in the resolution of April 22nd, 1932.

Bacteriological warfare unquestionably constitutes one of the methods of war most threatening to civilians, since epidemics, as they spread, attack all human beings indiscriminately, and there is no sure method of arresting their effects.

Moreover, bacteriological warfare ought to be included in qualitative disarmament quite irrespective of whether it answers to any of the criteria laid down in the General Commission’s resolution. It is so particularly odious that it revolts the conscience of humanity more than any other method of warfare.

12. The Committee desired to give the fullest possible definition of bacteriological warfare and the methods of such warfare. As will be seen from the resolution below, reference is made to all methods of disseminating pathogenic microbes, filter-passing viruses or infected substances, wherever such dissemination takes place. It is immaterial whether the microbes in question are momentarily innocuous, if they are capable of again becoming virulent.

It is stated in the resolution that methods of bacteriological warfare may not be employed either against human beings, or against animals, or against plants.

13. Proceeding with respect to bacteriological weapons as it had done with respect to chemical weapons (paragraph 9), the Committee left on one side the question of the methods by which qualitative disarmament in regard to bacteriological warfare could be effected (see also paragraph 10 on this subject).

### III. INCENDIARY PROJECTILES AND FLAME-PROJECTORS.

14. There are certain important differences between incendiary weapons and ordinary weapons. The former, like chemical weapons, do not act by shock or trauma. They possess a specific means of action which assimilates them to chemical rather than to ordinary weapons.

For that reason, the Committee felt that it ought to deal with incendiary weapons, particularly since their prohibition had already been proposed to the Conference by the French, Danish and Swiss delegations.

15. The Committee considered whether incendiary projectiles answered to the three criteria established by the resolution of the General Commission of April 22nd, 1932.

It was felt that bombs, shells, grenades, bullets, arrows, pastilles and other incendiary projectiles were particularly threatening to civilians. In the first place, they are very effective in destroying urban centres and buildings in general. Secondly, whereas ordinary shells only cause damage at the point where they fall, the fires caused by incendiary projectiles are liable to spread considerably. Incendiary projectiles may be used to increase the horror of the effects produced by explosive projectiles. This threatening character is more pronounced as the range of the materials employed increases. This is particularly the case when inhabited places are bombarded by aircraft, since in such bombardments incendiary bombs are usually employed for the above-mentioned purposes.

Most of the delegations held that incendiary weapons are, moreover, particularly offensive.

16. The definition of incendiary projectiles given by the Committee excludes "projectiles of all kinds capable of producing incendiary effects accidentally", to use the wording of the resolution below. This provision corresponds to a similar provision concerning the noxious substances given off by ordinary shells as a result of combustion. Just as it is impossible to prevent ordinary shells from giving off noxious substances, it is impossible to prevent them from accidentally causing incendiary effects.

The Committee also excluded from the definition of incendiary arms "appliances specially constructed to give light or to be luminous, and, more generally, pyrotechnics not intended to cause fires". These appliances, which are used mainly for signalling purposes, are not intended to produce incendiary effects, and can only do so accidentally.

17. One exception has been specially provided for by the Committee. This relates to appliances specially designed for anti-aircraft defence. Incendiary projectiles are particularly effective in anti-aircraft defence, and to forbid the use of such projectiles against aircraft would be to give them a considerable advantage.

It is understood that the projectiles in question must be used exclusively for that purpose.

The exception would, of course, lose its point and might be allowed to lapse if the Conference took steps to prevent the use of aircraft for military purposes.

18. In dealing with incendiary weapons, the Committee was faced with the question of appliances such as flame-projectors designed to attack not objects but persons.

The Committee unanimously recognised that such appliances should be included in qualitative disarmament. Similarly, the Committee was unanimous in giving as the reason for this decision the cruelty inherent in the use of these appliances, which cause suffering that cannot be regarded as necessary from a military standpoint.

Moreover, the majority of the members of the Committee were of opinion that these appliances answer to the first of the three criteria mentioned in the resolution of April 22nd, 1932—that is to say, they possess a specifically offensive character.

19. Proceeding in regard to incendiary weapons as it had done in regard to chemical (paragraph 9) and bacteriological weapons (paragraph 13), the Committee left on one side the question of the methods by which qualitative disarmament in the matter of incendiary projectiles and flame-projectors could be effected (see also paragraph 10 on this subject).



RESOLUTIONS.

The Special Committee set up by the General Commission on May 10th, 1932, to examine the question of chemical and bacteriological weapons in the light of the General Commission's resolution of April 22nd last regarding qualitative disarmament, submits the following resolutions to the General Commission :

I. *Chemical Weapons and Means of Warfare.*

The Committee considers,

That chemical substances, whether elements or natural or synthetic compounds, as well as appliances or devices for releasing them, can be described as weapons or means of warfare only in virtue of the use that is made of them, for they may be employed or made with a view to entirely different and essentially peaceful uses ;

That, when used for the purpose of injuring an adversary, they answer to one or other of the criteria laid down in the General Commission's resolution of April 22nd, 1932, and, in any case, more particularly to the third of those criteria.

It declares,

That, there should be included in qualitative disarmament the use, for the purpose of injuring an adversary, of all natural or synthetic noxious substances, whatever their state, whether solid, liquid or gaseous, whether toxic, asphyxiating, lachrymatory, irritant, vesicant, or capable in any way of producing harmful effects on the human or animal organism, whatever the method of their use.

It also declares,

That appliances, devices or projectiles specially constructed for the utilisation of the said noxious bodies with a view to injuring an adversary should be included in qualitative disarmament.

It observes,

That unless the use of explosives as such is included in qualitative disarmament, the above definition cannot be extended to the noxious substances arising from the combustion or detonation of explosives, provided that the latter have not been designed or used with the object of producing noxious substances.

It further observes that the above definition should not apply to smoke or fog used to screen objectives or for other military purposes, provided that such smoke or fog is not liable to produce harmful effects under normal conditions of use.

II. *Bacteriological Weapons and Means of Warfare.*

The Committee considers,

That the use of pathogenic microbes for the purpose of injuring an adversary is condemned by the conscience of humanity, quite apart from the fact that it answers to the criteria laid down by the General Commission in its resolution of April 22nd, 1932, and more particularly to the third of those criteria.

It declares,

That all methods for the projection, discharge or dissemination in any manner, in places inhabited or not, of pathogenic microbes in whatever phase they may be (virulent or capable of becoming so), or of filter-passing viruses, or of infected substances, whether for the purpose of bringing them into immediate contact with human beings, animals or plants, or for the purpose of affecting any of the latter in any indirect manner—for example, by polluting the atmosphere, water, foodstuffs, or any other objects—should be included in qualitative disarmament.

III. (a) *Incendiary Projectiles.*

The Committee considers,

That the use of incendiary projectiles involves a particularly grave menace to civilians.

It declares,

That projectiles specifically intended to cause fires should be included in qualitative disarmament.

It observes,

That this definition does not apply either to projectiles specially constructed to give light or to be luminous and, generally, to pyrotechnics not intended to cause fires, or to projectiles of all kinds capable of producing incendiary effects accidentally.

It considers,

That qualitative disarmament should not extend to projectiles designed specifically for defence against aircraft, provided that they are used exclusively for that purpose.

III. (b) *Flame-projectors.*

The Committee considers,

That the use of flame-projectors is calculated to cause needless suffering, quite apart from the question whether it answers to any of the criteria laid down by the General Commission's resolution of April 22nd, 1932.

It declares,

That appliances designed to attack persons by fire, such as flame-projectors, should be included in qualitative disarmament.

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Official No: **Conf. D. 122.**

[Conf.D./C.T.45(1).]

Geneva, June 7th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

**LAND COMMISSION**

46

**REPORT TO THE GENERAL COMMISSION**

under the Terms of that Commission's Resolution of April 22nd, 1932.

(Document Conf.D./C.G.28(2).)

*Rapporteur*: M. BOURQUIN (Belgium).

**INTRODUCTION.**<sup>1</sup>

1. The General Commission of the Conference for the Reduction and Limitation of Armaments, at its meeting on April 22nd, 1932, adopted the following resolution (document Conf.D./C.G.28(2)) :

"In seeking to apply the principle of qualitative disarmament, as defined in the previous resolution (document Conf.D./C.G.26(1)), the Conference is of opinion that the range of land, sea and air armaments should be examined by the competent special commissions with a view to selecting those weapons whose character is the most specifically offensive or those most efficacious against national defence or most threatening to civilians."

2. The Land Commission met on April 26th in response to the request thus addressed to it.

<sup>1</sup> The Soviet delegation makes the following reservation with regard to the present report :

"The present report, instead of giving direct answers to the questions put by the General Commission, merely enumerates the opinions of the various groups of delegations, as formulated by the Experts when questions concerning artillery and armoured vehicles were under consideration.

"The Land Commission had instructions to determine what calibres of artillery and what classes of armoured vehicle answered to the three criteria laid down by the General Commission on April 22nd. The Land Commission was to answer these questions ; it was to say whether these classes of armament should be subject to qualitative reduction, and, if so, to what extent.

"Instead of answering the questions, the Land Commission, by repeating the opinion expressed by the Committee of Experts in an interminable series of technical arguments, is still further complicating the task of the General Commission. Land armaments, especially armoured vehicles and heavy artillery, offer sufficient material to be submitted to the General Commission for its decision in regard to qualitative disarmament. The Land Commission's voluminous report is full of arguments about the relative value of different calibres of artillery, the impossibility of making an absolute distinction between a tank and a motor vehicle, and the efficacy of artillery and tanks against permanent fortifications ; but all this is merely preparing the ground for bringing the whole principle of qualitative disarmament into question. Public opinion is beginning to realise this, and numerous protests are now being heard from every side against this tendency, which is visible in all the Commissions.

"The Soviet delegation quite realises that this total absence of positive results is not due to any bad work on the part of the Experts. The Experts are only expressing the ideas and wishes of their respective delegations. Be that as it may, the Soviet delegation cannot associate itself with this refusal to give any specific reply to the questions put, and is therefore unable to pronounce in favour of the report.

"While making this general reservation, the Soviet delegation proposes to continue to uphold its own view in the General Commission, maintaining that the following classes of arms should be subject to qualitative disarmament : all guns and howitzers of calibre exceeding about 100 mm., firing shells weighing more than 16 kg. and having a range exceeding 15 km., and all armoured vehicles—tanks, cars, and trains."

It was of opinion that generally for land materials the weapons which are "most efficacious against national defence" should be considered as being those whose character is "the most specifically offensive", and that the first two criteria named in the resolution of April 22nd might thus be held to form one single criterion.

3. The Commission rapidly decided that, instead of dealing successively with the whole series of land armaments, it would, without prejudice to the question, be effecting a considerable saving of time if it confined its examination to certain of those armaments already designated as requiring special treatment under the concrete proposals submitted to the Conference. That was the case as regards: (1) artillery, (2) armoured vehicles, (3) certain fortifications, (4) chemical warfare gases.

The General Commission having decided, at its meeting on May 10th last, to entrust the study of that last item to a special committee, the Land Commission was able to confine itself to the first three categories of armaments.

### I. ARTILLERY MATERIAL.

4. The general discussion which took place on the subject soon revealed the necessity of entrusting to a committee of experts the preliminary examination of certain technical aspects of the problem. That Committee, on which all the delegations were entitled to be represented, had to consider a questionnaire, to which it replied in the terms appearing in the documents attached hereto (document Conf.D./C.T.8, 8a, 8b, and 8c).

5. The report of the Committee of Experts having been communicated to the Land Commission, the latter employed the material which it contained for the purpose of informing the General Commission. The discussion which took place on those lines resulted, on May 23rd, in the unanimous adoption of the following text: -

"Basing its opinions upon the conclusions embodied in the replies of the Committee of Experts to the questionnaire submitted to it, the Land Commission offers the following recommendations for consideration by the General Commission:

"(a) All artillery can be used for offensive and for defensive purposes, but its offensive capacity becomes greater as its effectiveness increases as far as defensive organisations and the civilian population are concerned—*i.e.*, with the increase of its power and its range.

"(b) Subject to such solutions as may hereafter be found by the General Commission for the questions raised by the fact that the fixed artillery of permanent fortifications and mobile artillery can be rendered interchangeable, the Land Commission is of opinion that the types of mobile artillery most threatening to national defence are those which are capable of destroying permanent fortifications of considerable strength, namely:

"(1) In the case of permanent fortifications of great strength, artillery of a calibre exceeding 320 mm. firing projectiles exceeding 500 kg. in weight.

"(2) In the case of permanent fortifications of medium strength, artillery of a calibre of about 250 mm. and above, firing projectiles exceeding 200 kg. in weight.

"(c) In a lower category of inferior power should be included pieces of a calibre between 250 and about 100 mm.<sup>1</sup>

"As a rule, artillery of a calibre up to about 100 mm. can only be effectively used against the least strongly protected personnel and objectives of the battlefield.

"Artillery of a higher calibre—particularly of about 150 mm., which is the calibre most commonly employed—and up to a calibre of 220 mm. inclusive, is capable of effective action against most entrenchments, field works and other objectives of the battlefield, which can be organised and constructed in a short time with limited personnel and material. The necessary calibre may even reach 250 mm. when the time, personnel and material available have permitted the increase of the resisting power of the position.

"(d) It was not possible to obtain unanimity either as to the threatening character in relation to national defence of this second category of artillery (referred to in Section (c) above), nor as to the calibre above which this character exists.

"Whilst certain delegations consider that this category of artillery is more necessary<sup>2</sup> for national defence than threatening to it, a first group of other delegations places at about 100 mm. the limit above which artillery is threatening to national defence, a second group places it at 155 mm. and a third group at 220 mm.

<sup>1</sup> The German delegation includes under the terms "about 100 mm." guns of a calibre of 77 mm. and over.

<sup>2</sup> The delegations of Afghanistan, Germany, Bulgaria, China, Hungary, Italy, Turkey and Union of Soviet Socialist Republics make a reservation in regard to this phrase on the ground that the terms of reference of the Land Commission, as defined in the General Commission's resolution, do not include the examination of the weapons necessary for national defence.

“ The lowest limit of calibre above which artillery possesses an essentially offensive character is, moreover, a relative one.<sup>1</sup>

“ Certain delegations consider that the limit of calibre above which the artillery of a State is of an essentially offensive character is lower in proportion as the means at the disposal of the defender are weaker.

“ Other delegations consider that the problem is more complex. In their opinion, the limit of calibre above which artillery need be regarded as possessing an essentially offensive character depends on the power (calibre and range) of the artillery capable of resisting it ; it also depends on the nature and the protection of the objectives on which it is to fire, and more generally on the whole of the activities brought to bear on the one side and on the other. This limit also depends on the strategic situation then existing, which situation generally varies according as the offensive is launched by a defender by way of counter-attack on an aggressor who has penetrated the defender's territory, or is undertaken by an aggressor with the intention of invading the territory of another State. Lastly, the limit in question also varies according to the nature of the system to which artilleries of higher calibre may be subjected.

“ (e) As regards the third element of the resolution of the General Commission, the replies of the Technical Committee to questions 1 and 2 of Section III of the questionnaire lead to the conclusion that, in the view of certain delegations, artillery material of over 200 mm. calibre having an effective range of more than 25 km. is the most menacing to the civil population. Other delegations attribute this character to artillery of calibre over 105 mm. with an effective range of over 15 km. ; they would not go further than this figure, seeing that beyond that distance are situated objectives of military importance (places for the assembling of reserves, with motor transport, railway stations, air-ports, armament factories, etc.), for which, as regards the distance from the battle front, it is impossible, in existing circumstances, to indicate a limit, and that it is therefore necessary that in this zone the protection of the civil population should be regarded as more important than military requirements.

“ Other delegations, on the other hand, think it necessary to include in the zone of the battlefield tactical reserves capable of joining in the battle in a few hours with the aid of motor transport and which may be 50 km. away from the front ; these delegations consider that artillery designed to fire beyond the corresponding range is more dangerous to the civil population than to military objectives, and is consequently the most menacing to the civil population.”

## II. ARMoured FIGHTING VEHICLES.

6. The Commission adopted for this category of material the same procedure as for artillery. A Committee of Experts was first requested to answer a series of technical questions relating to : (a) tanks, (b) armoured cars, (c) armoured trains, (d) mobile armoured cupolas. Its replies form the subject of document Conf.D./C.T.34 attached hereto (Appendix 2).

7. The question was then discussed in the Commission itself, with a view to extracting from those replies positive and practical conclusions which might be submitted to the General Commission.

Since, however, a very marked divergence of views had been apparent from the outset and since that divergence had diminished but little during the discussions, it seemed impossible to arrive at a unanimous vote in the matter, and the Commission deemed it preferable to state the main groups of opinion into which it was divided.

8. A first difficulty arose as regards the distinction to be established between tanks and armoured cars.

The Committee of Experts expressed itself on the subject as follows :

“ Tanks and armoured cars are armoured and armed self-propelled vehicles. Although it is not possible to draw a precise technical distinction between tanks and armoured cars, it may be said that tanks possess to a higher degree the power of moving across any terrain (due particularly to the use of tracks) and that they are capable, to a degree varying with the particular type, of crossing trenches and overthrowing obstacles. Armoured cars, on the other hand, are not specially designed with a view to their employment on an organised battlefield. There are two kinds of armoured car : one which keeps to the road, the other capable of moving across country.

“ Some types of tanks, and especially armoured cars, are capable of great speed and a considerable radius of action.”

9. A large number of delegations were of opinion, however, that it is possible to establish between the two categories of vehicles a clearer and more definite distinction. In their view, while it is difficult to find for such vehicles definitions applicable to all cases, owing to the

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<sup>1</sup> The Soviet delegation makes a reservation on this point on the ground that no reference should be

fact that there is no clear technical distinction between light tanks and armoured cars, it may, however, generally speaking, be said that :

“ Tanks are fully armoured, armed, self-propelled vehicles designed to cross broken ground, usually by means of tracks, and to overcome obstacles encountered on the battlefield. They are primarily intended for employment actually on the battlefield, but the lighter types of tanks are also utilised for reconnaissance.

“ Armoured cars are armoured, self-propelled, wheeled fighting vehicles primarily for employment on roads, with the possible addition of limited cross-country capacity conferred by multi wheels, four-wheel drive or semi-track device. Their chief characteristics are great range and speed on roads, but they have only a slight capacity for crossing trenches. Their rôle is reconnaissance and they are useless for attack against any form of organised defensive position.”

10. Some delegations pointed out that, failing a perfect scientific definition of the two categories of material under consideration, it might perhaps be possible to agree on a conventional definition, sufficient to specify the obligations to be assumed in regard to them.

11. Certain delegations consider that if a distinction was sought between tanks and armoured cars it should be sought rather in the direction of a difference of use than in that of a difference of definite technical characteristics. These delegations point out that, in such circumstances, in the absence of effective means of control it will always be possible to use these weapons for purposes different from those for which they were theoretically designed. In the opinion of these delegations, the only category of armoured vehicles of combat in regard to which a sufficiently definite technical distinction could be established would be that of armoured motor-cars which have not more than four wheels, only two of them being driving wheels, to the exclusion of caterpillars, and which are obliged to keep to roads.

12. The replies of the Committee of Experts relating to the characteristics of mobile armoured cupolas and armoured trains received general endorsement from the Commission.

13. The Commission was, however, divided on the fundamental point as to whether, and if so to what extent, the different kinds of armoured vehicles answer to the criteria named in the General Commission's resolution of April 22nd, 1932.

Various opinions, sometimes very divergent from one another, sometimes differing only on minor points, were expressed. In order to convey a faithful picture of them, and one which would at the same time be of practical assistance to the General Commission, the best plan would seem to be to consider in succession the four categories of vehicles with which the discussion dealt, and to note for each of those categories the main currents of opinion which appeared.

#### (1) *Tanks.*

14. A large number of delegations is of opinion that all tanks should be included in the list of weapons to which the resolution of April 22nd applies.

They consider that the possession of such vehicles considerably facilitates offensive operations based on surprise, operations which are in the highest degree dangerous to national defence. While recognising that other factors (such as the transport of infantry by means of motor vehicles of all kinds) may also play a part in surprise operations, supporters of the above-mentioned opinion consider that the danger presented in this respect by tanks is incomparably greater.

Several of them point out that even modern fortifications are exposed to the attack of tanks because, while it is always possible to protect fortified works sufficiently to resist those attacks by the use of natural or artificial obstacles, it should be noted, on the one hand, that the action of tanks may strengthen considerably infantry attacks against troops and objectives placed at intervals either in front of or between those works, and, on the other hand, that the establishment, which is always very costly, of a complete system of artificial obstacles for the protection of forts is impossible in peace-time in certain districts, such as those under cultivation.

Certain delegations point out, moreover, that if, as the Committee of Experts<sup>1</sup> has stated, even light tanks can usually cross trenches and make breaches in the usual wire entanglements of the battlefield, while they are capable of effective action against certain strong organisations of the latter, that statement is particularly disturbing to countries which do not possess the necessary anti-tank weapons, or do not possess any tanks.

It has been pointed out within the same group of delegates that whatever the utility that tanks might sometimes offer for defensive purposes,<sup>2</sup> the menace which they constitute

<sup>1</sup> The United Kingdom delegation in the Committee of Experts, dissented from this statement unless the trenches had been previously damaged by shell fire.

<sup>2</sup> The Italian and Soviet delegations, reiterating a reservation which they had already put forward in connection with the text relating to artillery material, expressed the opinion that any decision as to the arms required for the purposes of national defence was outside the Land Commission's competence.

to the defence within the hands of the aggressor outweigh the advantages which they might confer on the defence, and that, in any case, such a menace was sufficiently serious to be regarded as decisive.

15. All the delegations belonging to the first group agree that tanks, of whatever type, are particularly efficacious against national defence and should, in consequence, be regarded as specifically offensive. These delegations cease to be unanimous, however, when it comes to deciding whether tanks should be included among the weapons most dangerous to civilians. Some delegations affirm that that is the case. They point out that tanks, owing to their mobility, enable the aggressor, either by stealing a march on the adversary or by outflanking his defences, to penetrate deep into the country invaded and not only to expose the civilian population to grave material danger but also to produce so intense a psychological effect as seriously to cripple the defence and even in the end to render it impossible.

Others, on the contrary, are of opinion that tanks, considered in themselves, and unless the party employing them can be credited with an illicit intention of terrorising the civilian population, do not constitute particularly dangerous weapons, since their action can be regulated with precision and confined to the military objectives deliberately selected.

16. A second large group of delegations establishes between tanks distinctions based essentially on the criterion of weight and includes among the weapons to which the resolution of April 22nd applies only tanks exceeding a certain tonnage.

17. Those delegations—like the delegations belonging to the previous group—admit that the principal danger of armoured fighting vehicles to the national defence lies in their power to carry out a surprise attack with the intention of delivering a rapid knock-out blow. They point out that, with the help of tanks, for example, a surprise attack carried out at the beginning of a war of aggression, when neither occupied permanent fortifications nor an organised battlefield exist, acquires a greatly enhanced degree of effectiveness, power of penetration and chance of success.

They hold, however, that this power of surprise is not confined to tanks, but is shared by armoured cars and even by commercial motor vehicles converted to military uses.

18. For the purposes mentioned above, tanks, they add, possess, in varying degrees, the characteristics of speed and radius of action, armour, and a capacity for carrying arms and for passing over or reducing obstacles. Each of those factors affects the weight of the vehicle, weight thus constituting the principal element whereby the power of the latter may be determined with any precision.

19. On the basis of this criterion distinctions may be established, which some delegations define as follows :

(a) Heavy tanks of a weight from about 25 tons upwards. These are heavily armed and armoured vehicles of sufficient weight and solidity to give them great powers of crushing obstacles and with comparatively wide trench-crossing capacity, which increases in proportion to their size.

(b) Medium tanks of a weight between about 20 tons and about 10 tons. These are less heavily armed and comparatively lightly armoured vehicles with considerably restricted trench-crossing capacity and limited crushing power. Their special characteristics of range and speed render them of great value as a mobile reserve and in counter-attack against troops which have pierced a defensive position.

(c) Light tanks (below 10 tons in weight), with which may be included armoured cars. These are lightly armed and armoured scouting vehicles essentially designed for reconnaissance.

20. Taking account of these observations and taking account also of the nature of the defensive organisations likely to be encountered on a modern battlefield, as well as of the frontier defences, which vary very greatly in strength as between different States, the delegations belonging to the second group are of opinion that the heaviest category—namely, tanks of a weight from approximately 20 to 25 tons upwards—possess offensive qualities to a degree which should render them liable to qualitative disarmament within the meaning of the resolution of April 22nd.

On the other hand, they are of opinion that tanks of a lower weight are definitely less offensive in character and should not come under such a regime. Certain delegations stressed, in this connection, the police purposes for which light tanks are employed in some countries and their great value in the maintenance of public order.<sup>1</sup>

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<sup>1</sup> The Italian and Soviet delegations are of opinion that the question of the utilisation of tanks for police purposes and the maintenance of order is outside the competence of the Disarmament Conference.

21. In the view of delegations belonging to the second group, tanks, whatever their type, are not particularly dangerous to civilians. They can, on the other hand, be employed for attacking military objectives, even beyond the battlefield, with a minimum of accidental risks for the said civilians.

22. The French delegation expressed its views in the following terms :

“ The following opinion, based upon the conclusions (document D./C.T.34) contained in the replies of the Committee of Experts to the questionnaire addressed to it by the Land Commission (document D./C.T.33), is submitted by the French delegation to the General Commission for consideration :

“ A. No armoured fighting vehicle of the nature of those contemplated for armies in the field is capable of assaulting a modern fortified work of even medium strength. Only tanks specially designed for this purpose and of a minimum weight of 70 tons could be effective against permanent fortifications. The same applies to armoured trains carrying artillery capable of similar effective action—*i.e.*, of a calibre exceeding 250 mm.

“ B. Apart from tanks and armoured trains possessing the above defined characteristics, there is no technical reason for stating that armoured fighting vehicles are more specifically offensive, more efficacious against national defence or more threatening to civilians than any other means of warfare.

“ 1. As regards efficaciousness against national defence, armoured fighting vehicles are used, not only by an aggressor desiring to invade the territory of another State and penetrating more or less far into that territory according to the mobility, speed and radius of action of the said vehicles, but also in counter-offensive operations conducted by a defender on the front, flanks or rear of an aggressor who has penetrated into his territory and entrenched himself there. The characteristics as regards armament, armour, mobility, the power of crossing obstacles and the radius of action of these vehicles, most of which are primarily intended to accompany the infantry and to save it from losses, correspond to the prevalent conditions in both cases.

“ The use of armoured vehicles, particularly tanks, in the course of a defensive action is, moreover, tending to become more and more important :

“ (a) In order to support a counter-attack when it is difficult to provide artillery support owing to ignorance of the exact position of the assailant and the point of departure of the infantry making the counter-attack ;

“ (b) Because the anti-tank weapons, which are being perfected can easily, in an organised position, be arranged so as to provide a complete and effective system of defence, whereas it is much more difficult for them to accompany an offensive, so that troops which are attacking are more vulnerable to the armoured vehicles of the defenders than troops established in a defensive position are to the tanks of the attackers ;

“ (c) In the defence of a permanent system of fortification, to act as mobile fortresses capable, thanks to prepared routes, of advancing to any points which are particularly threatened or of stopping any breach which may be made by the assailant in the defensive arrangements.

“ The fact that the last-mentioned use is strictly defensive, requiring heavily armed and armoured tanks which are consequently very heavy and can with difficulty be moved away from the area prepared for their action suffices to show that any discrimination between armoured vehicles according to weight, designed to prove that the heaviest tanks are most offensive, would not be technically justified. It is, moreover, impossible to make distinctions based upon the question of weight, as it is well known that very light tanks have been able to exercise effective action against important battlefield constructions. On the other hand, if tanks are exposed to the action of anti-tank weapons or enemy tanks, it may be necessary for their own protection, whether passive (armour) or active (armament), that their weight should be considerably increased if they are to be usefully employed on the field of battle, without reference to the offensive or defensive character of such employment.

“ Armoured fighting vehicles of less than 70 tons in weight and armoured trains with armaments of a calibre inferior to 250 mm. cannot therefore be regarded as being offensive rather than defensive in purpose, and cannot be included among the weapons *most* menacing to national defence.

“ 2. As regards the characteristic of being threatening to civilians, armoured vehicles, with the exception of armoured trains, as to which the reply must depend upon the artillery which they carry, should be regarded as among the weapons least menacing to civilian populations. The small range of their objectives enable them to concentrate entirely on the objective, with the least risk of accident for the neighbouring civilian population.”



(2) *Armoured Cars.*

23. Certain delegations declared themselves in favour of including armoured cars of all types in the list of weapons covered by the resolution of April 22nd. They point out that, like tanks, armoured cars considerably facilitate surprise actions, that they may sometimes prove effective against field works and, furthermore, that their suitability for rapid penetration into the interior of a country makes them threatening to civilians.

All these delegations belong to the group which classes all tanks among the most specifically offensive weapons. It should be noted that the converse is not true.

24. Some of the delegations, which hold that all tanks should be subject to qualitative disarmament, adopted the formula submitted by the Netherlands delegation according to which armoured cars should only be regarded as most specifically offensive when they were "provided with special appliances rendering them capable of being used on the battlefield".

25. Other delegations, finally, while in favour of including all tanks in the list of specially offensive weapons, unreservedly excluded armoured cars.

26. This is naturally the conclusion arrived at on the latter point by those delegations which refuse to include tanks in the category of weapons covered by the resolution of April 22nd, or which include only the heaviest tanks weighing from about 20 to 25 tons or more.

27. It was urged in support of this view that the effectiveness of armoured cars against organisations of the battlefield is very limited; that it is usually easy, when armoured cars are confined to the road, to paralyse their offensive action by cutting the routes they have to use; that they cannot go far away from the troops with which they are operating; that they are only lightly armoured, and, finally, that certain countries regard them as essential for maintaining order in the vast territories under their jurisdiction.

(3) *Mobile Cupolas and Armoured Trains.*

28. According to the Committee of Experts, the above "are only effective against entrenchments, field works, etc., in so far as the guns which they carry are able to reach them". In the Committee's opinion "mobile cupolas are not capable of any action outside the battlefield. As regards armoured trains, their possibilities of action against military objectives outside the battlefield and against the civil population depend on the range of their artillery and the action of any personnel they may carry."

29. Generally speaking, the Commission adopted this view and therefore concluded that neither armoured trains nor mobile cupolas correspond to the criteria laid down in the resolution of April 22nd. Some delegations, however, took the opposite view.

(4) *General Remarks.*

30. The Committee then discussed the difficulties which might arise if motor vehicles normally used for agricultural or commercial purposes could be converted into armoured fighting vehicles.

31. Some delegations felt that it would be useless to prohibit or restrict the light classes of tanks and armoured cars, in view of the ease with which these could be replaced, after effecting a few changes, by certain vehicles used for economic purposes.

32. Other delegations applied the argument to all armoured fighting vehicles. They urged, further, that, if these vehicles were subjected to qualitative disarmament, countries possessing a powerful metallurgical industry would be given an advantage and might possibly have an incentive to encourage the construction of non-military vehicles containing certain features which, it might justifiably be said, would enable them more adequately to discharge their pacific mission but which were really planned with a view to facilitating their conversion to military purposes.

33. Other delegations held that, though industrial development undoubtedly enhanced the military potentialities of a country, the importance attached by some parties to the agricultural tractor as a possible weapon was highly exaggerated. Such a vehicle would always be definitely less effective than an appliance specially constructed for fighting purposes.

34. Certain delegations asked that the attention of the General Commission should be drawn to this point. In the words of the motion submitted by the Polish delegation, they held that:

“Should the General Commission decide to apply certain measures of qualitative disarmament to tanks, it would be absolutely essential to take simultaneous action with a view to preventing:

- “(1) The conversion of agricultural and other tractors into tanks;
- “(2) The utilisation of tractor factories for the manufacture of tanks.”

### III. FORTIFICATIONS.

The German delegation submitted a note expressing its point of view on this question to the Land Commission.

Certain other delegations also submitted, in writing, their observations on this proposal. The Commission, realising that it would be extremely difficult for it to arrive at practical conclusions for the time being on this point, decided to forward to the General Commission the above-mentioned documents for any necessary action (document Conf.D./C.T.46 attached) (Appendix 3).

#### Appendix 1.

Conf. D./C.T.8, 8(a), 8(b), 8(c).

#### REPLY BY THE COMMITTEE OF EXPERTS TO QUESTIONNAIRE OF THE LAND COMMISSION CONCERNING ARTILLERY.

##### I.

(1) *What is meant by fixed and mobile artillery?*

Fixed artillery includes all artillery which, in view of its special technical construction, cannot, without the use of special appliances or materials, be used outside the fortified land or sea frontier position in which it was originally placed.

Mobile artillery includes all artillery except artillery which is covered by the above definition.

(2) *What are the existing possibilities of rendering fixed artillery mobile and vice versa?*

Generally speaking, the guns of fixed and mobile artillery can be made interchangeable. The convertibility of fixed artillery to mobile use depends primarily upon the mount required for mobile use. The time element involved depends upon the kind and amount of preparation, the size of the gun, the existence storage and distribution of the mounts, and the availability of means of handling the material. This time element varies from a few hours, if mobile mounts are in existence, to two or three months if no prior preparation has been made (assuming that the country concerned has sufficiently developed metallurgical industry). In the absence of such an industry, rapid conversion would not be possible unless the necessary material were already in store.

##### II.

(1) *What are the characteristics of artillery necessary for effective action against the essential organs of permanent fortifications (a) weight of the projectile, (b) weight of explosive, (c) calibre, etc.?*

Field artillery of all calibres may be employed in attacking fortified works; it may be used against the intervals between forts and, in particular, against unprotected personnel or material, or it may, in exceptional cases, produce some effect on the armament of one of the works—for example, by a fortunate direct hit on or in an embrasure.

But in order to break down a system of permanent fortification, it is indispensable to destroy at least a certain number of its essential works. The efficacy of artillery against the permanent fortification therefore depends on the degree of strength of the essential works of such fortification and the penetrating power of the projectiles which may be employed for the purpose.<sup>1</sup>

<sup>1</sup> As an indication, we may mention that the 155 projectile, weighing 43 kg., has a penetrating power in concrete of only 45 cm.; the 280 projectile, weighing 200 kg. with 36 kg. of explosive, penetrates only 65 cm. into concrete. The armoured cupolas can be effectively attacked only with the 320 at least. Finally, to reach a depth in the ground of 2 m. in average soil, at least 220 is required.

Taking these two factors into account, the following may be distinguished :

(a) Permanent fortification of *great strength* (thickness of concrete about 2 m., armouring or organisations under rock). — In order to act effectively against the essential elements of such fortification use must be made of projectiles weighing more than 500 kg. and calibres over 320.

(b) Permanent fortification of *average strength* (thickness of concrete about 1 m., or depth of earth of more than 2 m.). — The characteristics of the guns required to act effectively against the essential elements of this fortification are, in accordance with the data given in the artillery rules of various States as a result of experience, at least the following :

Weight of projectile about 200 kg.  
Weight of explosive about 35 kg.  
Calibre about 250 mm.  
Range at least 10 km.

(c) Permanent fortification with *little protection* (thickness of concrete less than 1 m., or thickness of earth less than 2 m.). — Against this kind of permanent fortification variable results may be obtained according to the kind of projectile, the nature of the fire (flat trajectory or high-angle trajectory), thickness of earth or concrete, with calibres varying from 105 to the calibres defined in paragraph (b) above.

(2) *What are the characteristics of artillery necessary for effective action against entrenchments, field works and other objectives of the battlefield?*

As a rule, artillery of a calibre up to about 100 mm. can only be effectively used against the least strongly protected personnel and objectives of the battlefield.

Artillery of a higher calibre—particularly of about 150 mm., which is the calibre most commonly employed—and up to a calibre of 220 mm. inclusive, is capable of effective action against most entrenchments, field works and other objectives of the battlefield which can be organised and constructed in a short time with limited personnel and material.

When the time, personnel and material at the disposal of the defence are increased, the degree of resistance of the position may be that of permanent fortification with little protection (II, 1, c), and require the same means for its reduction.

### III.

(1) *In modern warfare, what is the depth over which the troops and services and their equipment engaged in battle are distributed?*

(a) *Reply of the Belgian Delegation:*

In modern warfare :

(1) The depth of the field of battle may extend to about 20 km. ;

(2) The depth over which troops and services and their equipment capable of being engaged in the battle within one day are distributed is 50 km. or more.

(b) *Reply of the Austrian, Bulgarian, German, Hungarian, Italian and Union of Soviet Socialist Republics Delegations:*

The depth over which the troops and services and their equipment to be regarded as engaged in the battle are distributed is 15 km. and may extend to about 20 km. on either side.

Beyond that distance are situated objectives of military importance (places for the assembling of reserves, with motor transport, railway stations, air ports, armament factories, etc.) for which, as regards the distance from the battle front, it is impossible, in existing circumstances, to indicate a limit.

(c) *Reply of the following Delegations: Brazil, United Kingdom, Czechoslovakia, Denmark, Estonia, Finland, France, India, Japan, Netherlands, Norway, Poland, Portugal, Roumania, Spain, Sweden, United States of America, Yugoslavia:*

The troops engaged in the battle are distributed over a depth of about 20 km.

Beyond that distance and up to about 50 km. from the front line there may be essential military objectives such as tactical reserves, which, if motor transport is available and roads are practicable, may be placed 50 km. from the line, while still being capable of use at a required point within five or six hours. Depots, and especially ammunition dumps, are normally at similar distances.

To sum up, the depth over which the troops and their services and equipment engaged in the battle are distributed is 15 to 25 km., if one does not include tactical mechanised reserves and munition depots, and may reach 50 km. if one includes them.

(2) *What are the characteristics of the artillery capable of firing beyond that depth?*

For firing beyond the depth over which the troops and services and their equipment engaged in a battle are distributed, it is necessary to have guns with a range amounting to that depth plus the distance of the gun emplacements of one of the parties from the front line of the other party. This distance is at least 10 per cent of the range. This distance may be as much as 10 km. in the case of guns on railway mountings, or when practicable means of communication are insufficient, or when the artillery must be distributed in depth, particularly when on the defensive.

Considering the minimum distance as 10 per cent of the range and considering the effective range of normally constructed guns at present existing, it is to be observed that :

- (a) Only guns of over 105 mm. calibre have a range of 15 km. beyond the front line ;
- (b) Only guns of over 155 mm. calibre have a range of 20 km. beyond the front line ;
- (c) Only guns of over 200 mm. calibre have a range of 25 km. beyond the front line.

As regards ranges of 50 km. beyond the front line, there is no technical obstacle to the construction of a gun with such ranges.

If the characteristics of such a gun, which is not a current model, had to be determined, it would be necessary to consult specialists in artillery construction. This would also be necessary in order to ascertain what general restrictions should be imposed to prevent abnormal ranges being obtained with any calibre.

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LETTER FROM GENERAL VAN TUINEN, EXPERT OF THE NETHERLANDS DELEGATION, TO THE CHAIRMAN OF THE COMMITTEE OF EXPERTS OF THE LAND COMMISSION RELATING TO QUESTION 2, SECTION II OF THE ABOVE QUESTIONNAIRE.

In order to avoid holding up our work, I will not raise any objection at the moment to the reply given to Question 2 of Section II.

I should like to state, however, that in my opinion this reply differs to an appreciable extent from the question asked and is too similar to the reply given to Question 1 of this same Section. Question 2 does not, I think, refer to the organs of permanent or semi-permanent fortifications, but merely to temporary works constructed on the battlefield—that is to say, more or less hastily. There is thus a clear distinction between the artillery necessary for effective action against those objectives and the artillery intended to be used against fortifications of a permanent or semi-permanent character.

In my opinion it is not necessary to contemplate the destruction of concrete shelters on the battlefield selected by the aggressor, as, including the time needed for their construction, it would take four or five weeks for the concrete to harden sufficiently. Field works with such elaborate entrenchments which could withstand the aggressor's fire to that extent could not be made in time in an invaded territory. In such a case, therefore, we should only have to deal with constructions organised in *war time* on the national soil—which means that they would be of a purely defensive character—and against which a strengthening of the means of aggression would be contrary to our efforts in the matter of disarmament.

Consequently, I am of opinion that the characteristics of the guns necessary for effective action against entrenchments, etc., of an improvised character to which, I think, Question 2 refers, are : 155 mm. maximum calibre, 45 kg. maximum weight of projectile, with 9 kg. of explosive.

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NOTE BY THE DELEGATIONS OF NORWAY AND SWEDEN CONCERNING THE REPLY OF THE COMMITTEE OF EXPERTS TO SECTION III, QUESTION 1, OF THE ABOVE QUESTIONNAIRE.

The delegations of Norway and Sweden consider that :

The words of the questionnaire " engaged in the battle " should not be interpreted as meaning " capable of becoming engaged in the battle " and should only refer to troops situated on the battlefield itself ;

The depth over which these troops are distributed is generally from 15 to 20 km. on either side, according to the number of troops engaged ; and

Troops situated at such a distance from the battlefield that they could not be engaged in the battle without motor transport—the possibility of which depends in any case on the road system and the state of the existing roads at a given moment—should not be regarded as “engaged in the battle”.

Nevertheless, those delegations, recognising that in its summary the text of the majority of the delegations states that the depth of the true battlefield is from 15 to 25 km. if these more distant troops are not reckoned, and wishing to facilitate as far as possible unanimity among the experts, have thought it proper to accept this majority text.

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Appendix 2.

Conf.D./C.T.34.

REPLY OF THE COMMITTEE OF EXPERTS TO THE QUESTIONNAIRE OF THE LAND COMMISSION  
CONCERNING ARMoured FIGHTING VEHICLES.

(I) *What are the general characteristics of:*

- (a) *tanks,*
- (b) *armoured cars of all kinds,*
- (c) *mobile armoured cupolas,*
- (d) *armoured trains?*

(a) and (b). Tanks and armoured cars are armoured<sup>1</sup> and armed self-propelled vehicles. Although it is not possible to draw a precise technical distinction between tanks and armoured cars, it may be said that tanks possess to a higher degree the power of moving across any terrain (due particularly to the use of tracks) and that they are capable, to a degree varying with the particular type, of crossing trenches and overthrowing obstacles. Armoured cars, on the other hand, are not specially designed with a view to their employment on an organised battlefield. There are two kinds of armoured car: one which keeps to the road, the other capable of moving across country.

Some types of tanks and especially armoured cars are capable of great speed and considerable radius of action.

(c) *Mobile armoured cupolas.* — As distinct from armoured cars, mobile cupolas have remarkable characteristics as regards armour and equipment, but their mobility is very limited. They are, in short, a kind of heavy tank with very limited mobility.

Like heavy tanks themselves, they are specially suitable either for filling the gaps in the permanent defensive organisation or, in the defence of a position, for blocking up a breach in which the enemy may have penetrated.

(d) *Armoured trains.* — Armoured trains are very powerful, armed and strongly equipped weapons; but instead of being able to cross any ground their movement depends upon the existence of a railway. They are particularly suitable for the defence of land frontiers and sea coasts.

(2) *What is the effectiveness of the various categories of the above against permanent fortifications? Is there any type of these appliances incapable of breaking through the latter?*

No armoured machine of the nature of those contemplated for armies in the field is capable of assaulting a modern fortified work of even average strength,

Moreover, any modern system of fortification exposed to attack by tanks can be rendered almost invulnerable to their attack by the use of natural obstacles or by the construction of artificial obstacles or defences (deep, wide ditches, blocks of concrete, mines, etc.).

In answer to Question II(a) and (b), therefore, it may be said that no armoured fighting vehicle will be effective for assault against a permanent system of fortifications provided that a complete system of natural or artificial obstacles exists.

As regards armoured trains, their action is no more and no less than that of the artillery which they carry.

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<sup>1</sup> The Committee agreed that the word “armoured” must be reasonably understood by “as well armoured as possible”. In other words, the given definition could not apply to a partially-armoured vehicle. The United Kingdom delegation would have preferred that this idea should be conveyed by the words “fully armoured”, but the word “fully”, which is not as strong as “completely”, would have been difficult to translate into French. In these circumstances, in order that the two texts should correspond, the United Kingdom delegation has agreed to withdraw their proposal, subject to the present explanation being given.

Notes.

1. The French delegation consider that the attack of permanent fortifications can only be attempted by tanks armoured powerfully enough to be proof against projectiles shot by weapons mounted in first-line fortifications.

They consider that such tanks would weigh at least 100 tons ; the lowest weight of tanks of this kind, making very ample allowance for possible technical improvement in construction, may be put at 70 tons.

2. The delegations of Austria, United Kingdom, Finland, Germany, Hungary, Italy, Netherlands and Sweden add the following explanation to the reply given by the Committee :

While the destruction and neutralisation of the fortified works and artillery of the defence are the task of the heavy and super-heavy artillery, it is for tanks to assist the infantry in attacking troops and other objectives distributed in front of the fortifications and between them.

This being so, as regards the attack of permanent fortifications also, tanks take on a character menacing to national defence which increases in proportion to their weight and capabilities.

3. The delegations of Austria, Hungary, Italy and Netherlands add the following explanation to the reply given by the Committee :

The preparation of a complete system of artificial obstacles as here described against attack by tanks would in a number of cases be impossible in a line of permanent fortifications situated in cultivated country. In such cases, even a modern system of fortifications would, at the beginning of a war, be very vulnerable to attack by tanks.

Furthermore, the addition to a system of permanent fortifications of artificial obstacles to attack by tanks would involve supplementary expenditure which would often be very considerable.

(3) *What is the effectiveness of the various categories of the above against entrenchments, field works and other objectives of the battlefield? Is there any type of these appliances incapable of breaking through the elements of national defence referred to above?*

Tanks are capable of effective action on an organised field of battle, and some armoured cars are capable of such action where the organisations are improvised or not continuous.<sup>1</sup>

Even light tanks can usually cross trenches and make breaches in the usual wire entanglements of the battlefield. It is asserted that very light tanks (7 tons) have been capable of effective action against strongly organised battlefields.

If, however, tanks are exposed to the fire of anti-tank weapons or enemy tanks, their own protection, whether passive (armour), or active (armament), may involve a considerable increase in their weight if they are to be used effectively in defence as well as offence on the battlefield.<sup>2</sup>

Armoured cupolas and trains are only effective against entrenchments, field works, etc., in so far as the guns which they carry are able to reach them.

(4) *Are there any characteristics of armoured fighting vehicles which make them specially menacing:*

(a) *to the civil population;*

(b) *to military objectives outside the zone of the battlefield properly so-called?*

(a) and (b). — If we exclude the hypothesis of direct and deliberate action, contrary to international law, against the civil population, tanks and armoured cars could only be specially menacing to them if, when acting against military objectives, they risked at the same time injuring the civil population.

<sup>1</sup> The German, Hungarian and Soviet delegations add to this paragraph that this applies particularly in the case of a defence which does not dispose of adequate anti-tank weapons and tanks.

<sup>2</sup> The United Kingdom delegation substitutes for the first three paragraphs the following text :

“The effectiveness of tanks against entrenchments, field works and other objectives of the battlefield depends upon their ability to cross ditches and trenches. As the object of the question is to elicit the performance of these vehicles without the assistance of other weapons, it is assumed that the ditches and trenches have not already been partially destroyed by shell-fire. The following are examples of the capacity of different types of tanks :

“A tank of about 35 tons is required to cross a gap from 2.4 to 3 metres wide. A tank of 16 tons could, under favourable circumstances, cross a gap 2.2 metres wide. A tank below 10 tons in weight is not capable of crossing a gap more than 1.5 metre wide.

“It will be seen from the above that tanks below 10 tons are incapable of crossing any but the most narrow field entrenchments. Armoured cars, on the other hand, are usually incapable of crossing any undamaged trench.”

On the contrary, since they can act only at very short range and generally against visible objectives, which makes them as accurate as can be desired, they can attack military objectives even outside the zone of the battlefield with less risk to the civil population than is represented by aeroplane and artillery projectiles, which can much more easily fall on some point other than the objective aimed at. This characteristic, together with their speed and radius of action, makes certain armoured fighting vehicles particularly suited to attack military objectives outside the battlefield, and enables the battle to be extended to the rear and flanks of the forces engaged. All motor-driven vehicles<sup>1</sup> of similar speed and radius of action which are able to carry troops also possess this quality in varying degrees. The essential quality to carry out such missions is the mobility of the vehicle. So long as the fire-power can be conveyed to the place required, it is immaterial whether the conveyance is itself armoured and armed or not.

Mobile cupolas are not capable of any action outside the battlefield. As regards armoured trains, their possibilities of action against military objectives outside the battlefield and against the civil population depend on the range of their artillery and the action of any personnel they may carry.

(5) *To what extent and in what time can any vehicle be converted into :*

- (a) *a tank ;*
- (b) *an armoured car ;*
- (c) *an armoured train ?*

(a) and (b). — There exist in many countries a considerable number of vehicles, tracked or otherwise, which could rapidly be turned into tanks or armoured cars.

A converted tractor would be less efficient than a tank constructed as such.<sup>2</sup> For constructional reasons they are unlikely to be fitted with turrets, unless special arrangements have been made for this purpose, and therefore all-round fire would not be practicable.

Armoured cars could be improvised to a degree of effectiveness comparable to that of an armoured car designed for the purpose. The road speed and fighting capability would possibly be less, but, as armoured cars are primarily vehicles for reconnaissance, improvised cars would adequately fulfil this duty.

It is understood that the possibility of effecting the conversions mentioned above, and the effectiveness of such converted vehicles, depends essentially on the industrial resources of each country.

The time required for conversion would depend upon the existence of semi-skilled labour, engineering resources and suitable armour in stock. The manufacture of bullet-proof plate is a lengthy process, but even if none were available, ordinary mild steel plate, which can readily be obtained commercially, might be employed as an improvised measure and, by increasing the thickness, sufficient bullet-proof protection could be achieved. A certain amount of protection can be given to a vehicle in a few hours if the necessary technical preparations have been made beforehand.

As a general rule, the time is less for a given vehicle in proportion as :

(a) More complete arrangements have been made at the time of its construction to facilitate the conversion,

(b) The conversion has been more completely prepared especially as regards the stock of essential parts and necessary engineering resources.

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<sup>1</sup> The German and Soviet delegations make the following observations as regards the end of this paragraph, from the words : " All motor-driven vehicles " :

" It is impossible to make a comparison between an ordinary motor conveyance and tanks or armoured cars. It is of decisive importance that tanks should be armoured, that they should be able to move off the roads, that they should possess weapons always in readiness for firing, and that all these qualities should be contained in as small a space as possible.

" The same may be said in a lesser degree of armoured cars the effectiveness of which is very much greater than that of any other motor-car.

" The possibility of attacking military objectives outside the battlefield properly so-called and of extending thus the battle to the rear and flanks of the forces engaged in front depends, taking into account purely military considerations, on the protection which can be given to convoys of troops by tanks and armoured cars."

These delegations interpret in this sense the last two sentences of the second paragraph.

<sup>2</sup> Some delegations consider that certain types of tractor, however, may be more efficient after conversion than tanks of old patterns.

Under favourable circumstances the production in quantity of tanks, improvised on these lines, could commence within three weeks, and that of armoured cars within a week or ten days.<sup>1</sup>

If engineering resources and the necessary armour-plating are available, a train could be armoured within a few weeks. However, the organisation of an armoured train, specially equipped with powerful artillery, would require a longer time and a considerable previous stock of special material.

### Appendix 3.

Conf. D/C.T.46.

#### EXAMINATION OF THE GENERAL COMMISSION'S RESOLUTION OF APRIL 22ND, 1932 (document Conf.D./C.G.28(2)): DRAFT QUESTIONNAIRE AND DRAFT REPLY CONCERNING FORTIFICATIONS SUBMITTED BY THE GERMAN DELEGATION.

##### *Introduction.*

The German delegation has taken as the basis of its draft questionnaire and replies, given below, the following general question :

“ Supposing one State either (a) adopts a policy of armed aggression or (b) undertakes offensive operations against another State, what are the weapons which, by reason of their specific character, and without prejudice to their defensive purposes, are most likely to enable that policy, or those operations, to be brought rapidly to a successful conclusion ? ”

The delegation was, moreover, guided by the following paragraph of the report of Sub-Commission A to which it desires to draw the attention of the Land Commission :

“ The category of organisations which can only be used for territorial defence cannot be said to include :

“ (1) Organisations the principal purpose of which is obviously to enable long-range artillery or air attack to be brought to bear on the communications of a neighbouring country or its exposed points near the frontier, and which are not indisputably justified by the necessity of protecting specially exposed points in the country concerned.”

.....

##### *Questionnaire and Replies.*

*Question 1.* — What are the characteristics of fortifications, fortified towns and fortified works (with special reference to the extreme limit of their organisations) which must be considered as offensive and which constitute a threat to the national defence of the neighbouring State ?

With regard to this question, the following must be taken into consideration :

- (a) The possibility of accommodating troops and material for the purposes of an attack ;
- (b) The range and efficacy of their artillery ;
- (c) Distance from the frontier.

*Reply.* — The Land Commission considers the “ extreme limit ” of the organisations of a fortress to be the points at which the most advanced organisations of any kind capable of firing are situated.

(a) Any fortress, owing to its considerable possibilities for lodging and protecting troops, enables men and material to be held in reserve. It follows that, in addition to its defensive importance, it must be regarded as having offensive possibilities, which are the more important in proportion as the frontier is near.

(b) If the range of the artillery in the fortress is sufficient for effective fire across the frontier of the neighbouring State, it will prejudice that State's defence. The effect against that defence is naturally increased in the case of guns of large calibre.

(c) If a fortress is so close to the frontier that the troops assembled there can rapidly cross the frontier of the neighbouring State by starting from the extreme limit of the fortress, and if the range of the artillery enables it to fire across the frontier, the fortress must be regarded as specifically offensive and threatening to national defence.

<sup>1</sup> The Italian delegation is of opinion that in view of the great variety of ordinary vehicles that may lend themselves to conversion into armoured fighting vehicles, which in turn vary greatly in the multiplicity of their characteristics, it does not seem possible to fix exact or even approximate limits for the possibility of such conversion and the time it will require.



*Question 2.* — What are the characteristic features of fortifications, fortified towns and fortified works (with special reference to the extreme limit of their organisations) which constitute a threat to the civilian population of the neighbouring country ?

With regard to this question, the following must be taken into consideration :

- (a) The moral effect on the population of the neighbouring country in peace time ;
- (b) The range and efficacy of their artillery, with special reference to populous territories and to dense populations and to their vital centres and centres of communication ;
- (c) Distance from the frontier.

*Reply.* — (a) The qualities referred to under 1 are sufficient to be a considerable menace to the population of the neighbouring State. The mere idea of a sudden and unforeseen attack by the troops of the aggressor and the fear that the national defence may be paralysed produces an unfavourable moral effect upon the civilian population.

(b) This menace is all the greater when, owing to the range and effectiveness of the fortress's artillery, the life of the civilian population of the neighbouring State, its residential and business places and its centres of communication are threatened, and when the frontier territory in question is densely populated or industrial.

(c) As regards the distance of a fortress from the frontier, the remarks contained under 1 (c) also apply as regards the threat to civilians.

*Question 3.* — What is the influence of the characteristics mentioned under 1 and 2, when

- (a) The opponent has no permanent fortifications, fortified towns and fortified works or has only weak fortifications, etc. ;
- (b) The opponent can rely only on prepared or improvised field fortifications for the defence ?

*Reply.* — (a) When there are no permanent fortifications or even weak fortifications on the frontier territory of the neighbouring State, the qualities referred to under 1 and 2 are all the more important in proportion as a surprise attack from a fortress close to the frontier, meeting with no prepared resistance, might penetrate deeply into the country ; it would thus be not only most efficacious against national defence but also particularly threatening to civilians.

(b) The same remarks apply where the other party has only prepared or improvised field fortifications, since the defensive power of such fortifications is much less than that of permanent fortifications ; the former, owing in particular to the possibility of a surprise attack by a fortress close to the frontier, must be distant from the frontier and cannot be completed, occupied and put in a state of defence within the time necessary.

#### *Conclusion.*

It follows from the above that fortresses possessing such characteristics are of an offensive nature, that they are specially efficacious against national defence and particularly threatening to civilians.

#### *Observations by the Afghan Delegation.*

The Afghan delegation, in its declaration of April 26th, stated that :

“ Although, generally, fortifications on the frontier lines of countries are constructed for defensive purposes, those which may be situated opposite countries which have no means of defence and no fortifications comparable with those of their neighbouring countries can more directly command the other's frontiers, and should be counted within the sphere of aggressive means and measures.”

At this time, when all the resolutions adopted by the Land Commission are in course of being collectively submitted to the General Commission, the Afghan delegation reaffirms its previous statement and emphasises that the very existence of strongly protected fortresses, with their connected means of communication near the frontiers of a less-protected country with no possible means of adequate communications, is efficacious against national defence and threatening to the civilians of that neighbouring country, and this danger is further increased by the possibility of a sudden attack being launched from such fortifications.

With this point of view, the Afghan delegation supports the above draft reply submitted by the German delegation.

*Observations by the Argentine Delegation.*

The Argentine delegation does not consider it necessary to formulate, for its part, observations on the questionnaire submitted by the German delegation on the subject of fortifications near frontiers, as the Argentine Republic has no permanent fortifications on the frontiers which it has in common with Chile, Bolivia, Paraguay, Brazil, and Uruguay, respectively.

The Argentine Republic, faithful to its pacific sentiments, signed a treaty with the Republic of Chile on July 23rd, 1881, delimiting their frontiers in the south, and in that treaty perpetual neutrality and the free navigation of the Strait of Magellan for all the flags of the world are established in the following terms :

“ To secure this freedom and neutrality, no fortification or military defence work capable of endangering the object in view shall be constructed ”.

*Observations of the Belgian Delegation.*

1. The Belgian delegation is of opinion that no permanent fortification is to be regarded as particularly offensive or as representing a threat to the defence of the neighbouring State.

The military power of a State consists of two factors : its field army and its fortresses.

In order to conduct an offensive war and threaten the defence of the neighbouring State, it is necessary to invade the territory of that State. In such an operation, only the field army is concerned ; fortresses, being fixed, have no appreciable influence.

On the other hand, in the conduct of a defensive war, the fortresses have to be reduced by the aggressor just as much as the field army, and hence represent a factor highly favourable to the national defence.

Fortresses are almost valueless in offensive warfare, but most valuable in defensive warfare, because their reduction immobilises large attacking forces.

Consequently, the more purely defensive are the intentions of a country, the greater will be the proportion of its resources that it devotes to fortresses ; and, on the other hand, if its intentions are aggressive, it will keep almost all its resources for the field army.

2. The Belgian delegation is further of opinion that the fortifications of a State do not constitute a threat to the population of a neighbouring State unless the range of their artillery enables it to fire across the frontier.

It must be observed that modern fortifications are provided with artillery only in very small quantities, owing to its high cost, and that the calibre of such artillery seldom exceeds 105 millimetres—*i.e.*, the calibre of light field artillery.

Naturally, the sense of security of the civilian population of frontier areas is always less great than that of the civilian population of the interior ; but this is due, not to the frontier fortresses, but to the assembling of the opposing field army, which is rendered possible by the proximity of the frontier, and to the relative strength of that field army.

Concentrations of troops and material can be carried out under the protection of frontier garrisons with a speed and to an extent depending not on the fortresses but on the system of communications leading up to the frontier.

*Conclusion.* — It follows that all fortresses are of a specifically defensive character, that they favour the national defence, and that they are not intrinsically threatening to the civilian population of the neighbouring State unless their artillery can fire across the frontier.

*Observations of the Danish Delegation.*

On the subject of fortifications, the Danish delegation would make reference to page 2, paragraph 3 of its Memorandum of April 13th last (document Conf.D.112), in which the delegation explains its views.

*Observations of the Spanish Delegation.*

Sub-Commission A, in its report (document C.P.D.28, page 141), unanimously specified the armaments which are only capable of being used for the defence of a State's territory. The location of fortifications depends on topographical considerations, more especially the position of the junctions and lines of communication between two neighbouring States.

Fortifications, considered in themselves, are defensive in character, but they may indirectly favour the offensive by making it possible to economise forces in the fortified area and use them *en masse* elsewhere.

The position of the most advanced forts, based on the above considerations, may be close to the frontier, so that the range of their artillery may enable them to fire on points in the territory of the neighbouring country.

These possibilities are, generally speaking, reciprocal.

*Observations of the French Delegation.*

1. As the experts of Sub-Commission A of the Preparatory Disarmament Commission unanimously recognised, "the following can only be used on the spot for the defence of a State's territory : all parts of defensive systems which are in the nature of obstacles and cover for troops ; permanent works for the use of armaments, such as gun-platforms ; and, in exceptional circumstances, certain armaments which are in turrets or cupolas",

It is therefore not possible to attribute *a priori* a "specifically offensive" character to a permanent defensive system. The question can only arise as applied to the artillery in such a system if that artillery should have a calibre greater than the limit fixed for "specifically offensive" artillery, regard being had to the possibility of rendering fixed artillery mobile.

2. Permanent defensive systems situated in the immediate vicinity of the frontiers—as they generally are, because their normal purpose is frontier defence—could not be "specifically threatening" to the national defence and civilian population of the neighbouring country unless they were designed for that purpose.

The sites on which permanent defensive systems are constructed are determined, however, by quite different considerations :

(a) They depend upon the ground, and are therefore placed where the ground is most favourable to the defence ;

(b) Their location depends primarily on the point (a large and important city, a vital centre of communications, an industrial area, etc.) which they are intended to protect. If this point is very close to the frontier, the system designed for its protection is also necessarily close to the frontier.

3. The possibility of action by the garrisons or armaments of permanent defensive systems on the territory or against the civilian population of a neighbouring State is undoubtedly less than the possibility of action of troops that can be brought up into the frontier zones only when needed. A State contemplating an attack, whose best chance of success would be surprise, would have every interest in using, not the known and located means of action in permanent defensive systems, but means of action brought up at great speed with the aid of lines of communication prepared for that purpose, especially motor transport.

4. Consequently, permanent defensive systems are not :

- (a) The most specifically offensive,
- (b) The most threatening to national defence,
- (c) The most threatening to civilians,

within the meaning of the terms of reference given to the Land Commission by the General Commission.

*Observations of the Italian Delegation.*

1. Any fortification, fortified town or fortified work (with special reference to the exterior limit of its organisation) situated close to the frontier should, as a general rule, be regarded as defensive in character, seeing that its main object is to prevent the aggressor from crossing the frontier, and that it thus constitutes a real obstacle intended to bar the most dangerous lines of approach to the territory.

As a general rule, the fortifications of the two neighbouring countries are situated on such lines of approach, owing to the fact that their situation is determined by the geographical configuration of the frontier line.

2. In order that these fortifications may be considered exclusively defensive in character, it is necessary, however, that the two neighbouring countries should possess approximately the same number of fortifications, that the latter should be approximately equal in power and that they should be situated, on either side, close to the frontier.

3. The defensive character of a country's fortifications becomes modified and the latter gradually assume an offensive character when the fortified works of the neighbouring country are much inferior in power, even to the extent of being non-existent, or when, for special reasons, the said fortifications are so distant from the frontier as to leave a completely undefended zone of territory outside the range of action of their armaments.

4. The offensive character of the fortifications does not, of course, lie in the whole system of concrete or steel works, in view of their absence of mobility, but consists, on the other hand, of the two elements contained therein—namely, the artillery or the troops for which they may furnish a safe shelter during the process of concentration, a favourable *point d'appui* for an offensive or counter-offensive and a base for the subsequent development of operations.

5. Excluding the case referred to in number 2, in which it is clear that each system of fortifications assumes a defensive character as against the action of the other, the offensive character of a fortification is determined :

(a) By the effective protection of the process of concentration and the support of troops to be employed in the offensive or counter-offensive ;

(b) By the action of its own artillery of different calibres designed primarily to destroy with ease the adversary's works with a low power of resistance and, secondly, to support effectively (owing to the strong protection thus ensured) troops that are to be used in the offensive ;

(c) By actions designed as a menace to civilians when the fortress or fortified works are so close to the frontier that their artillery can reach the closely populated industrial centres or important centres of communication in the neighbouring territory.

To sum up :

1. Fortifications or permanent fortified works are, generally speaking, defensive in character.

2. Frontier fortifications may, on the other hand, be regarded as more or less offensive in character, and hence more specifically efficacious against national defence, when the territory of the neighbouring State possesses no fortifications or permanent fortified works whatever, or only possesses field works or improvised works, or possesses fortified works situated so far inland as to be unable to protect the frontier zone over a given depth.

3. Frontier fortifications may be particularly threatening to civilians when the fortress or fortified works are so close to the frontier that their artillery can reach those zones in the territory of the neighbouring State over which thickly populated industrial centres are scattered and which are also indispensable for the military organisation.

*Observations by the United Kingdom Delegation.*

The following observations upon the German proposal regarding fortifications are submitted by the United Kingdom Delegation :

They draw attention to the speech of the United Kingdom delegate on June 2nd, which pointed out that the German proposal was, in effect, not a question of the abolition of fortresses near the frontier, but of a restriction of the right to station troops or guns in its vicinity. The technical aspect of guns and their offensive possibilities has already been fully dealt with by the Land Commission.

For these reasons, the United Kingdom delegation sees no utility in discussing the questionnaire, nor do they find themselves able to accept the German proposal regarding fortifications. They suggest that the latter should either be put to the vote without further discussion, or that it should be forwarded to the General Commission with the names of such delegations as find themselves able to support it.

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Geneva, June 8th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation of Armaments.**

**AIR COMMISSION.**

47

**REPORT TO THE GENERAL COMMISSION**

**Called for by that Commission's Resolution dated April 22nd, 1932**

*(Document Conf. D./C.G.28 (2)).*

*Rapporteur: M. BOHEMAN (Sweden).*

The questions put to the Air Commission by the General Commission's resolution of April 22nd, 1932, were the following:

What are the air armaments:

- (a) Whose character is the most specifically offensive;
- (b) Which are the most efficacious against national defence;
- (c) Which are the most threatening to civilians?

Although it was made clear in the discussions in the Air Commission that the offensiveness of the air armaments, their efficacy against national defence, and the threat that they represent to civilians vary considerably on account of the wide differences in the geographical position of different countries, the location of their vital centres, and the state of their anti-aircraft defences, and that any qualitative question in connection with air armaments is closely bound up with quantitative considerations, the Commission found it possible to set down certain general conclusions, which form Part I of this report. The Commission also undertook a technical study of the efficacy and the use of air armaments. The results of this study form Part II of the present report. Part III contains several comments in regard to Parts I and II, and Part IV contains statements by various delegations, with an introduction.

**PART I.**

These conclusions are as follows:

I (a) All air armaments can be used to some extent for offensive purposes, without prejudice to the question of their defensive uses.

If used in time of peace for a sudden and unprovoked attack, air armaments assume a particularly offensive character. In effect, before the State victim of the aggression can take the defensive measures demanded by the situation, or before the League of Nations or States not involved in the conflict could undertake preventive or mediatory action, the aggressor State might in certain cases be able rapidly to obtain military or psychological results, such as would render difficult either the cessation of hostilities or the re-establishment of peace.

(b) Civil aircraft, to the extent that they might be incorporated into the armed forces of a State, could in varying degrees subserve military ends.

(c) Independently of the offensive character which air armaments may derive from their use, their capacity for offensive action depends on certain of their constructional characteristics.

(d) The possibilities of offensive action of aeroplanes carried by aircraft-carriers or warships equipped with landing-platforms (or landing-decks) must be regarded as being increased by the mobility of the vessels which carry them.

(e) The capacity for offensive action of air armaments resulting from such constructional characteristics should first be considered from the point of view of the efficacy of such armaments against national defence, and secondly from the point of view of the threat offered thereby to the civilian population.

#### EFFICACY AGAINST NATIONAL DEFENCE.

II (a) The aircraft forming a part of the air armaments of a country that may be regarded as most efficacious against national defence are those which are capable of the most effective direct action by the dropping or launching of means of warfare of any kind.

(b) The efficacy against national defence of an aircraft forming part of such armaments, and considered individually, depends upon its useful load and its capability of arriving at its objective.

(c) The efficacy against national defence of means of warfare of every kind launched from the air depends upon the material effect which they are capable of producing.

#### THREAT TO CIVIL POPULATION.

III (a) The aircraft forming part of the air armaments of a country which can be regarded as the most threatening to the civil population are those which are capable of the most effective direct action by the dropping or launching of means of warfare of any kind; this efficacy depends primarily upon the nature of the means of warfare employed and the manner in which they are employed.

(b) The degree of threat to the civil population represented by an aircraft forming part of those armaments, and considered individually, is in proportion to its useful load and its capability of arriving at its objective.

(c) The means of warfare, intended to be dropped from the air, which are the most threatening to the civil population are those which, considered individually, produce the most extended action, the greatest moral or material effect; that is to say, those which are the most capable of killing, wounding and immobilising the inhabitants of centres of civil population or of demoralising them, so far as concerns immediate consequences, and so far as concerns future consequences, of impairing the vitality of human beings. Among these means the Commission specially mentions poisonous gases, bacteria and incendiary and explosive appliances.

IV. The useful load of aircraft and their capability of arriving at their objective are determined by a large number of variable factors. Where useful load is concerned, the Air Commission has noted among these variable factors, for purposes of examination, the unladen weight, the horse-power and the wing area for aeroplanes, the volume and the horse-power for dirigibles.<sup>1</sup>

### PART II.

The offensive character of air armaments cannot be determined arbitrarily and must depend on the examination of the conditions they must fulfil in order to be effective against whatever objectives may be assigned to them, and on the defence requirements which they meet.

Moreover, the General Commission will not be in a position to take decisions relating to the qualitative limitation of air armaments until the technical factors which are indispensable to enable it to form a reasoned opinion have been brought to its notice.

The Air Commission accordingly submits the following considerations which seem to it to meet the intentions of the General Commission. It would, however, emphasise that the figures given in Section III below are purely for purposes of indication; they are not absolute, and in no way bind the delegations in the matter of any proposals for qualitative limitation which they may submit elsewhere.

#### I. GENERAL CONSIDERATIONS.

i. While the efficacy of air armaments against the different objectives which may be assigned to them depends on the vulnerability of those objectives and the useful load<sup>2</sup> which the aircraft

<sup>1</sup> For the result of this examination see page 6.

<sup>2</sup> By "useful load" is meant all that an aircraft can carry in addition to its "unladen weight", as defined in Annex I of this report.

can carry, on the other hand, the radius of action needed for such direct intervention and for scouting operations, particularly at sea, and communications with and between overseas territories depends essentially on the geographical situation and the special conditions of each country.

In particular, the effects of using air armaments cannot be the same for all countries; for examples, those with a small area, with their vulnerable points near the frontiers of other States, and those surrounded by a wide expanse of water.

2. The efficacy of air armaments against national defence depends on the possibility, in the event of an act of aggression, and independently of aerial means of defence, of their destroying the obstacles to the advance of the aggressor, attacking lines of communication, centres of military production and supply depôts, air and naval bases, etc.

It is also necessary to examine the conditions governing the use of air armaments against mobile forces and other objectives of the land and naval battlefield in order to decide whether their offensive possibilities are greater than the requirements of defence.

3. The discussions of the Air Commission revealed the fact that for many countries the effectiveness of air armaments against national defence was due principally to the circumstance that aircraft could attack the vital centres of a State (towns, centres of population, etc.) and weaken the internal resistance. Leaving aside considerations regarding international engagements, it was thought desirable to examine the conditions governing their effectiveness.

## II. SPECIAL POINTS.

For information purposes it should be noted that the useful load of the heaviest aircraft at the present time is about 27,000 kg. for civil aircraft and 15,000 kg. for military aircraft.

### *Observations relating to the General Conditions of Use.*

1. At present, military aircraft must have a crew varying from 1 to 5, together with the arms and ammunition necessary for their own defence. Nevertheless, only aircraft seating more than one and with a crew of at least three men to ensure their defence and an adequate radius of action are capable of flying long distances over other countries and may, in certain cases, offer a more offensive character than others.

2. The radius of action—that is to say, the total distance which can be flown—should take into account not only the absolute distance of the objective but also the additional distance which may have to be covered for tactical reasons or owing to atmospheric conditions.

In general, the radius of action necessary for air armaments depends on the special situation of the countries concerned.

In particular, against countries of small area and great density of population, or against countries whose vulnerable points are situated near their frontiers, air armaments might be effective with a small radius of action, especially if they were employed against the vital centres of these countries.

3. Under the normal conditions of inaccuracy of aerial aim at an objective of small dimensions, results cannot be obtained by the launching of a single projectile, however powerful.

A single aircraft cannot hope to obtain appreciable results from its action except by launching a salvo containing enough bombs to obtain at least one impact capable of causing serious damage. The dimensions, the nature and resistance of the objective, the altitude of the aircraft, the nature of the defence and the atmospheric conditions influence the precision of the bombardment and determine the characteristics and number of the bombs which must be carried in one and the same load.

If, however, the objective attacked is very extensive—in particular, when air armaments take the centres of population of a country as their objective—precision of aim becomes less necessary, and even aircraft of low power but in large numbers may prove very effective owing to the moral, if not the material, results which they can obtain.

4. The effectiveness of attack by air against an objective increases with the number of aircraft employed, provided that these aircraft taken individually are effective against that objective.

## III. EFFECTIVENESS AGAINST NATIONAL DEFENCE.

### *A. Action against Permanent Fortifications.*

As the greater part of air armaments are at present ineffective against permanent fortifications, it would be unreasonable to use a single military aeroplane in an attempt to destroy such objectives.

It is pointed out, however:

(1) That aircraft capable of carrying a useful load of 5,000-6,000 kg. would be capable of producing serious results against permanent fortifications.

(2) That aircraft capable of transporting a useful load of from 3,000-5,000 kg. would be capable of producing appreciable results, in particular against dug-outs, but without decisive consequences.

#### B. *Action against Vital Centres.*

If, regardless of international engagements, air armaments are employed against vital centres of population of a country, they may, both by the moral and material effects which they are capable of producing, exercise very important indirect action against its national defence.

In general, this action may be all the greater, the smaller the country attacked and the denser its population, or if the vital centres are situated near the frontier. It may even be of capital importance if it is directed against the works which, in certain cases, assure the life and existence of a country against a permanent natural menace.

As, however, the centres of population form extensive objectives, particularly vulnerable to the action of gas and especially incendiary bombs, and as the latter may cause very great damage even with a small tonnage, all aircraft having a sufficient radius of action and capable of transporting any useful load in addition to its pilot may, if such projectiles are employed, be effective against the vital centres of a country.

#### C. *Action against Lines of Communication.*

In addition to direct action against convoys and troops upon the battlefield, which will be examined below, aircraft may also be used against troops in centres of mobilisation and against railway junctions and bridges. Where such objectives are in centres of population, aircraft attacking them constitute a menace to the civilian population in the immediate vicinity.

To be effective against troops in centres of mobilisation, aircraft must have a tonnage at least as great as those which can be used against columns on the march, and must be equipped with bombs each weighing from 50 to 100 kg.

To be effective against railway junctions and bridges, aircraft must carry the greatest possible number of bombs of from 100 to 500 kg. each.

#### D. *Action against Munition Factories and Supply Depôts.*

Munition factories and supply depôts which would become important objectives in the case of prolonged warfare are not likely to be attacked by aircraft at the beginning of hostilities. At that stage of the war the principal military objectives of the aggressor are the destruction of the defence forces and the occupation of centres or lines of communication and of territory.

The aircraft best adapted for bombarding munition factories, etc., are similar to those required for attacking lines of communication.

#### E. *Action against Air and Naval Bases.*

To be effective against military air bases, aircraft must be able to carry from 20 to 40 bombs of from 50 to 100 kg. Consequently, since the distance of one belligerent's air base from that of another belligerent will make it necessary for them to have a radius of action of from 1,200 to 1,500 km., they must carry a useful load of at least three tons.

To be effective against naval bases, aircraft must be able to carry from three to ten bombs of about 450 kg. each. Their radius of action depends essentially on the geographical situation of each country.

#### F. *Use in Battle.*

The use of aircraft in battle does not give them a specifically offensive character. They are useful to the aggressor both to prepare his attack and to facilitate its development; but they are indispensable to the defence, whether for the purpose of obtaining information as to the dispositions of attack, in regard to which the assailant has the initiative, or for rapid intervention by direct action to delay the progress of attacking columns advancing on open ground or to prevent the offensive action of fleets.

##### I. *Direct Action.*

(a) Aircraft which can be effectively employed against objectives of the land battlefield that are unprotected or only slightly protected, particularly against columns of troops in the open or against convoys and means of transport and food-supply, must be capable of carrying 40 to 50 bombs of 10 kg. or 20 to 30 bombs of 50 kg., and must have a radius of action of at least 500 km. Their useful load must amount to between 1,200 and 3,000 kg. according to circumstances.

(b) To be effective against naval forces, aircraft must carry either a torpedo of 800-1,000 kg. or a load of bombs of at least 1,250 kg. for attacking surface vessels (*i.e.*, 3 bombs of 450 kg. for attacking capital ships, or 5 bombs of 250 kg. for attacking light vessels), and 600 kg. (4 bombs of 150 kg.) for attacking submarines.



Their radius of action depends essentially on the geographical situation of each country. The minimum radius of action enabling aircraft of coast or land bases to take part in defensive operations of the fleet against coastal attack may be taken as about 1,500 km.

Such aircraft, with their crew of five, maritime equipment and military defence armament (machine-guns), have a useful load of at least 4,500 to 5,000 kg.

## 2. *Scouting Operations.*

Certain aircraft used for scouting purposes must be capable of carrying a crew of at least five persons and their own defensive armament, and should have a radius of action enabling them to travel at least 500 km. from their bases over the land and at least 1,000 km. over the sea—that is to say, taking the wind into account, a radius of action of 1,200 to 2,500 km.; the useful load which such aircraft must be able to carry is 3,000 to 6,500 kg.

## G. *Action of Pursuit (Chaser) Aeroplanes.*

Pursuit (chaser) aeroplanes possess an offensive character when used to facilitate aggression by bombing aeroplanes, but both meet defence requirements when used against an aggressor.

## H. *Miscellaneous Uses.*

Certain aircraft needed for communication with and between overseas territories must have a radius of action of at least 2,000 km. and must carry a crew of not less than 5, which, with the reserves necessary for the safety of the machine and the crew, means a useful load of about four or five tons.

Aircraft for the transport of troops, which are particularly useful for the maintenance of order in peace-time in overseas territories, must also have a useful load of three to six tons.

## IV. MENACE OF AIR ARMAMENTS TO CIVILIANS.

All aircraft, without alterations of any kind and whatever their tonnage, may constitute a danger to civilians, whether used directly to attack civilians or against military objectives situated in densely-populated areas.

This threat is due chiefly to the fact that aircraft can make their action felt in the interior of a country in zones beyond the radius of action of land and naval armaments. They can act against a much larger part of the population; but, on the other hand, there is no doubt that the material effects they are capable of producing in the zone of the battlefield are far less than those caused by land or naval armaments.

Actually, the extent of the danger depends essentially on the nature of the projectiles used. Projectiles containing harmful gases or bacteria, and incendiary projectiles, though of small tonnage, may be highly efficient and produce a considerable moral effect. Explosive projectiles may produce a more or less considerable moral effect, but they are not capable of causing serious material damage unless used in large quantities.

## PART III.

The conclusions in **Part I** of this report give rise to the following comments:

In the first place, the German delegation submitted an amendment referring to all the foregoing conclusions, as follows:

“ All military aviation, and especially the dropping of means of warfare of every kind from the air, come into the three categories. ”

In order to specify the material of air armaments for this purpose, the German delegation, on the basis of the arguments advanced during the discussion, desired to supplement the above amendment as follows:

“ By military aircraft are to be understood all aircraft (e.g., aeroplanes, dirigibles, free and captive balloons):

- “ (1) Which are identified by identity-marks as military aircraft, or
- “ (2) Which have military specifications: that is to say, installations to receive means of warfare of every kind such as guns, machine-guns, torpedoes, bombs, or instruments for aiming or launching such means of warfare, or
- “ (3) Which are manufactured for the armed forces of a country, or
- “ (4) Which are manned by a military pilot or a military crew having orders to that effect, or
- “ (5) Which form part of the equipment of an armed force or are requisitioned by such force. ”

The primary reasons given by the German delegation for this amendment was that for a country which has no means of anti-aircraft defence, either in the air or on the ground, all air

armaments without any distinction must be regarded as answering to the three questions put by the General Commission's resolution.

A number of delegations which opposed the German proposal pointed out that only certain air armaments could be regarded as answering to these questions, while other delegations, which also could not see their way to accept the German proposal, expressed the view that in any case different forms of air armaments answered to these characteristics in different degrees.

The German amendment was rejected by 22 votes to 7—those of Austria, Bulgaria, China, Germany, Hungary, Turkey and the Union of Soviet Socialist Republics. In consequence of this vote, the Austrian and German delegations, though taking part in the discussion, abstained from voting on points I (a), (b), (c), (d), (e), II (a), (b) and (c), and III (a), (b) and (c).

In connection with the conclusion numbered I (a), first paragraph, the Italian delegation proposed the omission of the words: "without prejudice to the question of their defensive uses". As, however, this amendment was rejected by 18 votes to 12, the Italian, Turkish and Soviet delegations made an explicit reservation against the retention of these words, on the ground that the question of the use of air armaments for defensive purposes was outside the terms of the General Commission's resolution.

After a discussion in some detail, the Commission, not wishing to go at present into the question of the internationalisation or control of civil aviation, adopted conclusion I(b), with the two abstentions already mentioned. The Hungarian delegation made a declaration maintaining that the civil aircraft of a country which has no military aircraft cannot be incorporated in its armed forces. The Soviet delegation made a declaration to the effect that it held that all military aircraft were specifically offensive in character, whether they were built specially for military purposes or were subsequently converted to such purposes; and that it saw no need to mention civil aircraft in the report, as they could not be regarded as a weapon.

Conclusion I(d) was adopted by 16 votes to 2 (United States of America and Portugal). In consequence of this vote, the United States delegation made the following declaration:

"The delegation of the United States considers that the statement in Paragraph I (d) as to the increased possibility of offensive action of ship-based aircraft is inappropriate for inclusion in a report which deals with aircraft generally and which does not otherwise discuss specific types of aircraft of the influence of the base of action upon their offensive capabilities.

"One of the tests already contained in the report is that of capability of arriving at an objective. Thus the mobility feature of ship-based aircraft if already taken into account and any further reference in the report which might give the impression that individual ship-based aircraft are more specifically offensive than individual aircraft taking off from bases close to land frontiers is misleading."

The Portuguese delegation associated itself with this declaration, and the United Kingdom delegation stated that it shared the views therein expressed.

As regards the *efficacy of air armaments against national defence*, the following delegations: South Africa, Argentine Republic, Australia, Bolivia, Brazil, United Kingdom, Canada, Chile, Czechoslovakia, France, Greece, India, Japan, New Zealand, Poland, Portugal, Roumania, United States of America and Yugoslavia, voted for the inclusion in the text of the following statement:

"The air armaments most efficacious against national defence may also in certain circumstances be the most efficacious for their own national defence."

Twenty-two other delegations—Afghanistan, Austria, Belgium, Bulgaria, China, Denmark, Estonia, Finland, Germany, Hungary, Italy, Latvia, Lithuania, Mexico, the Netherlands, Norway, Persia, Siam, Spain, Sweden, Turkey and the Union of Soviet Socialist Republics—though they did not deny the truth of this statement, considered that it was unnecessary to insert it in the reply to the General Commission.

In its consideration of the question of the *threat to civilians* constituted by air armaments, the Commission constantly bore in mind the existence of certain international undertakings for the protection of civilians in time of war. It considered, however, that its reply to the questions asked by the General Commission must be prepared solely from the point of view of technical possibilities, and apart from any legal or political considerations.

During the discussion on the question as to *which criterion or criteria* should be adopted among those considered by the Commission and set out under IV of Part I—namely, unladen weight, horse-power and wing area for aeroplanes, volume and horse-power for dirigibles—a profound difference of opinion was manifested in the Commission. It was generally felt that there were great difficulties in the way of establishing formulæ which, in view of the constant progress made in technique, were subject to modification. It was nevertheless agreed that unladen weight was an essential criterion for aeroplanes and volume for dirigibles and must be adopted.

A provisional definition of unladen weight was unanimously accepted by the Commission, and figures as Annex I to the present report.

Eighteen delegations—South Africa, Australia, United Kingdom, Canada, Czechoslovakia, Estonia, France, India, Japan, Latvia, Lithuania, the Netherlands, Poland, Portugal, Roumania, Siam, the United States of America, Yugoslavia—considered that for purposes of practical comparison unladen weight alone was an adequate criterion. They held that the addition of two other criteria for aeroplanes would considerably complicate the question owing to the facility with which wing area and especially horse-power could be modified. They added that they thought it impossible to obtain a satisfactory definition of horse-power and to form a practical estimate of its value and of the value of wing area, and, further, that the adoption of these two criteria might hinder the sound development of technique.

Twenty-one delegations—Afghanistan, Argentine, Austria, Belgium, Bolivia, Brazil, Bulgaria, Chile, China, Denmark, Finland, Germany, Greece, Hungary, Italy, Mexico, Spain, Sweden, Switzerland, Turkey and the Union of Soviet Socialist Republics—held that unladen weight alone was inadequate, and that horse-power and wing area should also be adopted. Certain of the delegations mentioned above considered that in dividing aeroplanes into categories it was necessary to take into consideration, not only the unladen weight, but also the horse-power and the ratio between horse-power and wing area, as criteria of equal value. They pointed out that unladen weight as the sole criterion could not give satisfactory results, since, even were the unladen weight constant, the useful load could vary considerably if there were a more powerful engine or a different wing area.

As regards the definitions of horse-power and wing area, the Commission's discussions have shown that sufficient light has not yet been thrown on the technical aspect of these questions to enable a number of the delegations in favour of the three criteria to express an opinion on the definitions to be established for the two criteria mentioned above.

As regards horse-power, certain of those delegations referred to the conclusions of the report of the Committee of Experts to fix rules for the adoption of a standard horse-power measurement for aeroplane and dirigible engines (document C.259.M.115.1931), while the Italian delegation submitted a slightly different definition, which is annexed (Annex III) to the present report.

As regards wing area, proposed definitions have been furnished by the Spanish and Italian delegations and figure as Annexes II and III to the present report.

Certain delegations who declared themselves in favour of the three criteria added that they considered that both horse-power and wing area could be computed with sufficient accuracy (though less accurately than unladen weight) to enable them to be effectively used in the comparative measurement of the useful load of aircraft, and that three criteria, however imperfect, would be more reliable than one.

Other delegations among the group favouring the three criteria considered that the question whether a single criterion should be adopted or whether the two others should be added as auxiliary criteria could not be finally settled until the Commission had come to a definite decision as to the figures to which those criteria would apply.

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The technical study of which **Part II** consists was undertaken as the outcome of a questionnaire and draft reply thereto submitted by the French delegation.

The result of this study was not included in the report until a vote had been taken by the Air Commission, 23 delegations (South Africa, the Argentine, Australia, Belgium, Brazil, United Kingdom, Czechoslovakia, Estonia, Finland, France, India, Japan, Latvia, Netherlands, Norway, Poland, Portugal, Roumania, Siam, Spain, Sweden, United States of America, Yugoslavia) voting in favour of its inclusion and 12 against (Afghanistan, Austria, Bolivia, Bulgaria, China, Germany, Hungary, Italy, Lithuania, Mexico, Turkey, Union of Soviet Socialist Republics). The reasons which led the minority to vote against it are clearly shown by the general reservations of the Austrian, Bulgarian, German, Hungarian, Italian and Soviet delegations.

Among the delegations which voted in favour of the inclusion of the study in question in the report or who abstained, the delegations of Belgium, Brazil, Denmark, Estonia, Mexico, Netherlands, Norway, Portugal, Spain, Sweden and Switzerland made reservations in regard to the figures given in this part of the report, and also stated that they entirely reserved their opinions as to the conclusions to be drawn from the findings contained therein.

#### PART IV.

Although certain delegations maintained that in view of the General Commission's three questions it was impossible to draw a distinction between the different kinds of air armaments,<sup>1</sup> it will nevertheless be seen from its deliberations that the Commission was unanimously of opinion that air bombardment is a grave threat to civilians.

In this connection, certain delegations which were in favour of the absolute prohibition of air bombardment contemplated the possibility of designating bombing aeroplanes as the most

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<sup>1</sup> Declarations by the delegations of Austria, Bulgaria, Germany and Hungary (see pages 8-9) and of Persia (see page 11).

specifically offensive air arms, the most efficacious against national defence, and the most threatening to civilians. The Commission was unable to accept this solution, however, for the following reasons: The technical explanations given in different quarters have shown that bombing aeroplanes cannot simply be designated by name, as the same aeroplanes may be used for entirely different purposes. Thus, in several important countries, exactly the same aeroplanes form part of bombing and scouting units.

After considering the aeroplanes at present in service in the air armaments of different countries, however, certain delegations thought it would be possible to fix a limit based on technical data, above which the majority of aeroplanes were, in the opinion of these delegations, specially suitable for air bombardment.<sup>1</sup>

It should be noted that one delegation put forward definite proposals suggesting a very low limit, based on technical data, above which it considered that all military aviation answered to the General Commission's three criteria.<sup>2</sup>

Finally, it should be noted that one delegation proposed to classify among arms which are the most offensive, the most efficacious against national defence, and the most threatening to civilians, all kinds of air bombs and all appliances for the aiming and launching of such bombs.<sup>3</sup>

#### DECLARATION BY THE GERMAN DELEGATION.

##### I. *Reservation relating to the Findings contained in Part I of the Report.*

The German delegation was not in a position to accept the "findings" of the Air Commission's report. The Air Commission, in accordance with the General Commission's decisions, should have considered what are the arms which, in view of their specific character, are most likely to lead rapidly to success, assuming that a State adopts a policy of armed aggression.

The German delegation considers that military aviation as a whole should be regarded as aggressive from this point of view. This consideration applies in particular to a country which possesses no military air force, or which has already abolished it by disarmament, and which has also no means of defence against aircraft either in the air or on the ground. In view of the situation of such a country, the German delegation considers that it is not possible to draw a distinction between the different categories of air arms according to their more or less offensive character, or their greater or lesser efficacy against national defence, or their greater or lesser threat to civilians. In the case of such a country, the air arm as a whole, without any distinction, comes, for purely technical reasons, under the three heads into which the question raised by the General Commission is divided. Germany, who was disarmed under the Treaty of Versailles, also bases her conception on the technical disarmament clauses which form part of that treaty.

The German delegation also wishes to point out that, in compiling its report, the majority of the Air Commission considered that the offensive character of air arms could only be determined after an examination of the degree of their efficacy against national defence and the extent of the threat constituted by them to civilians. However, after carrying out this examination, the Air Commission failed to reply to the first and most important of the questions asked by the General Commission, and did not reach any definite decision as to the arms which have a specifically offensive character.

Lastly, the German delegation considers that means of warfare of every kind capable of being launched from the air should be regarded in general as specifically offensive, particularly efficacious against national defence, and specially threatening to civilians. This applies *a fortiori* to a country without any anti-aircraft defence.

##### II. *Reservations concerning Part II of the Report.*

With reference to the foregoing reservation, the German delegation states that:

At the plenary meeting of the Air Commission the German delegation stated that it was opposed to the proposal to submit the General Commission's three questions to a thorough examination by a discussion of the French questionnaire—a procedure which would take a good deal of time in view of the necessity of clearing up these problems from the point of view of the science of warfare. It considered that this study was unnecessary in order to give a clear and adequate reply to the questions put by the General Commission. However, the Air Commission having decided that the French questionnaire should be discussed by a sub-committee, and the French delegation having itself submitted a draft reply to that questionnaire, the German delegation endeavoured, with a view to co-operating in this examination, to amend the draft reply in order to take into account the position of countries which do not possess any military air force, and have no means of defence against aircraft.

<sup>1</sup> Declaration of Belgium, Mexico, Netherlands, Portugal, Spain, Sweden and Switzerland (see page 10).

<sup>2</sup> Italian declaration (see page 10).

<sup>3</sup> Netherlands declaration (see page 11).

Since the second point of this report as it results from the somewhat brief discussions in the Sub-Committee does not take into account the position of those countries, the German delegation does not consider it possible to accept this point.

#### DECLARATION BY THE AUSTRIAN DELEGATION.

In the course of the discussion in the Air Commission, the Austrian delegation demonstrated that in certain conditions the capacity of an aircraft to attain its objective is decisively increased. In Austria's case, this increased capacity results from the present geographical and military circumstances of the country. These circumstances confer an offensive character even on aircraft which would be completely unfitted to act against the national defence or the civil population of another country.

Consequently it is impossible to make a *general* classification of aircraft corresponding to the three questions put by the General Commission.

The Austrian delegation urges that it is absolutely essential to take into account the present circumstances of each individual country, if any accurate definition of the offensiveness of aircraft is to be arrived at.

The Austrian delegation therefore associates itself with the reservation made by the German delegation.

#### DECLARATION BY THE BULGARIAN DELEGATION.

The Bulgarian delegation considers that the answers to the three questions put by the General Commission present a different aspect in the case of countries which have no military air force and no anti-aircraft defence, thus:

1. For countries which have no anti-aircraft defence, all military aircraft are covered by the three criteria laid down by the General Commission.
2. For countries which have no military air force, it is very difficult, if not impossible, to make use of civil aircraft, owing to the absence of personnel trained for the purpose.

#### DECLARATION BY THE HUNGARIAN DELEGATION.

From the beginning of the proceedings in the Air Commission, the Hungarian delegation has felt that the Commission was working on lines that could not lead to a satisfactory result. Instead of enquiring into the fighting force represented by the air arm as a whole and the destruction which, as a whole, it is capable of causing, the Commission has devoted chief attention to highly complicated technical details which have, no doubt, great scientific value, but whose relation to the problem set is exceedingly vague.

The essential object of the Disarmament Conference should be to bring under international regulation all such arms as are calculated to favour sudden and unexpected attacks. Now it is not unreasonable to ask whether there is any arm possessing more properties calculated to favour such attacks than the air arm as a whole. Convinced that this was so, the Hungarian delegation associated itself with the German proposal, and deeply regrets that that proposal was not accepted by the majority of the Commission.

The Hungarian delegation has continued none the less to take part in the proceedings of the Air Commission, in the hope that its collaboration might induce the Commission to decide upon an acceptable text.

Unhappily, the proposals that the Hungarian delegation had the honour to put forward during the discussion were not accepted by the Commission. The latter decided to submit to the General Commission a reply which, in the Hungarian delegation's view, cannot result in a radical reduction of air armaments. The Hungarian delegation therefore sincerely regrets that it was unable to accept the texts established by the Commission and was forced to vote both against the conclusions in Part I of the report and against the inclusion of Part II in the report.

The Hungarian delegation must therefore again state that:

" For Hungary, who is disarmed in the air and excessively vulnerable to air attacks, aircraft as a whole constitute:

" The most offensive of all weapons;

" A weapon that could easily crush her too feeble national defence, and that would expose:

- " (a) Her civil population, deprived of anti-aircraft defence, to certain death;
- " (b) Her capital and her industrial areas, situated only a few kilometres from the frontier, to complete destruction; and
- " (c) All movement on her system of communications to an abrupt stoppage. "

DÉCLARATION BY THE DELEGATIONS OF BELGIUM, MEXICO, THE NETHERLANDS, PORTUGAL,  
SPAIN, SWEDEN AND SWITZERLAND.

The delegations of Belgium, Mexico, the Netherlands, Portugal, Spain,<sup>1</sup> Sweden<sup>1</sup> and Switzerland<sup>2</sup>:

Having examined a large number of aeroplanes at present in use in various countries with a view to finding numerical criteria to determine what aeroplanes come under the three categories indicated by the General Commission—namely:

- The most specifically offensive,
- The most efficacious against national defence,
- The most threatening to civilians,

have come to the following conclusions:

- (1) *There is a limit, based on technical data, above which almost all aeroplanes possess the three characteristics mentioned above;*
- (2) There is a limit below which no aeroplane can be deemed to possess these three characteristics;
- (3) For aeroplanes the characteristics of which lie between the two limits, it is impossible to lay down a simple rule enabling those possessing the three above-mentioned characteristics to be distinguished with certainty.

The limit under (1) might be fixed at an unladen weight of 1,500 to 1,600 kg. (with the addition of 300 to 400 kg. for seaplanes).

The limit under (2) might be fixed, in general, at an unladen weight of 600 kg., a horse-power of 200, and a wing area of 25 sq.m., on the understanding that any aeroplane exceeding any one of these three limits would come under the category of (3) above.

RESERVATION BY THE ITALIAN DELEGATION.

The Italian delegation took no part in the discussion and drafting of the second part of the report.

It considers that the statements and figures given in this part do not correspond to the present situation of mobilisable military aviation, and that, by leading the General Commission astray, they render more difficult the decisions which it will be called upon to take.

The Italian delegation considers that, among the means of aerial warfare at the disposal of military aviation, the following should be regarded as being the most specifically offensive, the most efficacious against national defence, and the most threatening to civilians:

- (1) Dirigibles of any volume whatsoever.
- (2) Aeroplanes seating two persons and over; always excepting two-seater aeroplanes used in schools, provided that their unladen weight does not exceed 400 kg. and the horse-power 100, and that the ratio between horse-power and wing area is not less than 4 to the square metre.
- (3) Seaplanes seating two persons and over, always excepting two-seater seaplanes used in schools, provided that their unladen weight does not exceed 450 kg. and their horse-power 100, and that the ratio between horse-power and wing area is not less than 4 to the square metre.
- (4) Aeroplanes which, although single-seaters, are of over 650 kg. unladen weight, over 200 h.p. and with a ratio between horse-power and wing area of less than 16 to the square metre.
- (5) Single-seater aeroplanes of unladen weight less than 650 kg., which, although of horse-power between 200 and 100, have a ratio between horse-power and wing area less than that obtained by linear interpolation:  
Between 16 and 12 h.p. to the square metre for machines of horse-power between 200 and 150.  
Between 12 and 5 h.p. to the square metre for machines of horse-power between 150 and 100.
- (6) Seaplanes which, although single-seaters, are of over 700 kg. unladen weight, over 200 h.p. and with ratio between horse-power and wing area less than 16 to the square metre.
- (7) Single-seater seaplanes of unladen weight less than 700 kg., which, although of horse-power between 200 and 100, have a ratio between horse-power and wing area less than that laid down in paragraph 5.

<sup>1</sup> The Spanish and Swedish delegations state that their participation in the attempts to find as precise as possible a technical reply to the questions asked by the General Commission does not prejudice their attitude regarding the total abolition of military aviation, accompanied by the internationalisation or strict control of civil aviation.

<sup>2</sup> The Swiss delegation had in mind a lower figure for the limit proposed under (1) — namely, 1,200 kg.

DECLARATION BY THE BOLIVIAN DELEGATION.

In accordance with the declaration made by the Bolivian delegation at a plenary session of the Air Commission, it makes a reservation regarding the whole idea of figures; this reservation is due to Bolivia's special geographical situation, and in particular to its altitude (averaging 4,000 metres). The delegation would merely point out that the fixing of figures would have a negative value where aircraft beginning to operate at that altitude were concerned.

DECLARATION BY THE CHINESE DELEGATION.

The Chinese delegation, in view of the fact that the Air Commission is to submit its report to the General Commission without achieving a unanimous decision, wishes to place on record the following declaration:

The Chinese delegation maintains its original standpoint that all military aircraft are by nature offensive armaments, while bombing aeroplanes are armaments whose character is most specifically offensive, most efficacious against national defence, and most threatening to civilians, thus combining all the three characteristics mentioned in the General Commission's resolution of April 22nd, 1932.

The Chinese delegation considers that the proposal of the Belgian, Mexican, Netherlands, Portuguese, Spanish, Swedish and Swiss delegations (see page 10), which provides for the division of all military aeroplanes into three categories, is acceptable. It is, however, of the opinion that the limit fixed in the said proposal is somewhat high. The Chinese delegation is, in this connection, inclined to support the suggestion of the Swiss delegation that the limit set for unladen weight should be 1,200 kg. instead of 1,500 to 1,600 kg., in the interest of those countries whose air defence is still inadequate and whose undefended towns and cities are in consequence exposed to the dangers of aerial bombardment.

The Chinese delegation would further reiterate its proposal that all aerial bombardment as a means of carrying on civilised warfare should be abolished (see document Conf.D.88).

DECLARATION BY THE FRENCH DELEGATION.

The French delegation considers that the statements of fact contained in the second part of the Commission's report show how impossible it is from the technical point of view to draw a clear dividing line between defensive aircraft and those more specifically offensive in character. Even if it is possible to fix a limit above which aircraft cannot be considered purely defensive, there is on the other hand a whole zone covering both specifically machines, threatening to the civil population, and machines indispensable for national defence.

The French delegation would state that these were the considerations which led it to submit its proposals of February 5th last, and to fix for the capacity of aircraft two series of limits which it has reserved the right to define later: the first—the higher—above which no machine may be retained in a national air force; the second—the lower—below which the use of military aircraft shall be subject only to those restrictions arising out of the quantitative limitation provided for in the convention to be drawn up and already laid down in the Preparatory Commission's draft.

All the aircraft included between these two limits, whether their predominant character be offensive or defensive, may only be retained by national air forces subject to a preliminary undertaking to place such machines at the disposal of the League of Nations in the event of the application of Article 16 of the Covenant.

DECLARATION BY THE NETHERLANDS DELEGATION.

*On Part I.*

The Netherlands delegation considers that bombing aircraft, all types of aerial bombs, and all instruments for aiming or launching such bombs, should be designated as weapons most specifically offensive, most efficacious against national defence, and most threatening to civilians.

*On Part II.*

The Netherlands delegation states that the division of the load of bombs required for effective action against a certain objective among as large a number of aeroplanes as possible would result in lower tonnage figures for aircraft than those given in the report. These figures would be still further decreased if the radius of action of aircraft were reduced.

DECLARATION BY THE PERSIAN DELEGATION.

Since the Persian delegation has, since the outset of the Commission's work, made it clear that it is in favour of the abolition of military aviation provided civil aviation be regulated by

international statute, it is impossible for it to express an opinion on the aggressive character of military aviation alone, since the General Commission has as yet taken no decision regarding civil aviation. For this reason, the Persiar delegation abstained from voting on Part II of the report.

DECLARATION BY THE DELEGATION OF THE UNION OF SOVIET SOCIALIST REPUBLICS.

As the moment has come to draw conclusions from the Air Commission's work carried out in response to the three questions asked by the General Commission, the Soviet delegation feels bound to make the following declaration:

"(1) The Air Commission has not found it possible to recognise the soundness of the statements of certain delegations—among them the Soviet—that all military aviation comes under the head of the General Commission's questionnaire. Nevertheless, the Air Commission has not indicated the limits above which military aeroplanes acquire the properties which bring them into the category of armaments envisaged in the General Commission's questionnaire.

"(2) The drafting of certain articles, as well as certain statements in the report, which, moreover, exactly correspond to the declarations made by the different delegations, show that the majority of the Commission considers that air armaments are only offensive and threatening to national defence and the civil population when used for purposes of aggression or attack on specified localities. The Soviet delegation is firmly opposed to this point of view, considering that it is the technical characteristics of aircraft which determine the offensive properties of military aviation, and that the very existence of military aircraft, as well as of aerial bombs and other means of warfare intended to be dropped or launched from the air, are a danger to national defence and constitute a threat to the civil population.

"(3) For the above reasons the Soviet delegation is unable to support the view that the offensive character of military aviation can only be determined after a review of the possibilities of its employment for defensive purposes. The Soviet delegation feels that it is the Air Commission's duty to determine the aggressive characteristics of air armaments, and not to defend such armaments by mere reference to the various possibilities of their defensive use.

"(4) The references to be found in the report to the necessity for taking into account the geographical situation and special circumstances of each country, as well as atmospheric conditions and other factors, seem to the Soviet delegation to be an attempt to divert the questions asked by the General Commission into a discussion very far removed from the concrete task assigned to the Air Commission.

"(5) Without raising any objection to the view of the majority of the Commission that aeroplanes become more aggressive and dangerous to national defence and the civil population with any increase in their useful load (provided they be considered singly), the Soviet delegation, basing its view on a technical study of the properties of military aircraft, once more declares that all military aircraft clearly come within the three categories referred to by the General Commission. The Soviet delegation is thus the less able to support the view that only large bombing aircraft should be considered offensive, even if the figures contained in the report are only given for purposes of indication. It feels that such a classification is far removed from reality, and can but prejudice qualitative disarmament.

"In view of the foregoing, the Soviet delegation desires to state that the Air Commission, in confining itself to general statements, has failed to reply to the three questions asked by the General Commission. The Soviet delegation is therefore obliged to continue, in the General Commission, to defend its view as expressed in the present declaration as well as in earlier discussions."

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Annex I.

DEFINITION OF UNLADEN WEIGHT.

The unladen weight of an aeroplane is the weight of the aeroplane complete with all the elements necessary for flying but without crew, fuel, oil, cooling liquids, or military equipment. The unladen weight of an aeroplane comprises exclusively the weights of the following parts:

Complete aeroplane without engine (wings, movable or fixed, without safety slots, fuselage or hull, undercarriage or floats);



Power plant or plants complete; empty motor or motors<sup>1</sup>, propeller or propellers with, all the necessary accessories<sup>2</sup> required for their immediate operation and control;  
Empty tanks, with release or drainage appliances (if any), but excluding supplementary tanks.

Permanent fixtures required for mounting instruments and equipment of all kinds.

## Annex II.

### DEFINITIONS OF WING AREA PROPOSED BY THE SPANISH DELEGATION.

#### *First Definition.*

The wing area is that of the lifting areas contained in the wing unit, wing flaps included, in its maximum extension.

#### *Second Definition.*

The wing area is the geometrical area of the projection of each lifting area contained in the wing unit, wing flaps included, on the plane of their greatest extension.

## Annex III.

### DEFINITION OF HORSE-POWER AND WING AREA PROPOSED BY THE ITALIAN DELEGATION.

#### *Horse-Power.*

The power index of an engine given by the Experts' formula in document C.259.M.115 1931 might be adopted as a first approximate criterion for qualitative disarmament purposes.

This formula is  $W_f = \sqrt{K \cdot U_f \cdot P_f}$

The Italian delegation considers, however, that it would be desirable to improve the method by adopting for the constant K different values according to the basic types of engines and to take into account in measuring the weight the material used in the fixed parts.

It therefore proposes the constants  $K_1$  and  $K_2$  for liquid-cooled engines with and without reduction gear respectively;  $K_3$  and  $K_4$  for air-cooled engines with and without reduction gear respectively;  $K_5$  and  $K_6$  for Diesel engines, liquid and air-cooled respectively.

For supercharged engines these values will have to be multiplied by a coefficient depending on the supercharging system and the degree of compression produced by the supercharger.

#### NOTES.

1. Liquid-cooled engines are distinguished from air-cooled engines because in measuring the weight due allowance cannot be made for the radiators.

2. The values  $K_1$ ,  $K_2$ ,  $K_3$ , etc., and the supercharging coefficient cannot be fixed until the maximum value of the horse-power has been determined, and in fixing these values technical and statistical considerations will be taken as bases.

It is also desirable to establish the equivalence between aluminium alloys and magnesium alloys used in the fixed parts (about 1.4), in order that a change from one of these materials to the other may not unfairly affect the measurement of the horse-power.

3. The Diesel engine will no longer be handicapped if it is considered separately.

#### *Wing Area.*

(1) The supporting surface of a wing mounted on an aeroplane is the normal projection of its perimeter on a plane passing through the chord traversing the span centrally and perpendicular to the longitudinal plane of symmetry of the aeroplane.

(2) The wing area of an aeroplane is the sum of the supporting surfaces in its wing unit.

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<sup>1</sup> The empty motor comprises the motor proper with all the accessories necessary for its immediate operation, which form an integral part of it—that is to say:

Carburettor, with controls, feed pipes, ignition and connections, cooling liquid and oil pumps with piping on the motor, charging or supercharging gear forming part of the motor, various attachments for revolution counters and auxiliaries forming part of the motor, reduction gear and propeller hub.

<sup>2</sup> Accessories to power plant:

(a) Motor controls complete.  
(b) Fixed self-starters and accessories, starting magneto, claws and handles, and tanks.  
(c) Fuel supply system; pumps not forming part of the motor, piping accessories, intermediate tanks, and various indicators.  
(d) Lubrication system; pipes not forming part of the motor, radiators, shutters and controls.  
(e) Cooling system; piping not forming part of the motor, radiators, shutters and controls, ventilators and ventilator shutters in the case of air-cooled motors, and their controls.  
(f) Transmissions of propellers.  
(g) Accessories; various instruments, revolution-counters, and fixed extinguishers.

NOTES.

- I. The surface of the ailerons in the rest position is included in the wing area.
  - II. In the case of wings having a safety beak, the projection of the wing itself must be taken with the safety beak in the rest position.
  - III. In the total, the surfaces must be calculated in excess per square metre. Wings which are partly or wholly cut away to allow for the fuselage or nacelles, etc., are regarded as continuous.
  - IV. In the case of a wing with a variable area, the area must be calculated at its maximum extension.
  - V. Horizontal tail units and any other supporting surfaces included in the air frame are excluded, provided that their total surface, calculated in the same way as that of the wings, does not exceed  $x\%$  of the wing area of the wing unit.
  - VI. The wing profile chord mentioned in the definition is that established by the C.I.N.A. at its sixth meeting (March 1924) and communicated to the Council of the League of Nations.
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Geneva, June 22nd, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

**GENERAL COMMISSION**

48

**Declaration by Mr. Gibson (United States of America)  
at the Meeting of June 22nd, 1932.**

I am desired by the President of the United States to communicate to the Conference the text of a statement which he is giving out at this moment. It is his hope that the public statement of such a programme will fire the imagination of the world and lead all nations to consider deeply and state openly how much they can contribute to a great general programme.

**Statement of the Instructions issued by President Hoover to the American Delegation to the Conference for the Limitation and Reduction of Armaments, read by Ambassador Gibson before the General Commission, Wednesday, June 22nd, 1932, 4.30 p.m.**

The delegations at the World Conference on Disarmament at Geneva are now engaged in discussions as to methods by which more comprehensive efforts can be made toward disarmament.

The following is the substance of instructions which have been given by the President to the American delegation for guidance in the discussions which are now occupying them. They are published in order that the American people may be fully and accurately informed.

“ The time has come when we should cut through the brush and adopt some broad and definite method of reducing the overwhelming burden of armament which now lies upon the toilers of the world. This would be the most important world step that could be taken to expedite economic recovery. We must make headway against the mutual fear and friction arising out of war armament which kill human confidence throughout the world. We can still remain practical in maintaining an adequate self-defence among all nations. We can add to the assurances of peace and yet save the people of the world from ten to fifteen billions of wasted dollars during the next ten years.

“ I propose that the following principles should be our guide.

“ First : The Briand-Kellogg Pact to which we are all signatories can only mean that the nations of the world have agreed that they will use their arms solely for defence.

“ Second : This reduction should be carried out not only by broad general cuts in armaments but by increasing the comparative power defence through decreases in the power of the attack.

“ Third : The armaments of the world have grown up in mutual relation to each other. And, speaking generally, such relativity should be preserved in making reductions.

“ Fourth : The reductions must be real and positive. They must effect economic relief.

“ Fifth : There are three problems to deal with—land forces, air forces and naval forces. They are all inter-connected. No part of the proposals which I make can be disassociated one from the other.

“ Based on these principles, I propose that the arms of the world should be reduced by nearly one-third.

#### *Land Forces.*

“ In order to reduce the offensive character of all land forces as distinguished from their defensive character, I propose the adoption of the presentation already made at the Geneva Conference for the abolition of all tanks, all chemical warfare and all large mobile guns. This would not prevent the establishment or increase of fixed fortifications of any character for the defence of frontiers and sea-coasts. It would give an increased relative strength to such defence as compared with attack.

“ I propose, furthermore, that there should be a reduction of one-third in strength of all land armies over and above the so-called police component.

“ The land armaments of many nations are considered to have two functions. One is the maintenance of internal order in connection with the regular peace forces of the country. The strength required for this purpose has been called the ‘ police component ’. The other function is defence against foreign attack. The additional strength required for this purpose has been called the ‘ defence component ’. While it is not suggested that these different components should be separated, it is necessary to consider this contention as to functions in proposing a practical plan of reduction in land forces. Under the Treaty of Versailles and the other peace treaties, the armies of Germany, Austria, Hungary and Bulgaria were reduced to a size deemed appropriate for the maintenance of internal order, Germany being assigned one hundred thousand troops for a population of approximately sixty-five million people. I propose that we should accept for all nations a basic police component of soldiers proportionate to the average which was thus allowed Germany and these other States. This formula with necessary corrections for Powers having colonial possessions should be sufficient to provide for the maintenance of internal order by the nations of the world. Having analysed these two components in this fashion, I propose, as stated above, that there should be a reduction of one-third in the strength of all land armies over and above the police component.

#### *Air Forces.*

“ All bombing-planes to be abolished. This will do away with the military possession of types of planes capable of attacks upon civil populations and should be coupled with the total prohibition of all bombardment from the air.

#### *Naval Forces.*

“ I propose that the treaty number and tonnage of battleships shall be reduced by one-third ; that the treaty tonnage of aircraft-carriers, cruisers and destroyers shall be reduced by one-fourth ; that the treaty tonnage of submarines shall be reduced by one-third and that no nation shall retain a submarine tonnage greater than 35,000 tons.

“ The relative strength of naval arms in battleships and aircraft-carriers as between the five leading naval Powers was fixed by the Treaty of Washington.

“ The relative strength in cruisers, destroyers and submarines was fixed as between the United States, Great Britain, and Japan by the Treaty of London. For the purpose of this proposal it is suggested that the French and Italian strength in cruisers and destroyers be calculated as though they had joined in the Treaty of London on a basis approximating the so-called accord of March 1st, 1931.

“ There are various technical considerations connected with these naval reductions which will be presented by the delegation at Geneva.

#### *General.*

“ The effect of this plan would be to effect an enormous saving in cost of new construction and replacements of naval vessels. It would also save large amounts in the operating expense in all nations of land, sea and air forces. It would greatly reduce offensive strength compared to defensive strength in all nations.

“ These proposals are simple and direct. They call upon all nations to contribute something. The contribution here proposed will be relative and mutual. I know of nothing that would give more hope for humanity to-day than the acceptance of such a programme with such minor changes as might be necessary. It is folly for the world to go on breaking its back over military expenditures, and the United States is willing to take its share of responsibility by making definite proposals that will relieve the world.”

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The significance of the President's statement will be apparent to all. It is clear, self-contained, and comprehensive. I am well aware that everyone here will wish to study it in detail. There are, however, certain clarifications and explanations which I can make at once in order to clear up one or two points.

With reference to cruiser strength, it is proposed that the 25 per cent reduction of the total tonnage of the United States and Great Britain should be calculated on the present total London Treaty tonnage of Great Britain—namely, 339,000 tons. Furthermore, the total tonnage allowed under that Treaty for eight-inch-gun cruisers shall be limited to 150,000 tons each for the United States and Great Britain and the proportionate 90,000 tons for Japan.

I also feel that there should be a clarification on the subject of submarines. In order to make the acceptance of such a sweeping reduction possible, the President's communication is on the basis that no nation, whether or not a party to existing naval treaties, shall retain a tonnage in submarines greater than 35,000 tons or more than 40 submarine units of which no single vessel shall exceed 1,200 tons.

In view of the reductions suggested for the five leading naval Powers under the President's plans, it seems evident that the other Powers should here agree to corresponding sacrifices through the reduction or limitation of their naval armaments.

I have not laboured here all these months with my colleagues present to-day without becoming convinced of their earnestness of purpose and their desire to see the greatest possible accomplishment in disarmament. Therefore, I am sure that the principle of maximum accomplishment to which each nation makes substantial contributions, as my country is doing by the provisions of the text which I have just read, will appeal to them.

In our most powerful arm, the navy, we are prepared, as a part of this general programme, to scrap over 300,000 tons of existing ships and to forgo the right to build over 50,000 tons. In land material our proposal would affect over a thousand heavy mobile guns and approximately 900 tanks, and in aviation about 300 bombardment airplanes.

The American delegation is at your disposal for further explanations and clarifications as they may become necessary, and these points will, no doubt, be forthcoming as the conversations in which we are now engaged progress. These very real sacrifices of strength which the United States is willing to make in a predominant arm as part of a world scheme cannot fail, I am convinced, to find equally generous response.

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Geneva, July 7th, 1932.

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

**Statement of Views of His Majesty's Government  
in the United Kingdom regarding the Proposals contained  
in President Hoover's Declaration**

(Document Conf.D.126).

**COMMUNICATED BY THE UNITED KINGDOM DELEGATION**

1. The Disarmament Conference has reached a stage when we must review the present position of our discussions and co-operate without loss of time in reaching and registering practical conclusions. The Government of the United Kingdom most cordially welcome President Hoover's declaration as a contribution to this end. We welcome it alike because it calls for a really substantial measure of disarmament and because it seeks to apply the two principles of quantitative and of qualitative limitation. As President Hoover says: "Reduction should be carried out, not only by broad general cuts in armaments, but by increasing the comparative power of defence through decreases in the power of the attack". We desire to associate ourselves with these conceptions and to contribute all that we can to secure their practical application. The United Kingdom Cabinet has considered President Hoover's declaration in this spirit, and what I am about to say on certain practical points is said with a deep desire to promote co-operation and agreement.

Success at Geneva depends upon general agreement, and the American delegation has made it plain that President Hoover's proposals are put forward as a contribution to an agreed general programme. The United Kingdom Government have already advanced wide suggestions of their own. These, while they differ in some important respects as to method or measure, are inspired by the same purpose, and a comparison will show that already there is a substantial area of common ground.

Without interrupting or anticipating detailed discussions which must take place with the other delegations represented at Geneva, it is convenient at this moment to set out in broad outline the main characteristics of the United Kingdom proposals. They in their turn should be regarded, as I have said, not as a declaration of isolated action, but as a contribution to general agreement.

2. First, the Government of the United Kingdom desire to put on record their agreement with President Hoover on the further principle that the three problems of military, naval and air disarmament are interconnected. International agreement cannot be attained without an adequate contribution from all three sources. Inasmuch as Britain, like the United States of America, finds her strongest arm in the navy, the contribution which concerns her most is to be found in this sphere, in which, as is well known, contributions to disarmament on the largest scale have already been made in advance of the General Disarmament Conference. Nevertheless, the Government of the United Kingdom now offer a further contribution as part of a general world settlement.

3. It is now proposed to set out under the necessary heads of land, sea and air the manner in which the Government of the United Kingdom would suggest that these principles could be applied.

#### LAND PROPOSALS.

4. In the realm of land disarmament, His Majesty's Government in the United Kingdom find themselves very largely in accord with President Hoover's proposals. Naturally, it will be necessary carefully to examine details before expressing a final opinion on their suitability to the situation in each country.

5. To consider in turn the four categories to which these proposals relate:

(a) In regard to the strength of land armies, His Majesty's Government have consistently placed in the forefront of their proposals for land disarmament the examination of measures for reduction of effectives to the lowest level compatible with national safety. So far as their own forces are concerned, His Majesty's Government have not only abolished conscription, but have already effected reductions to the minimum numbers required for the preservation of internal order and for the defence of their overseas possessions and communications. If we take account of the whole British Army, including not only British troops in Great Britain and her Colonies, but also those maintained in India, the personnel has been reduced, as compared with the year before the war, from 259,000 to 207,000, and this has been effected by the disbandment of nine regiments of cavalry, sixty-one batteries and companies of artillery, twenty-one companies of Royal Engineers, twenty-one battalions of infantry and six battalions of colonial and troops locally enrolled.

The United States proposal for a division of land forces into a " police component " and a " defence component " will require very careful examination; but, so far as His Majesty's Government in the United Kingdom understand the implication of the suggested basis of calculation, the result will be to show that the British land forces have already been reduced substantially below the number recognised to be necessary for the maintenance of internal order, without making any allowance for the forces needed for the lines of communication between the United Kingdom and territories overseas.

(b) In regard to chemical and bacteriological warfare, His Majesty's Government in the United Kingdom have already joined in rejecting the use of these methods of warfare and therefore cordially welcome the United States proposals under this head.

(c) In regard to land guns, His Majesty's Government in the United Kingdom have proposed the abolition of all mobile guns of a calibre greater than 155 mm. (6.1 inches calibre). Under this head, also, His Majesty's Government in the United Kingdom find themselves, therefore, in general agreement with the proposals of the United States Government.

(d) In regard to tanks, His Majesty's Government in the United Kingdom find themselves entirely at one with President Hoover in desiring the application of the principle that specifically offensive weapons should be prohibited. His Majesty's Government have already advocated the abolition of all tanks above a weight of 20 tons, which by their characteristics are especially suitable for offensive employment in battle. Tanks of the lighter type cannot be regarded as specifically offensive weapons. Their comparatively light armour and their reduced capacity for crossing trenches render them unsuitable for the assault of highly organised defences. Moreover, in a small voluntarily enlisted army like our own, they constitute an essential compensation for lack of numbers which it would be impossible to surrender. As far as this country is concerned, in view of its worldwide responsibilities, any general prohibition would require an increase in our present land forces in terms of man-power, and thus, as a measure of disarmament, would tend to defeat its own ends.

6. It will be seen, therefore, that in the realm of land disarmament the proposals of the United States Government, so far as they relate to matters which directly touch the land forces of the United Kingdom, approximate very closely to those favoured by His Majesty's Government; and that, in the total of their effectives, His Majesty's Government have been able already to put into practice a measure of disarmament which more than conforms to the standards proposed by President Hoover.

#### NAVAL PROPOSALS.

7. These proposals cover all types of vessels—capital ships, aircraft-carriers, cruisers, destroyers and submarines.

It is essential that proposals that are intended to be adopted by general agreement should make due provision for varying circumstances. Having regard to the widely scattered responsibilities of the British Navy, it is not practicable for us to cut down the number of naval units beyond a certain point. Occasions may arise when these responsibilities call for the presence of ships simultaneously in parts of the world far removed from one another. It is essential to bear in mind in this connection the very large reduction in the numbers of ships of all categories which has already been effected. If a comparison is made with the year before the war it will be found that, taking account of completed vessels of the United Kingdom and other members of the British

Commonwealth possessing vessels of any of the categories mentioned, capital ships have been reduced from 69 to 15; cruisers from 108 to 52; destroyers from 285 to 147; and submarines from 74 to 52. Numerical reduction in the British Navy has therefore already been applied on a very large scale, and, indeed, cruiser numbers will require special consideration hereafter. But, though there is, for the reasons already pointed out, a limit to numerical reduction, it is perfectly possible, and in the highest degree desirable, to adopt a mode of treatment which will secure by other means the large diminution in naval armaments at which we are all aiming. The present treaty limits of size and gun calibre are far too high, and the United Kingdom Government consider that very large reductions amounting to about one-third, both in the case of capital ships and cruisers, can be made in future construction.

8. As regards capital ships, the position under existing naval treaties is that, as between Britain, the United States and Japan, no further capital ship construction could be undertaken in any event until the year 1937. The maximum size for any future construction has been fixed at 35,000 tons, and the gun at 16 inches. The total tonnage of the category of ships can be reduced either by diminishing their number or by diminishing their size. In regard to number, the considerations which the United Kingdom Government are bound to bear in mind have already been stated. The American proposal would leave the size of these enormously expensive vessels, and the calibre of their guns, untouched in any future construction of capital ships. Every figure involved in these huge dimensions—initial cost, upkeep, personnel, ammunition, stores, docks—would be maintained at the highest level. The United Kingdom proposal, while securing no less reduction in total tonnage, evades these consequences by (1) reducing the size of the gun, and (2) reducing the size of the ship. For example, if the calibre of the gun is reduced to 12 inches, the maximum size of the ship can be reduced from 35,000 to 25,000 tons, and an immense saving is effected under both heads, both initially and consequentially.

9. But the Government of the United Kingdom are prepared to go beyond this. They are ready to apply the same principles to cruisers, and to reduce their maximum size and gun-calibre by international agreement from the present figure of 10,000 tons and 8 inches to 7,000 tons and 6.1 inches. It would then be possible to reduce the dimensions in the case of capital ships still further and fix a maximum of 22,000 tons with 11-inch guns. This will nearly halve the initial cost of any future capital ship and greatly reduce the cost of maintenance. Thus, the whole scale would come down together, and there would be a definite return to smaller dimensions. On this basis, the United Kingdom proposal would effect an ultimate reduction in capital ship tonnage alone of 195,000 tons; the comparable figure under the United States proposal would appear to be about 175,000.

10. As regards aircraft-carriers, the Government of the United Kingdom are in substantial agreement with President Hoover's proposals. They propose a reduction in the size of the aircraft-carrier from 27,000 to 22,000 tons, with consequent reduction in total tonnage from 135,000 to 110,000 tons.

11. Special reference must be made to the submarine. The United Kingdom view has been, and is, that the submarine should be entirely abolished. If its abolition can be secured this would, in our view, at once make possible a reduction of approximately one-third in destroyer tonnage. If international agreement to abolish submarines is found impossible of attainment, ocean-going submarines should be got rid of by limiting the size to 250 tons, and the total tonnage to the lowest figure upon which agreement can be reached.

12. Consequently, the Government of the United Kingdom put forward for immediate adoption by international agreement the following set of proposals relating to the navies of the world:

- (1) Reduce the maximum size of any future capital ship to 22,000 tons, and the maximum calibre of the guns carried to 11 inches.
- (2) Reduce the maximum size of cruisers hereafter constructed to 7,000 tons, and maximum calibre of guns to 6.1 inches.
- (3) If international agreement on point (2) cannot be secured, the Government of the United Kingdom would still urge that the maximum size of capital ships should be reduced to 25,000 tons and their guns to 12 inches as a maximum.
- (4) Reduce the maxima for aircraft-carriers to 22,000 tons with 6.1-inch guns.
- (5) Abolish submarines.
- (6) Reduce destroyer tonnage by approximately one-third, this depending on the abolition of submarines.
- (7) If submarines cannot be completely abolished, fix their maximum surface displacement at 250 tons, with a strict limitation both of total tonnage and number of units.



AIR PROPOSALS.

13. There is no aspect of international disarmament more vitally urgent than the adoption without delay of the most effective measures to preserve the civilian population from the fearful horrors of bombardment from the air. The Government of the United Kingdom would be prepared to go to any length, in agreement with other Powers, to achieve this object, and, if more drastic measures are proposed from any other quarter and are shown to be practicable, they will examine them with the utmost sympathy.

They propose that the contracting parties should agree between themselves in respect of their air forces that there should be:

(i) The complete prohibition of all bombing from the air, save within limits to be laid down as precisely as possible by an international convention. Attacks upon the civilian population would be entirely prohibited.

(ii) A strict limitation in the unladen weight of all military and naval aircraft (troop-carriers and flying boats excepted).

(iii) A restriction in the numbers of all kinds of military and naval aircraft.

14. In this last connection, the United Kingdom Government wish to add an observation. They sincerely desire to see numbers of military and naval aircraft restricted, and here, again, regard must be had to the course of recent events. In 1913-14, air armaments were negligible, and no comparison with that date can usefully be made. At the end of the war, Great Britain was one of the two leading air Powers in the world. Her colonial possessions are widely scattered and, since the war, her responsibilities have been increased by her various mandates from the League of Nations. More than any other Power, she relies upon aircraft to discharge her mandatory duties and to police and control undeveloped regions. Yet, in 1932, her first-line aircraft had been reduced to little more than 20 per cent of her post-war strength, with the result that the United Kingdom now stands, in the number of its military and naval aeroplanes, only fifth in the list of States. Of aircraft authorised for home defence in 1923 by the United Kingdom Government with the approval of Parliament, 20 per cent have not, in fact, been constructed.

15. Great and far-reaching as these reductions in all three arms have been—beyond comparison greater than any which have been effected elsewhere outside the countries disarmed by the Treaty of Versailles—His Majesty's Government in the United Kingdom are ready and eager to join in the further measures of disarmament for which general agreement can be attained. The proposals which, accordingly, are now made constitute an additional contribution, practical and extensive, to the effort to relieve the heavy burdens which the maintenance of existing standards imposes upon the world and which the world expects us, by a great common effort, effectively to diminish.

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Geneva, July 22nd, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

RESOLUTION

50

adopted by the General Commission on July 23rd, 1932.

I.

The Conference for the Reduction and Limitation of Armaments,

Profoundly convinced that the time has come when all nations of the world must adopt substantial and comprehensive measures of disarmament in order to consolidate the peace of the world, to hasten the resumption of economic activity, and to lighten the financial burdens which now weigh upon the peoples of the world;

Desirous of avoiding a competition in the power of armaments which would be both ruinous to the peoples and threatening to their national defence;

Recalling its resolutions of April 19th, 20th and 22nd, 1932;

Firmly determined to achieve a first decisive step involving a substantial reduction of armaments, on the basis of Article 8 of the Covenant of the League of Nations, and as a natural consequence of the obligations resulting from the Briand-Kellogg Pact;

Welcoming heartily the initiative taken by the President of the United States of America in formulating concrete proposals for a substantial reduction of armaments by the prohibition of certain methods of warfare, by the abolition of certain material, and by reductions varying in magnitude and amounting for certain armaments to the proportion of one-third;

Bearing in mind also the draft Convention of the Preparatory Commission, the statements and proposals made to the Conference by a number of delegations, and the reports and resolutions of the various Commissions of the Conference:

Decides forthwith and unanimously, guided by the general principles underlying President Hoover's declaration:

1. That a substantial reduction of world armaments shall be effected to be applied by a general Convention alike to land, naval and air armaments;
2. That a primary objective shall be to reduce the means of attack.

II. CONCLUSIONS OF THE FIRST PHASE OF THE CONFERENCE.

The Conference, noting that agreement has now been reached on a certain number of important points, decides, without prejudice to more far-reaching agreements hereafter, to record forthwith the following concrete measures of disarmament, which should form part of the general Convention to be concluded. The Conference also decides to establish certain principles as the basis for further reductions of armaments, and to determine the procedure necessary for the active prosecution of its work.

## I. AIR FORCES.

The Conference, deeply impressed with the danger overhanging civilisation from bombardment from the air in the event of future conflict, and determined to take all practicable measures to provide against this danger, records at this stage of its work the following conclusions:

1. Air attack against the civilian population shall be absolutely prohibited;
2. The High Contracting Parties shall agree as between themselves that all bombardment from the air shall be abolished, subject to agreement with regard to measures to be adopted for the purpose of rendering effective the observance of this rule.

These measures should include the following:

(a) There shall be effected a limitation by number and a restriction by characteristics of military aircraft;

(b) Civil aircraft shall be submitted to regulation and full publicity. Further, civil aircraft not conforming to the specified limitations shall be subjected to an international regime (except for certain regions where such a regime is not suitable) such as to prevent effectively the misuse of such civil aircraft.

## 2. LAND ARMAMENTS.

### (a) *Land Artillery.*

1. All heavy land artillery of calibres between any maximum limit as determined in the succeeding paragraph and a lower limit to be defined shall be limited in number.

2. The limitation of calibre of land artillery shall be fixed by the Convention.

Subject to an effective method being established to prevent the rapid transformation of guns on fixed mountings into mobile guns, different maxima for the calibre of land guns may be fixed as follows:

(a) A maximum limit for the calibre of coastal guns, which shall not be less than the maximum calibre of naval guns;

(b) A maximum limit for the calibre of guns in permanent frontier or fortress defensive systems;

(c) A maximum limit for the calibre of mobile land guns (other than guns employed for coastal defence).

### (b) *Tanks.*

The maximum unit tonnage of tanks shall be limited.

## 3. CHEMICAL, BACTERIOLOGICAL AND INCENDIARY WARFARE.

Chemical, bacteriological and incendiary warfare shall be prohibited under the conditions unanimously recommended by the Special Committee.

## 4. SUPERVISION.

There shall be set up a Permanent Disarmament Commission with the constitution, rights and duties generally as outlined in Part VI of the draft Convention submitted by the Preparatory Commission for the Disarmament Conference, with such extension of its powers as may be deemed by the Conference necessary to enable the Convention to be effectively applied.

## III. PREPARATION OF THE SECOND PHASE OF THE CONFERENCE.

The Conference requests the Bureau to continue its work during the period of adjournment of the General Commission, with a view to framing, with the collaboration (if necessary) of a Drafting Committee, draft texts concerning the questions on which agreement has already been reached. Such texts will be communicated to all delegations as soon as they are drafted, and will then be submitted to the Commission.

Points which call for detailed examination will be examined by the Bureau or by the appropriate Committees, with the assistance of the Governments concerned, in order that definite conclusions may be reached as soon as the General Commission meets again.

The questions which will form the subject of such examination are the following:

#### I. EFFECTIVES.

A strict limitation and a real reduction of effectives shall be brought about.

For this purpose, the Conference invites the Bureau to examine, with the collaboration of such delegations as it considers necessary, the proposal of President Hoover relating to effectives. These studies should take into consideration, in the case of each country, the actual conditions of defence and the number and character of its forces.

#### 2. LIMITATION OF NATIONAL DEFENCE EXPENDITURE.

(a) The Conference shall decide on the resumption of its labours, taking into account the special conditions of each State, what system of limitation and publicity of expenditure on national defence will provide the peoples with the best guarantee of an alleviation of their financial burdens, and will prevent the measures of qualitative and quantitative disarmament to be inserted in the Convention from being neutralised by increases or improvements in authorised armaments.

(b) With a view to the decisions to be taken under this head, the Conference requests the Committee on National Defence Expenditure and its technical Committee to continue and complete the work entrusted to its organs and to submit their report as soon as possible. The Conference requests its Bureau to draw up, on the basis of this report, a plan accomplishing the purpose aimed at and taking into consideration the special conditions of the various States.

#### 3. TRADE IN AND MANUFACTURE OF ARMS.

The Bureau will set up a special Committee to submit proposals to the Conference, immediately on the resumption of its work, in regard to the regulations to be applied to the trade in and private and State manufacture of arms and implements of war.

#### 4. NAVAL ARMAMENTS.

As regards the proposals made by President Hoover and other related proposals concerning naval armaments, the Conference invites the Powers parties to the Naval Treaties of Washington and London, which have already produced important results, to confer together and to report to the General Commission, if possible before the resumption of its work, as to the further measures of naval reduction which might be feasible as a part of the general programme of disarmament.

The Conference further invites the naval Powers other than the Powers parties to the above Treaties to make arrangements for determining the degree of naval limitation they are prepared to accept in view of the Washington and London Treaties and the general programme of disarmament envisaged in the present resolution.

The Bureau will be kept informed of the progress of these negotiations, which it will be its duty to co-ordinate within the framework of the General Convention in preparation for the comprehensive decisions of the General Commission.

#### 5. VIOLATIONS.

Rules of international law shall be formulated in connection with the provisions relating to the prohibition of the use of chemical, bacteriological and incendiary weapons and bombing from the air, and shall be supplemented by special measures dealing with infringement of these provisions.

#### 6. FUTURE WORK OF THE CONFERENCE : PROCEDURE.

Pending the resumption of the meetings of the General Commission, the Bureau will keep the delegations informed of the progress of the work.

It will be for the Bureau to fix the date of the next meeting of the General Commission with one month's notice. The meeting of the General Commission shall take place not later than four months after the resumption of the work of the Bureau, which will meet during the week beginning September 19th, 1932.

#### IV. GENERAL PROVISIONS.

The present Resolution in no way prejudices the attitude of the Conference towards any more comprehensive measures of disarmament or towards the political proposals submitted by various delegations.

V. ARMAMENTS TRUCE.

In order to ensure that, pending the resumption of the meetings of the General Commission and during the second phase of its work, no steps shall be initiated by any Power which might prejudice the preparation of the General Disarmament Convention, the Conference decides to recommend to the Governments to renew for a period of four months from November 1st, 1932, the truce provided for by the resolution of the Assembly of the League of Nations of September 29th, 1931.

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Official No. : **Conf. D. 138.**

[Conf. D./C.D.M.24.]

Geneva, July 25th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

**MORAL DISARMAMENT**

51

*Note by the Secretary-General:*

In accordance with the request of the President of the Conference, the Secretary-General has the honour to communicate to the delegations of the Conference a letter, dated July 20th, from M. Perrier, President of the Committee for Moral Disarmament, and the report of the Committee annexed to it.

**I. LETTER FROM THE PRESIDENT OF THE COMMITTEE.**

Geneva, July 20th, 1932.

I have the honour to send you herewith the report of the Committee for Moral Disarmament indicating the state of its labours at the end of the first session of the Conference.

On behalf of the Committee, I am expressing the hope that you will be good enough, after having taken note of the report and provided you see no objection thereto, to have it distributed to the delegations at the Conference.

(Signed) PERRIER,

*President of the Committee for Moral Disarmament.*

**II. REPORT OF THE COMMITTEE ON MORAL DISARMAMENT AT THE END OF THE FIRST SESSION OF THE CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.**

At its meeting on March 15th, 1932, the Political Commission of the Disarmament Conference, mainly in the light of the proposals submitted by the Polish Government in its memoranda dated September 23rd, 1931, February 13th and March 15th, 1932, and recognising the obvious connection which exists between material and moral disarmament, set up a Committee to study the various aspects of this question. Under the presidency of M. Perrier (delegate of Switzerland) and with the assistance of M. Szumlakowski (Poland), as Rapporteur, and M. Komarnicki (Poland), his substitute, this Committee endeavoured first of all to define the various fields it should explore.

For this purpose, it instructed a Sub-Committee to prepare the agenda of its work, taking into account the suggestions put forward by certain delegations, and a communication addressed by the President of the Committee on Intellectual Co-operation to the President of the Disarmament Conference.

Having approved the proposals of its Sub-Committee, the Committee for Moral Disarmament established its agenda as follows, and grouped under three headings the various categories of questions which, it felt, ought to be examined:

1. Questions concerning intellectual co-operation and technical means of spreading information, including the problems of education, utilisation of cinematography and broadcasting;
2. Questions concerning the co-operation of the Press;
3. Questions of a legal character.

In the following paragraphs, an account is given, with regard to each of these groups of questions, of the work which the Committee has already accomplished, the provisional conclusions at which it has arrived, and the programme of the work it proposes to carry out subsequently.

## I. INTELLECTUAL CO-OPERATION, EDUCATION AND TECHNICAL MEANS OF SPREADING INFORMATION.

The Committee appointed to study these questions a Sub-Committee, which has held several meetings and has examined memoranda received from the Organisation on Intellectual Co-operation and the Rome International Educational Cinematographic Institute, and proposals submitted by several delegations.

Following on this enquiry, it proposed that the Commission should adopt as a basis of discussion a draft text prepared by the Organisation on Intellectual Co-operation which it had itself modified. This draft took into account the various proposals laid before the Committee, and, when adopting it as a basis of discussion, the Committee was careful to make every reservation concerning the final form which might be given to the text it was about to draw up. This draft, which includes a Preamble and four chapters, contained suggestions on the following points :

- (1) Education of the younger generation ;
- (2) Co-operation of the intellectual world ;
- (3) Utilisation of technical means of spreading information ;
- (4) Ways and means of giving effect to possible undertakings.

After a general discussion on the whole draft, the Committee suspended its enquiry in order to allow its members to consult their Governments before they proceeded to examine the matter in greater detail.

On resuming its labours, it discussed carefully and in detail each of the articles of the draft at a first reading. Numerous amendments and improvements were made in the original text, and a special Drafting Committee will bear these alterations in mind with a view to preparing a new text which will, if necessary, be discussed at a second reading.

The Committee has now terminated this first stage of its work.

## 2. CO-OPERATION OF THE PRESS IN THE WORK OF MORAL DISARMAMENT.

Following the same methods, the Committee also appointed a Sub-Committee to examine a draft resolution submitted by the Polish Government concerning the assistance which the Press might afford to the work of moral disarmament. Having accepted this draft resolution as a basis of discussion, the Sub-Committee deemed it desirable to hear representatives of international groups of journalists.

After this exchange of views, the Sub-Committee proceeded to prepare a preliminary statement, which, as soon as it is ready, will be submitted to the Committee when the Conference resumes its work.

## 3. QUESTIONS OF A LEGAL CHARACTER.

At its first meetings, the attention of the Committee had been specially drawn to the importance of questions of a juridical and constitutional nature which arise in connection with the problem of moral disarmament.

In view of the complexity of these problems, the Committee appealed to the great experience of M. Pella, delegate of Roumania, who was good enough to lay his knowledge unreservedly at the Committee's disposal. A special Sub-Committee has been set up to examine a comprehensive memorandum in which M. Pella has set out all the data and bases of discussion necessary for a detailed study of the question. This study will be undertaken as soon as the Conference resumes work.

## THE COMMITTEE'S PROGRAMME OF WORK DURING THE SUSPENSION OF THE WORK OF THE CONFERENCE.

In view of the stage at which the Committee has arrived in its work, the Committee decided that, in order to facilitate the resumption of its labours, it would be desirable, while the Conference was in adjournment, to instruct a Sub-Committee to conduct certain preparatory enquiries. This Sub-Committee will meet at the time deemed to be most opportune, when convened by its chairman. It will proceed to adapt the texts already examined at the first reading, and will, mainly on the basis of the recent proposals put forward by the British and American delegations, prepare suggestions as to the best form in which the Committee may subsequently submit its recommendations to the Political Commission.

Geneva, October 24th, 1932.

LEAGUE OF NATIONS

Conference for the Reduction and Limitation  
of Armaments

REPORT SUBMITTED TO THE BUREAU ON THE  
**QUESTION OF SUPERVISION**

In Execution of the Decision taken on September 22nd, 1932.

*Rapporteur:* M. BOURQUIN (Belgium).

TASK OF THE BUREAU.

1. In its resolution of July 23rd, the General Commission decided that there should be set up "a Permanent Disarmament Commission with the constitution, rights and duties generally as outlined in Part VI of the draft Convention submitted by the Preparatory Commission for the Disarmament Conference, with such extension of its powers as may be deemed by the Conference necessary to enable the Convention to be effectively applied".

It furthermore requested the Bureau to pursue the study and preparation of this question, so as to be able to submit definite proposals to it when it resumed its work.

2. The extent of our terms of reference is thus fixed.

It will be seen from the foregoing that the creation of a Permanent Disarmament Commission has already been decided upon. This is a point which we must therefore consider as settled.

On the other hand, in all that concerns the "constitution" and the rights and duties of this Commission, the resolution grants us greater freedom and imposes no formal solution upon us. It gives us some guidance however, first, by indicating to us as a fundamental source of inspiration the draft Convention adopted by the Preparatory Commission, and, secondly, by accepting in advance any such "extension of powers as may be deemed by the Conference necessary to enable the Convention to be effectively applied"—from which it may no doubt be legitimately concluded that, in its opinion, the draft Convention represents, in this respect, a minimum below which we must not go.

3. If the subject-matter thus submitted to our judgment has its limits, it nevertheless remains considerable, particularly as the question is an essential one, not only for the execution of the forthcoming Convention, but also for the future of disarmament. Consequently, every aspect of this question and every factor connected with it assume a genuine importance and deserve the most serious attention.

PURPOSE OF THIS REPORT.

4. The aim of the present report is to distinguish these factors and to prepare for each of them a table of the proposals and suggestions which have been put forward in relation to them.

The report contains no conclusions properly so called. It would have been premature to submit any such conclusions, for at present they would necessarily have too subjective a character. Before they can be formulated, we must await the debate which will be held in the Bureau and of which they will constitute the results.

The Rapporteur's task was therefore confined to preparing the work and to performing functions of documentation and classification, thus enabling the examination of the question to be approached with sufficient precision and clearness.



5. The material he has used was supplied to him, in the first place, by the work of the Preparatory Commission, and particularly by the draft Convention, which was its outcome; in the second place, by the speeches made at the Conference and the proposals formally submitted thereto; and, lastly, by the views ascertained in the course of conversations with a certain number of delegations.

6. These conversations gave him the impression that, despite certain differences of opinion, an agreement could comparatively easily be reached on the different questions to be solved. He has not thought it incompatible with his duty of impartiality to indicate at this moment the unanimous, or at any rate general, favour which a particular solution seemed to him to meet with in the view of those with whom he conversed, or the arguments which he heard expressed for or against a particular formula; for these are simply statements of fact, and cannot but simplify the debate.

#### PLAN OF THE REPORT.

7. The creation of a permanent disarmament institution having been decided upon, it remains to be determined:

- (a) What will be its *attributions*?
- (b) What *means* it will have at its disposal to exercise them?
- (c) What will be its *composition*?
- (d) Lastly, how will it *function*?

The different points to be considered will be reviewed under these four headings.

#### I. ATTRIBUTIONS.

##### *Draft Convention.*

8. Everyone is agreed in assigning to the Permanent Commission a function of supervision and control. This is the idea expressed in Article 40 of the draft Convention, under which the Commission is entrusted "with the duty of *following the execution* of the present Convention".

9. But the principle thus formulated calls for certain amplifications. How and in what circumstances will the Commission fulfil the task which has thus been entrusted to it?

To this question the draft Convention supplies a twofold reply.

Its Article 49 organises what might be called the Commission's *normal* action.

Its Article 52 provides for the Commission's intervention in the *exceptional* case of a *complaint* being directed against one of the parties for violation or attempted violation of the Convention.

10. Article 49 enjoins the Commission to draw up reports at least once a year on the manner in which the contracting parties have carried out their undertakings, utilising for this purpose all the information submitted to it in virtue of the Convention, or which the Convention allows it to procure.

These reports are to be addressed both to the Council of the League of Nations and to all the signatory States. They must, moreover, be published (Article 48). It should further be noted that the Commission must not confine itself to inserting therein mere statements of fact. Its powers are wider, and it is authorised to express opinions, criticisms and recommendations.

Possibly the text of Article 49 is not very explicit in this respect. But the report which accompanies it (see C.690.M.289.1930. IX) leaves no doubt on the point. It says (No. 249):

"To examine and judge this information is looked upon as the Permanent Commission's normal function. It is in fulfilling this function that the Commission will become an essential factor in the system of the Convention, being responsible for watching its application, regularly reporting on the situation, and calling attention, where necessary, to any errors and omissions which experience may have revealed in the text in force."

11. The Commission furthermore plays an important part in the procedure regarding complaints, as laid down in Articles 51 and 52 of the draft.

The matter having been laid before it through the Secretary-General of the League of Nations (Article 52, paragraph 1), the Commission proceeds to an investigation, hears the explanations of the parties concerned, and embodies in a report the conclusions which seem to it to arise out of the facts adduced before it—these opinions, it is true, having the character of a mere advisory opinion, from which the contracting States on the one hand and the Council of the League of Nations on the other will draw such political consequences as they are able.

12. It might be asked whether a similar intervention would not be justified in the case provided for in Article 50, which is that of temporary *derogations* from the provisions of the Convention.

In such cases, however, the draft only gives a very subordinate rôle to the Permanent Commission. According to the system which it prescribes, temporary derogations are decided upon without previous authorisation by the very Powers availing themselves thereof. The

Permanent Commission merely receives notification of such derogations. As regards the political decisions which may be the consequence of a derogation, the contracting parties alone are qualified to determine them, no participation of the Commission being provided for in this respect, even in a purely advisory capacity.

The Bureau's attention had to be drawn to this point. But the time does not yet seem to have come to undertake a discussion of the provisions of Article 50. The very serious and delicate question of derogations is, indeed, closely bound up with other problems which are not under discussion for the moment. The duration of the Convention, procedure of revision, denunciation, derogations—all these form a series of interrelated questions which it would be dangerous to deal with separately.

13. Apart from the forms of supervision recalled above, the only other action which the Permanent Commission is called upon to take under the draft Convention concerns the opening of Revision Conferences.

The date of these conferences is fixed by the Council of the League of Nations after consultation with the signatory States and the Permanent Commission (Article 58).

Moreover—and this is more important—Article 59 lays down that, if “the conditions under which the engagements stipulated in the Convention were contracted have undergone, as the result of technical transformations or special circumstances, changes justifying a fresh examination and, if necessary, the revision of such engagements”, the procedure of revision may be set in motion before the expiration of the normal time-limit, on condition that the request submitted for this purpose by a contracting party should meet with “the concurrence of the Permanent Disarmament Commission”.

Here the Commission no longer confines itself to giving an opinion. It pronounces on the request which has been laid before it (report of the Preparatory Commission, No. 296).

But it appears unnecessary to emphasise this point further, for the observation which has just been made in connection with the procedure of “derogations” (12) also applies to that of “revisions”. It is a problem which will have to be examined as a whole when the time comes.

#### *Other Proposals.*

14. Since the opening of the Conference, no proposal has been put forward tending to restrict the powers assigned to the Permanent Commission by the draft Convention.

On the other hand, we have received certain suggestions for supplementing and enlarging them.

#### *Preparation for Revision Conferences.*

15. One of these is to entrust the Permanent Commission with the *preparation of Revision Conferences* and consequently with the *subsequent stages of disarmament*.

This idea was expressed by the representatives of Norway and Switzerland in their speeches last February before the Plenary Conference (document Conf.D.99, pages 50 and 51). It is also contained in the draft Convention submitted to the Preparatory Commission on March 23rd, 1928, by the delegation of the Union of Soviet Socialist Republics, and again laid by that delegation on the table of the Conference on February 19th, 1932 (document Conf. D.99, pages 39 and following, Article 39 littera d).

16. The conversations which preceded the drawing up of this report satisfied me that this idea is viewed with favour. Not only did none of the delegates with whom I spoke make any objections, but they all agreed that, on the one hand, the preparation of Revision Conferences was a fundamental condition of their success; and that, on the other hand, nobody would be more qualified to undertake this preparation than the Permanent Commission, which would be called upon, in the exercise of its duties, to observe the application of the Disarmament Convention and thus discern its qualities, imperfections and deficiencies.

#### *The Union of Soviet Socialist Republics' Draft.*

17. The draft Convention submitted by the Soviet delegation, to which we have just alluded, here coincides with what may be regarded as the general views of the delegations represented on the Bureau. But the draft goes further and assigns to the Permanent Commission a series of powers which its Article 39 defines as follows:

“Within three months from the date of entry into force of the present Convention, a Permanent International Commission of Control shall be organised, with the following duties:

“(a) The supervision, control and general co-ordination of the measures relating to the application of the present Convention, and the notification to each State of breaches of the provisions of the present Convention;

“(b) The preparation of an agreement concerning the pressure to be brought to bear upon States which may fail to carry out the provisions of the present Convention and of the supplementary conventions and technical arrangements completing it;

“(c) The selection of the places, the procedure and the technical conditions for the destruction of material, and the preparation of all the necessary supplementary technical agreements ;

“(d) The study of questions relating to further reductions of armaments and the preparation of international agreements relating thereto ;

“(e) Communication to the contracting States and the public of information concerning progress in the work of reducing armaments.”

#### *Preparation of Supplementary Executive Agreements.*

18. Among the purposes thus enumerated there is one which seems to have attracted particular attention.

It may reasonably be presumed that the Convention as adopted by the Conference will need to be supplemented by *executive agreements* aiming, not at *modifying* it (which would involve a revision), but simply at defining the scope of its provisions or at *ensuring their loyal application*.

Many delegations are of opinion that the *preparation* of such agreements should be entrusted to the Commission, like the preparation of revisions of the Convention.

It should be noted that they have no idea of giving the Commission power to take binding decisions. Its task would be confined to the preparation of *drafts*, on which each of the signatory States would be free to pronounce finally.

## II. — MEANS OF SUPERVISION.

### *Draft Convention.*

19. The draft Convention defines as follows the sources of information on which the Permanent Commission will be able to draw in the exercise of its supervisory duties.

20. (a) Article 49, paragraph 1, lays it down that the Commission “ shall receive all the information supplied by the High Contracting Parties to the Secretary-General of the League in pursuance of their international obligations in this regard ”.

It will be recalled that, under Part IV of the draft, the signatory States are obliged to forward to the Secretary-General of the League regularly each year various particulars corresponding to the different obligations assumed by them in the matter of disarmament.

According to the draft, it is to the periodic receipt of this information that the Commission will look for its essential and, as it were, normal means of following the operation of the Convention (*cf.* report of the Preparatory Commission, Nos. 244 and 250).

21. (b) But this source of information, however fundamental its importance, is not the only one which the Commission will be able to use. Article 46 provides that “ each member of the Commission shall be entitled on his own responsibility to have any person heard or consulted who is in a position to throw any light on the question which is being examined by the Commission ”.

22. (c) Lastly, Article 49 to which reference has already been made employs a still more general and elastic expression and empowers the Commission to report upon “ any other information that may reach it from a responsible source and that it may consider worthy of attention ”.

The significance which the authors of the draft intended to attach to this formula is defined in the Preparatory Commission's report (No. 250), the relevant passage of which it may not be out of place to reproduce here :

“ In principle, the information in the Permanent Commission's possession will be sent to it through the Secretary-General of the League by the contracting parties in pursuance of their international obligations. It was thought advisable, however, that the Commission should be able to supplement these statements by information drawn from other sources. Here, however, a difficulty arose. It would be unwise to make this power so elastic as to be indefinite. There must be a certain weeding-out of the reports that might come before the Commission. Who is to do it ? It was impossible to settle the matter in detail in the actual text of the Convention, which accordingly leaves the application of the principle to the Commission's own judgment and merely emphasises the fact that this power of discrimination should be exercised with caution. That is the effect of Article 49, which lays down that the ‘ other information ’ in question is that which ‘ may reach it from a responsible source ’ and which ‘ it may consider worthy of attention ’. The Rules of Procedure will give a definition of what should be understood by such sources. ”

23. Such are the sources on which, under the draft Convention, the Commission will rely for the purposes of its reports. In the special case of a complaint to the Commission, Article 52 provides for the possibility of hearing a representative of the country whose action is questioned, together with any other country which may be specially concerned, which may be regarded to some extent as an additional means of obtaining information.

*Other Proposals.*

24. No suggestion has been put forward with a view to reducing in any way the means of supervision which the draft empowers the Commission to utilise. Moreover, as has already been pointed out (2), the General Commission, in its resolution of July 23rd, has already pronounced on this question in a manner which it would be difficult to reconcile with any such tendency.

As regards the system laid down in the draft Convention, the resolution contemplated, not a curtailment, but, on the contrary, an "extension of powers".

All the proposals on which the Bureau will be required to pronounce (apart from those recapitulated above, which were accepted by the Preparatory Commission) are in reality based upon this principle.

*Supplementary Information which the Governments may be required to supply.*

25. One such proposal which was brought up during my preliminary conversations and which appears to have met with universal approval can be directly incorporated in the existing mechanism of the draft Convention which it is merely designed to free from certain impediments.

The main source of information on which the Commission will be able to rely will consist of the particulars which the contracting States will be required to forward each year to the Secretary-General. These particulars are defined by the draft Convention with the greatest possible clarity and attention to detail in Part IV, to which are annexed a number of questionnaires in the form of tables which the Governments will be required to fill up.

It is clear that the time is not yet ripe for the discussion and perhaps modification of the provisions of Part IV of the draft. For the precise definition of the information to be exchanged is, in the very nature of things, dependent upon the obligations to be assumed by the signatory States for the reduction and limitation of their armaments. Not until the nature, character and extent of these obligations have been laid down will the Conference be in a position to define the particulars which will have to be supplied in regard to their execution. For the time being, it can merely be observed that, under Article 8, paragraph 6, of the Covenant, it is incumbent upon the Member States of the League to "interchange full and frank information as to the scale of their armaments, their military, naval and air programmes and the condition of such of their industries as are adaptable for warlike purposes".

But, whatever may be the decisions subsequently taken on this subject, it is to be feared that the written information sent to Geneva by the Governments on the basis of the forms annexed to Part IV will not at all suffice for the enlightenment of the Commission. Experience proves, indeed, that, however carefully drawn up, a questionnaire can frequently be interpreted in a variety of ways, and there is therefore a risk that the replies received by the Commission may prove inadequate and so lacking in homogeneity as to make comparison entirely impossible. It may, moreover, occur that certain governmental authorities, if only through carelessness, may not prepare the required returns with all the necessary care and accuracy.

The draft, however, contains no provision empowering the Commission to request the signatory States for such supplementary information as may be necessary to enable it fully to comprehend the particulars forwarded in the ordinary course and to bring them into line with the actual requirements of the Convention.

It appears likely that the omission of such a provision from the draft was quite unintentional; it is none the less real, and I found it to be the general consensus of opinion that this defect will have to be remedied if the Commission's work is not to be held up by continual obstacles.

Subject to drafting, the proposal which thus emerges aims at the incorporation in the text of a provision authorising the Permanent Commission to request the contracting countries to furnish it, either in writing or orally, with any additional explanations which it may require *within the limits of the obligations which they assumed by signing the Convention*. The words italicised in the above sentence are, it need hardly be said, of great importance, as they constitute a clear limitation upon the Commission's freedom of investigation. It was to this extent, and with the limitation mentioned, that this idea appears to have been generally accepted.

*Local Investigations.*

26. The draft Convention contains no clause authorising the Permanent Commission to conduct local enquiries. The common characteristic of the sources of information which the draft places at its disposal—and in this connection the new suggestion outlined above is no exception to the rule—is that they are all indirect. Whether dealing with written documents or verbal explanations, the Commission's only approach to the facts to be investigated is through the medium of another authority.

The view has long been expressed by several delegations that, at least in certain circumstances, such methods may prove inadequate, and that it would be highly desirable to provide for the possibility of direct investigations by which, in cases of doubt, the deficiencies of the normal procedure might be made good.

In other quarters, however, this method has from the outset met with a certain opposition, and been criticised as being both irritating and of doubtful efficacy.

It would appear, however, that, in this as in many other matters, the extreme views have been brought nearer together and it may be hoped, if not that complete unity of opinion will be spontaneously achieved, at least that a compromise may be found which will give due satisfaction to the wishes of some and the apprehensions of others.

27. None of the delegations with which I talked is systematically opposed to the idea of local investigations. Several of them, however, stated that it would be impossible for them to come to any definite decision in the matter until they were in possession of detailed information as to the manner in which the principle would be applied.

28. The problem of methods of application may be summarised under three heads :

- (1) In what cases shall local investigations be permitted ?
- (2) Who is to decide that they shall be undertaken, and how will the decision be arrived at ?
- (3) How will the Commission of Enquiry be constituted ?

29. On the first point, we have to deal with several suggestions which, in ascending order of severity, are as follows :

(a) Local investigations would only be possible at the request or, at the very least, with the consent of the country whose conduct is called into question and on whose territory the enquiry would be conducted.

No definite proposal has been made to this effect, but the idea was put forward in the course of the conversations which preceded the drafting of the present report.

30. (b) Local investigations might be conducted without the consent of the country whose action is questioned, but only if a *complaint* is lodged.

Those who advocate the above formula point out that the necessity of lodging a complaint affords full guarantees to those who fear that recourse might be had too frequently to direct investigation. By being subordinated to this condition, it is maintained, the procedure takes on a clearly exceptional character. The possibility of its employment nevertheless remedies what would otherwise be a serious defect in the system of supervision.

This was the basic conception of the preliminary draft submitted to the Preparatory Commission in 1927 by the French delegation (document C.P.D.45(d)).

31. (c) The Union of Soviet Socialist Republics delegation's draft, to which reference has already been made, goes even further. Its Article 43 is worded as follows :

“ With a view to ensuring genuine control, the Permanent International Commission of Control shall be entitled to carry out investigations on the spot in the event of reasonable suspicion of a breach of the present Convention and of the subsequent supplementary Agreements on the reduction and limitation of armaments, and to appoint for this purpose special Commissions of Enquiry ” (document Conf.D.99, page 47).

Under this suggestion, it will be noted, local investigation may be decided upon without a complaint having been lodged by one of the contracting countries against another. “ Reasonable suspicion of a breach ” will be sufficient, the matter being left to the discretion of the Commission.

32. (d) It has, lastly, been suggested—though no one has put forward a definite proposal to this effect—that Commissions of Enquiry shall visit the territory of all the contracting States in turn and as part of their normal duties.

It is maintained in support of this formula that it invests the method of direct investigation with a more normal and less irritating character by making it entirely independent of complaints and even suspicions.

It is important to note that, here, supervision by local investigation assumes much greater proportions than in the other systems, not merely on account of the regularity with which it would be exercised, but also because, being no longer bound up with the allegation of definite facts, it must embrace every factor in the observance of disarmament obligations, without distinction or reservation.

33. The second question which requires consideration is how and by whom it shall be decided that such investigations are to be undertaken.

It is difficult to conceive of this duty being entrusted to any other organ than the Permanent Commission. This, moreover, is the solution embodied both in the French preliminary draft of 1927 and the Soviet draft (Article 43 reproduced above).

In the particular cases with which they deal the 1919-20 Treaties of Peace vested powers of this kind in the Council of the League of Nations ; but, as the General Disarmament Convention is to apply to certain countries which are not Members of the League, it could hardly comprise a similar provision.

If it is assumed that these powers will be vested in the Permanent Commission, it remains to decide in what manner it will vote in coming to decisions in such matters.

On this point we have only a single proposal—that of the French preliminary draft of 1927, which adopts the rule of the two-thirds majority, not counting the votes of the countries concerned.

As regards the Soviet draft, it leaves the question for settlement in a supplementary agreement (Article 46).

34. As regards the composition of the Commission of Enquiry, the French preliminary draft of 1927 was worded as follows :

“ The members of the Commission of Enquiry shall be selected by the Permanent Commission from a list of experts duly qualified in the different branches, subject to the limitations provided for in the present Treaty. The Permanent Commission shall also appoint the chairman of the Commission of Enquiry. The list of experts shall be drawn up in pursuance of the proposals of the Governments signatories of the present Treaty.

“ The State involved and the party making the application may only be represented on the Commission of Enquiry in a purely advisory capacity.

“ The experts appointed by the Permanent Commission may in no case be subject to the authority of any of the parties to the dispute. ”

This is the only definite proposal which has been put forward. (*Cf.* Article 412 of the Treaty of Versailles, which deals with the composition of the commissions of enquiry of the Labour Organisation.)

#### *Workers' Supervision.*

35. The Soviet draft provides for the organisation of special workers' supervision in certain factories. Article 44 of the draft is worded as follows :

“ In enterprises for the production of war material or in enterprises capable of being utilised for the manufacture of armaments, a permanent labour control may be organised by the workers' committees of the factories or by other organs of the trade unions operating in the respective enterprises, with a view to limiting the possibility of breaches of the corresponding articles of the present Convention.

“ A similar control shall be set up in the various branches of the chemical industry, of which a list shall be drawn up by the Permanent International Commission of Control. ”

#### *Denunciation of Infringements of the Convention.*

36. In a speech delivered at the General Commission's meeting on July 22nd, Count Carton de Wiart, delegate of Belgium, drew his colleagues' attention to a clause which, in his opinion, should be added to the draft Convention, consisting of an undertaking on the part of all the contracting countries to refrain from inflicting penalties upon persons disclosing infringements of the Convention.

37. Judging by my conversations with those concerned, this idea would appear to have been favourably received.

#### *Special Forms of Procedure.*

38. Before concluding this chapter, one general observation must be made.

The means of supervision which have just been reviewed and on which the Bureau will have to pronounce without delay do not necessarily exhaust the possibilities. It is, indeed, quite conceivable that the examination of a special question, such as that of chemical and bacteriological warfare, that of the manufacture of, and trade in, arms that of limitation of national defence expenditure, etc., will subsequently reveal the desirability of resorting, in such matters, to other methods of verification more in keeping with their special technical aspects.

It would appear essential that, when coming to a decision on the suggestions at present before it, the Bureau should make due provision for such a possibility.

### III. — COMPOSITION.

#### *Draft Convention.*

39. The discussion of this question by the Preparatory Commission showed that opinions differed very widely and the final solution bears the mark of these divergent views. On the one hand, in certain respects, it is clearly a compromise. On the other hand, it is incomplete, and fails to settle certain important difficulties. Lastly, its adoption by a majority vote was accompanied by reservations.

40. The main features of the system adopted in the draft Convention are as follows :

(a) The Permanent Disarmament Commission will be a small Commission (Article 40) ;

(b) Its members, though appointed by the Governments, will not “ represent ” the latter, and may not be removed during their term of office (Article 40) ;

(c) Their number and of the Governments called upon to appoint them are to be determined by the Conference (Article 40) ;

(d) They may be assisted by technical experts (Article 40) ;

(e) Any contracting party not having a member of its nationality on the Commission will be entitled to send a member appointed for the purpose to sit at any meetings of the Commission during which a question specially affecting the interests of that party is considered (Article 44).

41. As the problem with which we are confronted is a somewhat complex one, it is necessary to single out its various aspects and examine them one by one.

*A Commission of Government Delegates or of Independent Persons.*

42. The first question to be settled may be said to be whether the Permanent Commission should consist of *Government delegates*, or, on the contrary, of *persons who are independent of their Governments*. The satisfactory examination of the other difficulties appears to be impossible until a choice has been made between these two fundamental concepts.

43. The brief summary given above (40) shows that, in this connection, an intermediate and a somewhat ambiguous attitude has been adopted in the draft Convention.

On the one hand, Governments are to appoint the members of the Commission; *ad hoc* members may be appointed to sit at any meetings during which questions specially affecting the interests of a State not having a member of its nationality on the Commission are considered; lastly, the Convention omits to state—and this omission is not the result of an oversight—that there is any incompatibility between membership of the Commission and the holding by a member of an office under his Government. All this certainly seems to point the way to a Commission consisting of Government delegates.

On the other hand, however, the text states that the members of the Commission will not “represent” the States by which they are appointed and, by the rule of irremovability, it obviously seeks to grant them a certain measure of independence—in accordance with the opposite concept.

In talking over the matter with delegates, I gathered that many of them regard this combination as a somewhat artificial one and do not believe that the precautions devised to prevent the members of the Commission from being—in fact, if not in law—the representatives of the Governments appointing them will be really effective.

44. The arguments put forward by the advocates of a Commission to consist of persons who are independent of their Governments appear to be of two kinds:

(a) Such persons would not bind the Governments and would thus be able to exercise more freely the supervisory functions with which the Permanent Commission will be entrusted;

(b) If, instead of directly appointing certain persons, the Conference merely selects the States called upon to designate the members of the Commission, uncertainty will prevail as to the essential part of its choice, since Governments change and, according to circumstances, the delegates of one and the same State may have widely different concepts and tendencies in the matter of disarmament.

45. Those who are in favour of a Commission consisting of Government delegates give the following reasons:

(a) The Permanent Commission, even in the discharge of its supervisory duties, will play a political part of such importance that it is impossible to ask Governments not to participate therein.

(b) This impossibility is made still more evident by the fact that, in all probability, the Commission will be called upon, not only to supervise the execution of the Convention, but to prepare supplementary technical agreements and future stages of disarmament. It is obvious that, if it is to be effective, this preparatory work must be entrusted to Government delegates.

(c) Lastly, the opposite system comes up against a practical difficulty. By whom are the members of the Commission to be appointed if not by the Governments? Apart from them, this task could only be entrusted to a permanent international body.

This is the case, for instance, with the members of the Mandates Commission who are appointed by the League Council. But the situation with which we are dealing is an entirely different one, chiefly owing to the presence of States non-members of the League. The procedure adopted in the case of the Mandates Commission could not be applied to the Disarmament Commission.

It is true that the appointment of the members by the Conference now sitting in Geneva might be contemplated. But this Conference is merely of a transitory nature. It will end on the day that the Convention is ready. Its work will no doubt be continued later by other conferences for the revision of the Convention. But what if it becomes necessary in the meantime to make new appointments owing to deaths or resignations?

46. Formulæ have been suggested with a view to combining the two systems to some extent.

One proposes that two commissions should, as it were, be superimposed. The foundation of the edifice would consist of a commission of independent persons chosen by the Conference and possibly in part by the workers' and employers' groups of the Governing Body of the International Labour Office. This commission would be responsible for supervising the execution of the Convention.

Above it would be placed a commission of Government delegates whose duty it would be to pronounce upon the draft reports drawn up by the former.

47. Another system, which is regarded with favour by several delegations, consists in setting up, in addition to the Permanent Commission, which would consist of Government delegates, a *small committee* of independent persons appointed by the Conference, and possibly in part by the workers' and employers' groups of the Governing Body of the International Labour Office.

All the functions mentioned in Part I of this report would be exercised exclusively by the Commission of Government delegates. The small committee—a kind of body representing public opinion—would not participate in the Commission's work, but the latter would be required to send it the reports and information which it is already obliged, in accordance with the draft Convention, to communicate to the League Council and the contracting States. The Committee would be entitled to submit to the Permanent Commission any suggestions which it considered expedient and to draw the Commission's attention to any fact which might facilitate the accomplishment of its task.

48. The draft submitted by the delegation of the Union of Soviet Socialist Republics provides for only one International Commission of Control. But, instead of providing for the homogeneous composition of the Commission—as is the case with the other drafts—it states that the members shall be of different origin. Article 40 reads as follows :

“ The Permanent International Commission of Control shall consist of an equal number of representatives of the legislative bodies and of the trades unions and other workers' organisations of all States participating in the present Convention.

“ The Permanent International Commission of Control will later include representatives of international associations whose aim it is to establish pacific relations between States and which have pursued this aim with success, provided that these organisations express a wish to participate in the work of the Permanent International Commission of Control.”

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#### *A General Commission or a Small Commission ?*

49. A choice having been made between a Commission consisting of Government delegates, a Commission of independent persons, a combination of the two systems and the Soviet draft—a second question arises : Of how many members is the Commission to consist ?

This is a question of figures which, in the case of a Commission of independent persons, is perhaps merely of secondary importance ; but it is, on the contrary, a fundamental matter in the case of a Commission of Government delegates, for it would then have to be decided whether all signatory States are to be represented or only some of them are to enjoy this privilege.

50. The draft Convention is in favour of a small Commission.

The reason for this is stated in the Preparatory Commission's report, and is a purely practical one. It is that an institution of this kind cannot “satisfactorily perform its task unless it is of comparatively small size” (No. 235).

However, the draft stops short at this point. It does not tell us either how many States will be granted the right to appoint members, or how those States will be chosen.

“ After careful consideration ”, the report states (No. 236), “ the Commission came to the conclusion that any decision on this subject, which is a definitely political question, should be left to the Conference itself.

“ It thought it desirable, however, to bring to the notice of the latter the three systems which had been proposed to it : (1) that of the British delegation, consisting in reserving the right of appointment to the States Members of the Council of the League of Nations and to two or three States not members of the League ; (2) that of the French delegation, consisting in conferring this right on the States Members of the Council, on certain States not members of the League of Nations, to be designated by the Conference, and, further, on certain States Members of the League of Nations but not represented on the Council, which would also be determined by the Conference ; (3) lastly, that of the Chinese delegation,<sup>1</sup> which recommended that the Conference should elect all the countries which should be entitled to nominate members, it being understood, however, that those countries should fulfil certain special conditions to be determined.”

51. To the three suggestions summarised in this part of the Preparatory Commission's report may be added that made by M. Branco, representative of Portugal, in his speech on February 15th (document Conf.D.99, page 20), to the effect that all States should have an opportunity of being represented in turn upon the Commission.

<sup>1</sup> It should be noted that the Chinese delegation had primarily supported the system of universality.



52. Strong objections have been raised in certain quarters to the system of a small Commission, which met with the approval of the majority of the Preparatory Commission. These objections may be summarised as follows :

(a) States which may possibly not be represented on the Commission will naturally hesitate to entrust extensive powers to it. The institution of a general Commission, on which all the contracting parties would be able to have a delegate, would, on the other hand, allay many misgivings and would consequently facilitate the solution of the other problems.

(b) It is true that Article 44 of the draft Convention provides that States may send a representative to sit at any meetings during which a question specially affecting their interests is considered ; but this concession does not afford sufficient guarantees.

In the first place, the *ad hoc* representatives will take their seat in the Commission without being acquainted with its methods or having followed its previous proceedings—in short, they will be placed in an inferior position as compared with their colleagues.

Moreover, it is extremely difficult in the matter of armaments to say whether a question “specially affects” the interests of a State or not. The armaments of even a geographically distant Power may be of considerable interest to it. Hence there are two alternatives : Article 44 will either be interpreted in a very elastic manner—and the Commission will thus become a general one, or almost ; or it will be interpreted narrowly, and the assurances which it appears to offer will prove illusory.

(c) What is true in the matter of supervision is also true in regard to preparations for the revision of the Convention. If the Commission is a small one, the inequality between States represented on it and other States will be still more glaring and cannot fail to jeopardise the success of the work to be accomplished.

(d) Lastly, if the Commission is a small one, it becomes necessary to select the Governments that are to be represented on it (or, at least, some of them—assuming that the great Powers will automatically be represented).

Practice shows, not only that the difficulties in making such a choice are very great, but also that they create an irritating atmosphere which it is better to avoid.

It should also be noted that, in such matters, it would be hard to lay down rules for the guidance of the electors, as is done, for instance, in Article 393 of the Treaty of Versailles as regards the Governing Body of the International Labour Office, and in Article 5 of the Barcelona Rules for the Advisory Committee on Communications and Transit. For though a privilege may be granted in the first case to States “which are of the chief industrial importance” and, in the second case, to those which are “the most generally concerned in questions of communications and transit”, it is difficult to see what, in the matter of disarmament, could be the equivalent of these criteria.

53. A formula has been recommended which takes into account the reasons put forward by the advocates of the two systems. It provides for the establishment of a general Commission, on which each contracting State would be represented by a delegate. This Commission, however, would entrust the preparation of its work to sub-committees and would itself merely have to pronounce upon the latter's proposals at a plenary meeting.

The advocates of this system point out that it would meet the objections of the opponents of a small Commission and also has regard for the arguments of its supporters, since the whole of the work which cannot be done effectively by a large body would be left to sub-committees.

If this proposal is adopted, the number of sub-committees, their composition and the matters with which they are to deal will have to be settled.

Generally speaking, the idea seems to prevail that it would be inexpedient to settle all these points *a priori* in the Convention, and that it would be best to leave them to the Commission itself.

Some delegates, however, consider that at least certain rules or guiding principles as regards the composition of the sub-committees should be laid down in the Convention, so as to ensure a certain equality between States.

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*Incompatibility.*

54. Some delegations were of opinion that the holding of certain offices should be incompatible with membership of the Permanent Commission.

This question would seem to arise chiefly in the case of a Commission consisting of independent persons. For the attitude of Government delegates will depend directly on the instructions given them, behind which their individuality will to a large extent be effaced. In such a case, at all events, the practical importance of the problem does not at first sight appear to be so great.

Erratum to Conf.D.140.  
(Conf.D/Bureau 22).  
(English text only).

Geneva, October 31st, 1932.

LEAGUE OF NATIONS.

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS.

ERRATUM

to the Report submitted to the Bureau on the

QUESTION OF SUPERVISION  
(Conf.D./140 - Conf.D/Bureau 22).

page 11, paragraph 57 to read as follows:

The suggestion made by one delegate that, in the event of a complaint, the State involved should have a certain right of challenge, the limits and operation of which would be determined later, is also connected with the question of incompatibility.

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55. In the Preparatory Commission the delegation of the United Kingdom proposed the following text :

“ Members of the Commission shall be selected for their personal merits and competence, and shall not hold any office which puts them in a position of dependence on their Governments while members of the Commission. ”

This is practically the same formula as is found in the constitution of the Permanent Mandates Commission, in accordance with which the members of that Commission “ may not hold any office which puts them in a position of direct dependence on their Governments ”.

It is obvious that the necessity for this rule of incompatibility no longer exists in the case of a Commission of Government delegates, which, however, was not contemplated in the United Kingdom proposal.

56. The Soviet draft (document Conf.D.99) mentions two groups of persons who may not be members of the Commission (Article 42).

In the first place, it excludes “ professional soldiers and officials of Ministries of War, Marine and Military Aviation ”.

It also excludes “ owners of, and shareholders in, military industrial undertakings, owners of, and large shareholders in, banking and commercial enterprises with interests in military undertakings and the traffic in arms, and higher employees in all these undertakings ”.

Several delegations pointed out that :

(1) As regards the first group, the incompatibilities enumerated would be covered by the wider formula previously suggested by the United Kingdom, but would be open to the same objection in the case of Government delegates ;

(2) As regards the second group, the proposal was certainly based on a rightly inspired sentiment, which would be shared by the entire Conference, but that the difficulty was to express this idea in a sufficiently definite legal formula.

57. The suggestion made by one delegate that, in the event of a complaint, the State involved should have a certain right *to challenge the evidence*, the limits and operation of which would be determined later, is also connected with the question of incompatibility.

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#### *Experts and Substitutes.*

58. Article 40 of the draft Convention provides that the members of the Commission “ may be assisted by technical experts ”.

It is obvious that, even in the absence of a text defining this right, the members of the Commission will always be able to call in the help of technicians in whom they have confidence and whose opinion they desire. The insertion in the Convention of a formal provision on this matter merely has the effect of conferring an official character on those experts and making them part of the machinery of the institution.

59. Certain delegations doubted whether this was necessary and whether it would not be better to provide for the setting up of a body of experts appointed by the Commission itself, to be at the latter's disposal.

This last proposal appears to have been favourably received in all quarters—at any rate, as regards its positive part. If the principle is admitted, its methods of application will have to be determined later, whether they are left to the Commission or whether certain rules are laid down in the Convention. In either case, the matter should not give rise to any real difficulty.

60. However, the majority of delegates who were in favour of this institution pointed out that it would not do away with the necessity for granting to the members of the Commission the right, if not to be “ assisted by experts ” as stated in the draft, at all events to have *substitutes*.

It is clear that the Commission will sometimes have to embark upon discussions of so pronounced a technical character that the delegates will be almost compelled to depute specialists to replace them. And, on the other hand, whatever the general structure of the Commission, it is highly probable that it will be obliged in certain cases to set up sub-committees which will work at the same time ; and this will make it necessary for a State represented on several sub-committees to possess a large delegation.

This difficulty can best be met by the system of substitutes.

#### IV. INTERNAL ORGANISATION.

The internal organisation of the Permanent Commission constitutes an aspect of the problem which cannot be overlooked.

However, the questions of procedure and administrative organisation which it involves can quite well be postponed. They can easily be settled, once the Conference has agreed upon the principles.

In this connection, the draft Convention contains various rules which have not so far given rise to any observations. On the other hand, certain points (secretariat, expenditure, etc.) have been left outstanding. All these matters will have to be settled; but this cannot be done satisfactorily until the system as a whole has been fixed.

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Geneva, October 24th, 1932.

**LEAGUE OF NATIONS**

**Conference for the Reduction and Limitation  
of Armaments**

**REPORT SUBMITTED TO THE BUREAU ON THE  
QUESTION OF AIR FORCES**

In compliance with the Decision taken on September 26th, 1932.

*Rapporteur*: M. DE MADARIAGA (Spain).

With reference to air forces, the resolution adopted by the General Commission on July 23rd contemplates two separate measures :

- (1) The absolute prohibition of air attack against the civilian population ;
- (2) The abolition, as between the contracting parties, of all bombardment from the air, subject to agreement with regard to measures to be adopted for the purpose of rendering effective the observance of this rule.

According to the resolution, these measures should include the following :

- (a) There shall be effected a limitation by number and a restriction by characteristics of military aircraft ;
- (b) Civil aircraft shall be submitted to regulation and full publicity. Further, civil aircraft not conforming to the specified limitations shall be subjected to an international regime (except for certain regions where such a regime is not suitable) such as to prevent effectively the misuse of such civil aircraft.

As the undertaking regarding the absolute prohibition of air attack against the civilian population was entered into on July 23rd last, it should not be difficult to draft a text establishing that prohibition for insertion in the future Disarmament Convention. The question does not in itself give rise to any difficulties. In point of fact, the efficacy of the rule that would be laid down in the text on the subject would be increased if the second rule, regarding the abolition of all bombardment from the air, were accepted without any invalidating reservations.

It is doubtless for this reason that the Bureau has thought it desirable to link the two questions together when it would have been quite easy to refer rule No. 1—namely, the absolute prohibition of air attack against the civilian population—to a drafting committee.

I venture to think that the prohibition of air attack against the civilian population would remain purely theoretical if it were not accompanied either by the limitation of air bombardment to military objectives, or by the abolition of all bombardment from the air. Indeed, I consider that the second question should be examined first, and if, as we all hope, it is satisfactorily settled, that settlement will give a practical meaning, content and effect to rule No. 1, which prohibits air attack against the civilian population.

**PROHIBITION OF BOMBARDMENT FROM THE AIR.**

According to the resolution of July 23rd, the measures to be adopted for the purpose of rendering effective the observance of this rule may be classified as follows :

- (a) Quantitative limitation of air forces ;
- (b) Qualitative limitation of air forces through restrictions on the characteristics of military aircraft ;
- (c) Regulation and full publicity of civil aircraft ;
- (d) Adoption of an international regime for certain civil aircraft not conforming to the specified limitations.

Without going into these four points in detail, I think it may be well, before making any proposals, to survey what has so far been done by the Preparatory Commission and by the Air Commission of the Conference.

The method of quantitative limitation has not yet been studied by the technical organs of the Conference. It was discussed at length by the Preparatory Commission, and Articles 25, 26 and 27 of the draft Convention of 1930 were the outcome of that discussion.

The method of qualitative limitation was thoroughly examined by the Air Commission in pursuance of the General Commission's resolution of April 22nd, regarding the determination of offensive weapons.

The Air Commission's report on that subject is so well known that I need not attempt to summarise it here. No agreement was reached on the determination of offensive weapons ; but detailed proposals deserving the closest attention have been made, and may be taken as a basis for discussion.

With regard to civil aviation, the Preparatory Commission contemplated the measures embodied in Articles 28 and 36 of the draft Convention of 1930.

A similar but more far-reaching enquiry was instituted by the Sub-Committee of the Air Commission in consequence of the General Commission's resolution of March 17th. The Sub-Committee prepared a scheme of regulations for civil aviation which contemplates a series of undertakings relating to material, personnel, subsidies and publicity.

The Sub-Committee reported (document Conf.D./C.A.70) on the position of its work at the close of the first phase of the Conference. The Sub-Committee's programme of work provided for a second part relating to supervision, and a third part dealing with the international regime to which certain aircraft should be subjected.

Having been instructed by the Bureau at its meeting on September 26th to draw up a report on the best method to be followed in regard to questions (a) 1 and (b) 1, I have the honour to submit to you the present report, the conclusions of which are as follows :

As regards point (a) 1, no preliminary work is needed ; all that is required is to await the elucidation of point (b) 1. The two points can then be referred to a drafting committee.

As regards point (b) 1, the Bureau might instruct an Air Committee, consisting of delegates of those countries represented on the Bureau who desire to participate, to draw up its programme of work and to examine, on the basis of the resolution of July 23rd, the measures to be adopted to make effective the observance of the prohibition of bombardment from the air. These measures are as follows :

I. *Civil aviation :*

The Committee shall make proposals concerning the system of regulation and the international regime to be adopted ; and

II. *Military aviation :*

The Committee shall :

- (1) Define the limits to be fixed for the restriction on the characteristics of aircraft ;
- (2) Give its opinion as to whether quantitative limitation is to be applied according to the principles contemplated by the draft Convention of 1930, or whether it is to be extended to materials in stock ;
- (3) Determine the extent of quantitative limitation.

The agenda of the Committee to be set up, given hereunder by way of indication, might therefore be as follows :

- I. General regulation and publicity for civil aviation and an international regime to be applied to certain aircraft to permit of the total abolition of aerial bombardment.
- II. Restriction on the characteristics of military aircraft for the same purpose.
- III. Quantitative limitation of air forces.
- IV. If necessary, further measures to be adopted in order to render effective the total abolition of aerial bombardment.

As regards point III, the Committee might deem it expedient to instruct its Rapporteur to proceed, as soon as the progress of the work entrusted to him permits, to the negotiations necessary to enable him to submit his conclusions to the Committee, so that the latter in its turn may incorporate them in its report to the Bureau, after making any amendments which it may think necessary.

It will be for the Bureau to decide whether the report of the Air Committee has gone into the questions submitted to it sufficiently for them to be submitted to a Committee for drafting purposes. It is possible, however, that the Bureau may think it well to refer the question back to the Committee to clear up certain points of principle or detail.

Moreover, whatever decisions the Bureau may think fit to take in this matter, and whatever studies it desires to undertake to give effect to the resolution of July 23rd, it must be understood that final decisions may only be taken subsequently with the co-operation of all the countries principally concerned with aviation.

Geneva, October 25th, 1932.

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

53

**REPORT SUBMITTED TO THE BUREAU ON THE  
PROHIBITION OF CHEMICAL WARFARE AND  
VIOLATIONS OF THE PROHIBITION TO USE CHEMICAL,  
BACTERIOLOGICAL AND INCENDIARY WEAPONS**

in Execution of the Decision of September 22nd, 1932.

*Rapporteur*: M. PILOTTI (Italy).

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I. REPORT.

PREVIOUS DEVELOPMENTS.

I. The Bureau of the Conference for the Reduction and Limitation of Armaments, at its seventeenth meeting, held on September 22nd, 1932, instructed me to submit a report to it on the question of chemical, incendiary and bacteriological weapons, and breaches of the provisions regarding the use of those weapons.

I may be permitted to refer to the antecedents of the Bureau's resolution giving me these instructions.

II. (1) On May 10th, 1932, the General Commission set up a Special Committee, consisting of representatives of fourteen States, to consider the question of chemical and bacteriological weapons in the light of the second of the two resolutions passed by the General Commission on April 22nd, 1932.<sup>1</sup>

(2) The task of the Special Committee, of which I had the honour to be Chairman, was exclusively to consider whether chemical and bacteriological weapons were to be included in qualitative disarmament. The Committee gave an affirmative reply to this question, and said that qualitative disarmament should cover, not only chemical weapons and means of warfare and bacteriological weapons and means of warfare, but also incendiary projectiles and flame-projectors.<sup>2</sup>

The Committee was also careful to define, in unequivocal terms, what was meant by chemical, bacteriological and incendiary weapons and means of warfare.

(3) The General Commission adopted the Special Committee's conclusions.

It accordingly embodied the following in its resolution of July 23rd, 1932:

(a) Under the heading "II. Conclusions of the First Phase of the Conference:

"3. Chemical, bacteriological and incendiary warfare":

*"Chemical, bacteriological and incendiary warfare shall be prohibited under the conditions unanimously recommended by the Special Committee."*

(b) Under the heading "III. Preparation of the Second Phase of the Conference:

"5. Violations":

*"Rules of international law shall be formulated in connection with the provisions relating to the prohibition of the use of chemical, bacteriological and incendiary weapons and bombing from the air, and shall be supplemented by special measures dealing with infringements of these provisions."*

III. In the course of its proceedings, the Special Committee realised that the prohibition of chemical, incendiary and bacteriological warfare raised other questions than those it was called upon to consider, and that these questions were of considerable importance. As, however, they did not come within its terms of reference, it refrained from examining them.

On this subject, the report says:

"The Committee was anxious to keep strictly within its terms of reference, and therefore deliberately ignored the question of the methods whereby qualitative disarmament could be effected.

"Obviously, the decision that will be adopted regarding these methods will be able to give practical effect to the resolutions submitted by the Special Committee. Consequently, the study of these methods and the decision to be taken in this matter are of paramount importance from the practical point of view."

The manner in which the prohibition is to be applied to chemical, incendiary and bacteriological warfare involves various technical and legal questions. In the first place, there is the question whether the prohibition should be absolute or relative. The way in which this question is answered will influence the question of the prohibition of preparations for chemical, incendiary and bacteriological warfare. This second question entails consideration of the material reparations and of the nature of the various appliances and substances, some of which can be used for military purposes only, and others for either military or peaceful purposes; and also consideration of the training of personnel. The third question is that of supervising the observance of the prohibition of preparations for chemical, incendiary and bacteriological warfare. The fourth question is that of the penalties to be applied in case of a breach, in time of war, of the prohibition to employ chemical, incendiary and bacteriological weapons, and of determining what may and should be the line of conduct of the country which is the victim of such a breach and of other countries.

IV. Subsequently to the General Commission's adoption of the conclusions of the Special Committee's report, the Norwegian delegation submitted to the Bureau of the Conference, on August 1st, a draft text concerning the prohibition of the use of chemical, bacteriological and incendiary weapons.<sup>3</sup>

<sup>1</sup> The two resolutions passed by the General Commission on April 22nd, 1932, were as follows:

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

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

<sup>2</sup> See the Special Committee's report, document Conf.D.120, May 31st, 1932.

<sup>3</sup> Document Conf.D./Bureau 14.



Further, the Bureau of the Conference held, at its fifteenth meeting on September 21st, a preliminary exchange of views on the subject of chemical, bacteriological and incendiary weapons. In compliance with a request made by Sir John Simon at that meeting, the Secretary-General had a memorandum prepared reproducing the opinions expressed by various League committees of experts as to the possibility of preventing preparations and training for the use of chemical and bacteriological weapons in peace-time.<sup>1</sup>

V. *Instructions given to the Author of this Report.* — In the Minutes of the seventeenth meeting of the Bureau, held on September 22nd, 1932, it is stated that the report I am asked to produce is to deal with the two following questions:

- (1) Prohibition of chemical warfare;
- (2) Breaches of the provisions concerning the prohibition of the use of chemical, bacteriological and incendiary weapons.

With regard to the first point, the document headed "Steps to be taken as a Result of the Decisions of the General Commission on July 23rd, 1932,"<sup>2</sup> states that "the question of the preparation of chemical, bacteriological and incendiary arms in time of peace and of the training for the use of the said arms" is raised.

As regards the second point, it should be observed that the General Commission's resolution of July 23rd, 1932,<sup>3</sup> defined the problem as follows:

"Rules of international law shall be formulated in connection with the provisions relating to the prohibition of the use of chemical, bacteriological and incendiary weapons and bombing from the air, and shall be supplemented by special measures dealing with infringements of these provisions."

#### GENERAL CONSIDERATIONS.

1. The Special Committee drew a distinction which is fundamental. It considered, on the one hand, appliances, devices and projectiles specially constructed for chemical warfare, and, on the other hand, appliances and substances of which only the use in time of war to inflict injury on an adversary should be prohibited.

2. The Special Committee endeavoured to give general but sufficiently detailed definitions of the two classes of appliances and substances to cover new inventions. It deliberately refrained from making a list of chemical substances capable of being used to inflict injury on an adversary. There would be a great risk that such a list might be incomplete when it was drawn up, and, in any case, it would almost inevitably become so after a very short time, owing to the constant advance of technical knowledge. The most that could be done would be to draw up purely indicative lists of appliances and substances in the two classes. In that case, the Special Committee would again have to be called upon for its assistance in drawing up such lists.

3. There is no need to return in this report to the questions that have been elucidated by the Special Committee. The report will deal solely with the questions which the Special Committee was not instructed to examine. Before embarking upon a study of these delicate questions, I personally and unofficially consulted certain members of delegations, in order to procure further information and learn their views.

#### CHAPTER I. — ABSOLUTE OR RELATIVE CHARACTER OF THE PROHIBITION.

The protocol of June 17th, 1925, concerning the prohibition of chemical and bacteriological warfare, does not formally exclude the condition of reciprocity. Accordingly, twelve States out of the thirty which are at present bound by that declaration have ratified it only subject to that condition.<sup>4</sup>

Article 39 of the draft Convention drawn up by the Preparatory Commission for the Disarmament Conference, which prohibits chemical and bacteriological warfare, prohibits the former on condition of reciprocity, while the latter prohibition is absolute. In the course of the Conference, however, it became clear, from the proposals and declarations made by various delegations,<sup>5</sup> that any prohibition that was not absolute would lose much of its force. States would contemplate recourse to the chemical weapon as a possible eventuality if the Convention itself admitted it in certain cases. Any attempt to prohibit preparation for chemical warfare in peace-time would therefore seem to be illusory. Hence the prohibition of chemical warfare must be absolute:

<sup>1</sup> Document Conf.D./Bureau 21.

<sup>2</sup> Document Conf.D./Bureau 18, September 20th, 1932.

<sup>3</sup> Document Conf.D.136.

<sup>4</sup> These States are Australia, France, India, Iraq, Irish Free State, Netherlands, New Zealand, Portugal, Roumania, Spain, Union of Soviet Socialist Republics, Union of South Africa.

<sup>5</sup> Those of Austria, Denmark, Germany, Italy, Latvia, Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Turkey and Yugoslavia.

If the prohibition is absolute, that excludes the right of resorting to the prohibited means of warfare in the two following cases:

1. Even if an undertaking not to use chemical weapons could not be given by all countries, the undertaking would not be allowed to be given on condition of reciprocity.

While it is necessary to bar the reciprocity proviso, it must none the less be borne in mind that a difficult position would arise if, in time of war, States which had undertaken not to resort to chemical, bacteriological or incendiary weapons were confronted by other States which had not given such an undertaking.

To ensure that no such situation shall arise, the undertaking should be given by all States, or by a very large number of States. The Conference should fix its attention on this point and consider the best means of making the undertaking as general as possible. Even if the undertaking could not be made absolutely universal, however, it might be decided that States accepting the undertaking should be required to take action against States using the chemical weapon, whether the latter had given any undertaking on the subject or not.

2. Even if a State were the victim of an unlawful war (a war undertaken in violation of the Paris Pact or the Covenant of the League), it would be bound to refrain from resorting to these prohibited means of warfare.

As regards the use of chemical or incendiary weapons by way of reprisal against a State which had first resorted to those weapons in time of war, the matter is dealt with in Chapter VI (Penalties).

I should perhaps add that, in my view, if the absolute character of the prohibition is to be respected, and if States are to regard it as a settled principle governing their conduct, the forms of control provided for must be as satisfactory as possible, and, above all, the penalties must be effective.

## CHAPTER II. — THE PROHIBITION OF PREPARATIONS FOR CHEMICAL, INCENDIARY AND BACTERIOLOGICAL WARFARE.

In principle, the prohibition of preparations for chemical, incendiary and bacteriological warfare applies both in peace-time and in war-time. In peace-time, there can be no exception to this prohibition. In war-time, the only exception that might perhaps have to be made would be in the event of an adversary's having himself had recourse to the prohibited weapons. Since use of certain of these weapons by way of reprisal might be allowed under certain fixed conditions, as we shall see below in Chapter V of this report, preparations for their use would become lawful in the case contemplated.

The prohibition of preparations for chemical, incendiary and bacteriological warfare has two aspects—the manufacture and possession of material, and the training of troops.

### *Section I. — Prohibition of the Manufacture and Possession of Appliances and Substances.*

This material is divided into two classes: defensive material (protective masks) and material for attacking purposes (gases and gas-projecting apparatus).

1. *Defensive Material.* — There seems to be no reason for prohibiting material solely intended to protect combatants and civilians against chemical and bacteriological weapons should such be employed by a belligerent. The existence of such protective material, calculated to lessen the injury caused by the prohibited weapons, would diminish the military advantages that an unscrupulous belligerent might derive from their use, and would therefore make resort to those weapons less tempting to such a belligerent.

2. *Material for attacking Purposes.* — This material would be completely forbidden. In view, however, of the peculiar characteristics of the chemical weapon, it is proper to mention the various elements covered by the prohibition, which may be reduced to three:

A. Prohibition to manufacture, import or store appliances exclusively suited to the conduct of chemical warfare (special apparatus for the projection of gases or propulsion of gas-shells).

These appliances exist, but their prohibition, even if strictly observed, cannot form a serious obstacle to the conduct of chemical warfare. In the first place, they are relatively simple appliances which can be fairly quickly manufactured, and, secondly, chemical warfare could be carried on, if necessary, without them.

It would doubtless be desirable to mention the commonest of these appliances, but such an enumeration should be purely indicative.

Should the Bureau of the Conference think that such an enumeration would be useful, the Special Committee might be again convened for the purpose of drawing up the list.

B. Prohibition to manufacture, import or store chemical substances exclusively suited to the conduct of chemical warfare.

There apparently exist certain gases which cannot be used for peaceful purposes. The Special Committee might perhaps be asked to make a list of the principal chemical substances falling into this class. Here, however, even more than in the previous case, care must be taken to avoid any suggestion that the list is exhaustive. New substances answering to the definition given above may be invented. Moreover, the Special Committee could tell us whether there was any practical possibility of substances which are rightly regarded as exclusively suited to the conduct of chemical warfare subsequently proving suitable for peaceful uses. In such a case the list would have to be revised.

Any stocks of the above-mentioned chemical substances which might be in the possession of States when the Convention is put into force should be destroyed.

C. Prohibition to manufacture, import or store appliances and chemical substances capable of being used both for peaceful and for military purposes with the intention of using them in war should occasion arise.

In this last case, it is not the nature of the appliances and substances, but the intention with which they are produced or stored, that would be reprehensible.

(a) This general prohibition might be accompanied by a subsidiary prohibition to issue the above-mentioned appliances and substances to the armed forces, to keep them in military establishments (arsenals, fortifications, barracks, etc.), or to store them for army use. Should the armed forces have need of a certain quantity of such appliances or substances for use otherwise than as fighting weapons (*e.g.*, chlorine cylinders, chlorine required for disinfection purposes), the States should perhaps be asked to say what quantity they would wish to leave at the disposal of the armed forces. These special prohibitions would, of course, have only a limited value.

Any stocks of chemical substances which might be in the possession of States themselves when the Convention is put into force should be disposed of for actual consumption.

(b) It might also be possible to fix for each State the maximum quantity of chemical substances capable of use for military purposes which might be stored in industrial establishments of every kind in its territory. That would involve making an estimate of the needs of consumers and the normal reserves necessary to meet those needs. Such an estimate would, of course, present real difficulties.

#### *Section II. — Prohibition of Training.*

Training may be either for defence or for attack.

1. Defensive training aimed exclusively at protecting people against the effects of chemical, incendiary or bacteriological warfare must be authorised for the same reasons as were given above in connection with defensive material.

2. Training for the practice of chemical, incendiary or bacteriological warfare must be absolutely forbidden.

#### CHAPTER III. — THE SUPERVISION OF THE OBSERVANCE OF THE PROHIBITION OF PREPARATIONS FOR CHEMICAL WARFARE.

The question of the supervision of the observance of the prohibition of preparations for chemical warfare must be distinguished from the question of penalties, which will be dealt with in the next chapter. The supervision in question is designed to prevent breaches of the prohibition. The penalties are intended to punish the actual use of the chemical weapon. The question of supervision arises in peace-time as in war-time, with this difference, that in war-time supervision would be exercised over the belligerents under even more difficult conditions than in peace-time. On the other hand, the question of penalties arising out of the prohibition of the use of the chemical weapon clearly cannot arise except in war-time.

The question of supervision is a particularly difficult one. The characteristic of the substances used in chemical warfare is that they can be easily prepared in a country which has a well-developed chemical industry, and that manufactures of a peaceful character can be used as means of chemical warfare without conversion, or with only very simple and rapid conversions.

In regard to the prohibition of training for chemical warfare and the prohibition of the manufacture and possession of materials exclusively suited to the conduct of chemical warfare, the question of supervision presents difficulties, but they are the same in kind, if not in degree (the manufacture of gas-projectors is easier to conceal than the manufacture of heavy guns), as those that are encountered in other fields; this supervision cannot therefore be separated from the general system of supervision that will be instituted to enforce other prohibitions laid down by the Convention.

On the other hand, as regards, first, the prohibition to manufacture, import or store substances exclusively suited to the conduct of chemical warfare, and, secondly, the prohibition to manufacture, import or store appliances and chemical substances capable of being used both for peaceful and for military purposes with intent to use them in war should occasion arise, the difficulties of supervision are considerable. As was shown, however, by the discussions of the Special Committee that met in May 1932, it is the two categories to which these prohibitions relate that are of the greatest practical importance, more especially the second—the category of appliances and substances capable of being used for two purposes.

First, as regards chemical substances exclusively suited for military use, the attempt to trace their manufacture would entail inspections of factories and a careful study of the processes in progress there. This method of supervision would be of very doubtful efficacy. Concealment would, in fact, be easy in view of the size and intricacy of the chemical industry, and of the fact that the products in question may not become products exclusively suited for war until they have undergone one slight final transformation at the end of the process of manufacture. Moreover, this form of supervision would have the disadvantage of affording openings for malpractices, or giving rise to suspicion of affording such openings. It would entail the examination of processes of manufacture, and would thus involve a risk of industrial espionage. Consequently, it might lead to friction, without yielding much in the way of results.

In the case of appliances and chemical substances suited for both peaceful and military use, supervision is no less difficult. It should establish three facts:

- (1) Output, and what part of the plant, if any, is not actually used but can be if desired;
- (2) Any excess of production over consumption;
- (3) That this excess of production over consumption is not a mere accident due, for example, to the invention of new processes of manufacture, or to mistaken economic forecasts, or to a depression, but is intended to allow of the formation of stocks with a view to the conduct of chemical warfare.

In view of the difficulties attendant upon the supervision of the production of chemical substances, one is led to feel that it would be better to abandon the idea of using certain forms of supervision which, while yielding but small results, would entail highly complicated investigations and might provoke friction and incidents.

The idea has been put forward that international agreements between the chemical industries of different countries might permit of an effective supervision of chemical production with a view to preventing it from being carried out in preparation for chemical warfare. The value, from the point of view that concerns us, of these agreements, which would have the effect of rationing production and preventing certain manufactures, would vary according to their nature and the number of parties to them. It does not appear, however, that the Conference for the Reduction and Limitation of Armaments and the Governments of which it is composed have any means of deciding upon such agreements. Supervision will gain from the existence of such agreements if they are created, but one can hardly contemplate creating them in order to facilitate the supervision with which we are concerned.

We must now consider whether it would not be possible to obtain some results by a necessarily limited method of supervision which would present no great drawbacks. One might, it would seem, resort to the following method:

(a) A specialised Section for chemical warfare would be established in the Permanent Commission.

(b) It would be the duty of this Section to collect all the information that could be found in official trade statistics or private statistics carrying some weight, relating to the manufacture of chemical substances in the territory of each signatory State, and their import into that territory.

(c) Having seen this information and made a preliminary study of it with all necessary safeguards, the Section might ask the Governments of the countries concerned to supply it with any further information it thought necessary.

(d) Further, any signatory State might, on the strength of any information received by it, apply to the Section for explanations regarding chemical substances manufactured in the territory of another State or imported into that territory. The Section would make a preliminary examination of such applications, with all due discretion and subject to the necessary safeguards, in order to establish whether it was worth while to obtain fuller information. If it were so decided, the State whose position had been impugned would be asked for explanations.

(e) When it was in possession of the information required, the Section would decide whether the matter was to be dropped or laid before the Permanent Commission. In the latter case, the Commission would take all proper steps, within the limits of the powers conferred upon it by the Disarmament Convention.

The idea has been put forward that, to facilitate the provision of information for the specialised Section of the Permanent Commission, the signatory States might undertake, not only to reply to any request for information they might receive from the Section, but also to send it, periodically and regularly, statistics of the manufacture of chemical substances in their territory and the imports of such substances into that territory. It is, however, doubtful whether fuller and more useful information would be obtained in this way than is already available in the trade statistics normally published in most countries. In any case, if the Bureau of the Conference decided to take up the idea of asking the Governments for statistics, it would doubtless be advisable to call again on the Special Committee to give its opinion on the general value of the method and state the precise points to which the numerical data to be periodically supplied by the Governments might refer.

The limited supervision we are suggesting would still be a delicate matter, and would yield only incomplete results. The work of various technical bodies connected with the League of Nations (Sub-Commission A and Sub-Commission B of the Preparatory Commission for the Disarmament Conference, and the Joint Commission for the Reduction of Armaments), which in 1926 studied the question of preparation for chemical warfare, demonstrated the inevitable imperfection of any form of supervision. More than that, they established the fact that, for a country

with a well-developed chemical industry, preparations for chemical warfare will always be easy and can be made very rapidly. We therefore must not rely essentially on the preventive supervision of the observance of the prohibition of preparations for chemical warfare to prevent such preparations. The system of penalties to be applied in the event of the employment of the chemical weapon must be so severe as to make up for the deficiencies of preventive supervision.

#### CHAPTER IV. — SANCTIONS IN THE EVENT OF THE USE OF CHEMICAL, INCENDIARY AND BACTERIOLOGICAL WEAPONS.

The sanctions meant are those which would follow on a violation, not of the prohibition to prepare for chemical warfare in time of peace or in time of war, but of the prohibition to use chemical weapons in time of war.

The question of sanctions embraces both that of the attitude to be adopted by the State against which chemical weapons had been employed (retaliation consisting in the use of chemical weapons, various forms of reprisal) and that of the attitude to be adopted by the other States parties to the Convention.

It seems essential to consider in succession two questions which, chronologically and logically, arise one after the other—namely, the establishment of the fact that the prohibition has been infringed, in the first place, and the consequences of that violation in the second.

##### *Section I. — Establishment of Fact that the Prohibition has been infringed.*

This should be governed by a number of rules on which it would seem easy to arrive at unanimous agreement:

1. The establishment of the fact of infringement should not be carried out by the State complaining of such infringement, but should be entrusted to a neutral authority.

If the establishment of the alleged infringement were left to the State in regard to which it is alleged to have been committed, it would be attended by no safeguards. Without going so far as to suppose that a State desirous of employing chemical weapons would, in order to provide a semblance of justification for its conduct, accuse its adversary of having had recourse to that prohibited arm, one might simply fear a mistake on the part of military men over-ready to jump to a conclusion and to impute to chemical weapons the asphyxiating effects produced by the normal combustion or detonation of ordinary explosives or by some other cause. But, even if the establishment of the infringement were based on fact, it would be lacking in authority if it were effected by the actual victim. It is to the latter's interest that the establishment of the infringement, designed as it is to produce moral, legal and political effects, should be carried out under all desirable conditions of impartiality, so that it will carry conviction with all Governments and public opinion.

2. The establishment of the infringement must be effected within a fairly short time.

Since the establishment of the infringement must precede any retaliation on the part of the victim and any intervention by third States, it is essential that it should take place rapidly; otherwise the State guilty of resorting to chemical weapons might derive great military advantage from its initiative. If the establishment of the infringement is effected with all requisite speed, it seems unlikely that the few days' delay which it may have necessitated will really be prejudicial to the victim. Again, as regards the third States, their assistance cannot reasonably be given until the facts which call for it have been established with certainty. Then again, as regards the victim, it is probable that, even if it were to retaliate by itself employing the prohibited weapon, it would require some few days at least to make its preparations.

3. Practical rules for the establishment of the infringement must be laid down in advance. The injured State must know to whom it should apply in order that the establishment of the infringement may be effected. The person in question, who might be the doyen of the diplomatic corps in the country concerned, would call upon agents such as consuls or military attachés, with the possible help of doctors or chemists, and those agents would be responsible for actually establishing the infringement. The result of the investigation would be forwarded to the Permanent Supervisory Commission set up by the Disarmament Conference, and that Commission would draw its conclusions from the investigation and declare that an infringement had or had not taken place. Simultaneously with the person responsible for instituting the investigation, the Permanent Supervisory Commission would have been informed of the occurrence and would have had an opportunity of ordering that enquiries be made from authorities of the State accused of the infringement, while it would, in every instance, inform that State of the charge brought against it and request its observations.

It is understood that the States concerned would be obliged to allow measures of supervision to be carried out without restriction, so that the authorities responsible for supervision might move about the country and carry out their observations. A State which placed obstacles in the way of supervision would create an unfavourable presumption against itself.

As regards the actual establishment of the infringement, this would probably be easy to carry out. There is reason to think that a State which, by resorting to prohibited weapons, exposed itself to the intervention of third Powers and to retaliation on the part of its adversary, would from the outset have made use of those arms on a very big scale. It is a fairly simple matter to decide, even without special expert knowledge, in the presence of a certain number of killed and wounded, whether they have been stricken by a chemical weapon or by other arms.

*Section II. — Effects of the Establishment of the Fact of Infringement.*

*Preliminary Observation.*

It might be thought that the question thus raised comes within the more general question of the effects of any properly established violation of the Convention. True, the solution found for the specific question of infringements of the prohibition to use chemical weapons must be in harmony with the general system of sanctions laid down in the Convention. Nevertheless, the infringement of the prohibition to use chemical weapons is an offence of a rather special kind. On the one hand, any recourse to chemical weapons would constitute one form of violation of the Convention, a violation of special gravity from the standpoint of its military consequences, and, on the other, in contradistinction to the supervision in respect of other categories of prohibited arms (heavy artillery, heavy tanks, etc.), supervision in time of peace would be of very limited efficacy; presumably, therefore, the inadequacy of the preventive action should be offset by provision for more drastic penalties.

1. *Attitude of Third States in the Event of an Infringement of the Prohibition to have recourse to Chemical Weapons.* — (a) Directly the Permanent Supervisory Commission has established that the prohibition to use the chemical weapon had been infringed, other States would be both entitled and bound to take a series of measures against the offending State which, by gradually increasing the pressure brought to bear upon it, might induce it to abandon the use of the chemical weapon or make its continued use impossible (diplomatic representations, rupture of diplomatic, economic and financial relations, blockade).

(b) After the establishment of the infringement of the prohibition, there would be a consultation between States which would make it possible to determine the methods most appropriate, in the circumstances, in order to put a stop to the infringement and assist the State which has been a victim of the violation of the Convention.

That consultation would have to take place as rapidly as possible. Indeed, to gain time, it might be possible to provide for the convening, in the first place, of a body smaller in size than the General Conference of all the States parties to the Convention.

(c) Whether the States would be prepared to enter into other obligations in the event of an infringement of the prohibition to use chemical weapons is a political question. Will the Conference decide that a State guilty of having infringed the prohibition to use chemical weapons will be deemed to have committed an act of war against the other States parties to the Convention? Or will it undertake to apply increasingly drastic economic or financial sanctions or more or less extensive military sanctions, or simply to renounce the benefits and duties of neutrality?

One cannot prejudge the attitude which the Conference may adopt in the matter. It is, however, certain that if the States agreed to enter into such undertakings, the prohibition would be accompanied by powerful safeguards and would run little risk of being infringed.

2. *Rights of the State which is the Victim of the Violation of the Prohibition.* — It is desirable that the State which is the victim of the breach of the prohibition should not require to retaliate by employing the chemical weapon, and that the assistance given it by third States should compensate it, and more, for the disadvantage resulting from the fact that the chemical weapon has been employed against it; if, however, the State which is the victim of the breach is not assured of receiving such assistance, and, in particular, if the assistance is not immediate, but conditional on a consultation between States, which may take some time, the State in question cannot be forced to refrain from the use of the chemical weapon when, through being unable to fight its adversary with equal weapons, it might be crushed or suffer great injury. In no case could a State which has honourably fulfilled its obligations under the Convention be allowed to be placed in a position of inferiority; it therefore seems prudent to decide that the establishment by the Supervisory Commission of the fact that a belligerent has definitely employed the chemical weapon shall confer on the victimised State the right to retaliate by employing the chemical weapon in its turn, or making other reprisals, subject to the condition that such reprisals shall not occur outside the fighting area.

But the Permanent Supervisory Commission, after establishing the breach, should have power to recommend the State which has been the victim of that breach to renounce the use, by way of retaliation, of the chemical weapons in question. In so doing, it would take into account all the circumstances, and more particularly the practical possibility of giving effective aid to the State which has been a victim. The latter might, of course, not follow the recommendation to refrain from using the chemical weapon, but it would do so at its own risk—that is, it might lessen its chances of receiving assistance from third States.

Similarly, and with added authority, the third States consulting together might advise the victim of the breach not to retaliate by using the chemical weapon, or to defer such retaliation.

The possibility of retaliating by the actual use of the prohibited weapon would apply only to the chemical and incendiary weapons, and not to the bacteriological weapon. The bacteriological weapon, since it strikes everyone indiscriminately, and cannot be regarded as an appreciable element of military superiority, would still be prohibited, but its use, if duly established, would give the other belligerent the right to employ other prohibited weapons by way of reprisal.

It must be remembered that the problem of penalties arises in the event of a breach of the prohibition of chemical warfare in a special form and with exceptional gravity; at the same time, this problem cannot be isolated from the more general question of penalties for breaches of the

Convention. Any special solution adopted for this or that element of the question must be in harmony with the general solution.

*Final Observation: Effects of the Application of the Covenant of the League of Nations and of the Paris Pact.*

One complication arises from the fact that the attitude to be adopted towards belligerents by States bound by the Covenant of the League or the Paris Pact would be, or should be, determined by the circumstance that one belligerent appeared to them to be supporting a lawful war and another to be supporting an unlawful war. To take the case of States Members of the League: they would have to decide whether they should not take against certain belligerents the action provided for in Article 16 and lend assistance to States which had suffered aggression in breach of the Covenant.

In such circumstances, if the covenant-breaking State resorted to chemical warfare, additional action would have to be taken against it. If the State attacked in breach of the Covenant resorted to chemical warfare, it would perhaps suffice to refuse or withdraw the assistance to which it would have been entitled.

It would seem that, as the Disarmament Convention is to be signed by States which are not Members of the League or are not parties to the Paris Pact, it is not possible for the Convention to lay down rules for situations arising out of the existence of other pacts, or to involve in the effects of those pacts States which are not parties to them.

At the same time, the existence of these pacts, to which a large number of States are parties, is a fact that cannot be ignored. But it will be sufficient, we feel, if States parties to these instruments take them duly into account, so that, in practice, the application of the Disarmament Convention, the Paris Pact and the Covenant of the League may be satisfactorily reconciled.

There are various means of doing this. In the first place, if the States parties to the Disarmament Convention are called upon to hold a consultation as the result of a breach of the prohibition to use the chemical weapon, they may consider, as one factor in their decision, the lawful or unlawful character of the war from the standpoint of this or that belligerent. Secondly, the Disarmament Convention might contain a clause providing that the use of the chemical weapon might deprive of the assistance laid down in other treaties States which would otherwise have been entitled to such assistance. Thirdly, there would be nothing to prevent States Members of the League from deciding among themselves by some appropriate means (special protocol, amendment to the Covenant) that the use of the chemical weapon should produce the same effects as a breach of Article 16 of the Covenant.

## II. CONCLUSIONS.

### I. PROHIBITION OF CHEMICAL, INCENDIARY AND BACTERIOLOGICAL WARFARE.

The contracting parties renounce as against any State, whether or not a party to the present Convention, and in any war, however unlawful such war may be on the part of their adversaries:

(1) The use, for the purpose of injuring an adversary, of all natural or synthetic noxious substances, whatever their state, whether solid, liquid or gaseous, whether toxic, asphyxiating, lachrymatory, irritant, vesicant, or capable in any way of producing harmful effects on the human or animal organism, whatever the method of their use.

This prohibition shall not apply:

(a) To explosives as such, or to the noxious substances arising from the combustion or detonation of explosives, provided that the latter have not been designed or used with the object of producing noxious substances;

(b) Or to smoke or fog used to screen objectives or for other military purposes, provided that such smoke or fog is not liable to produce harmful effects under normal conditions of use.

(2) The use of projectiles specifically intended to cause fires.

This prohibition shall not apply:

(a) To projectiles specially constructed to give light or to be luminous, and, generally, to pyrotechnics not intended to cause fires, or to projectiles of all kinds capable of producing incendiary effects accidentally;

(b) To projectiles designed specifically for defence against aircraft, provided that they are used exclusively for that purpose.

(3) The use of appliances designed to attack persons by fire, such as flame-projectors.

(4) The use for the purpose of injuring an adversary of all methods for the projection, discharge or dissemination in any manner, in places inhabited or not, of pathogenic microbes in whatever phase they may be (virulent or capable of becoming so), or of filter-passing viruses, or of infected substances, whether for the purpose of bringing them into immediate contact with human beings, animals or plants, or for the purpose of affecting any of the

latter in an indirect manner—for example, by polluting the atmosphere, water, foodstuffs or any other objects.

## 2. PROHIBITION OF PREPARATIONS FOR CHEMICAL, INCENDIARY AND BACTERIOLOGICAL WARFARE.

All preparations for chemical, incendiary and bacteriological warfare shall be prohibited in time of peace as in time of war.

This prohibition shall not apply to material intended exclusively to protect individuals against the effects of chemical, incendiary and bacteriological weapons (*e.g.*, gas-masks), or to the training of individuals to protect themselves against the effects of the said weapons.

In order to enforce the aforesaid general prohibition, it is expressly prohibited:

(1) To manufacture, import, export or be in possession of chemical appliances and substances exclusively suited to the conduct of chemical, incendiary and bacteriological warfare;

(2) To manufacture, import, export or be in possession of chemical appliances and substances suitable for both peaceful and military purposes with intent to use them in war should occasion arise.

The contracting parties shall declare the quantities of such appliances and substances required by the armed forces for purposes other than that of injuring an adversary (*e.g.*, disinfection). The State and military services are prohibited from being in possession of or owning appliances and substances in excess of the quantities thus declared;

(3) To instruct and train armed forces in the use of chemical, incendiary and bacteriological weapons and means of warfare, and to permit any such instruction and training in their territory.

## 3. SUPERVISION OF THE OBSERVANCE OF THE PROHIBITION OF PREPARATIONS FOR CHEMICAL, INCENDIARY AND BACTERIOLOGICAL WARFARE.

A special Section for questions relating to preparations for chemical, incendiary and bacteriological warfare shall be set up in the Permanent Disarmament Commission.

This Section shall collect all useful information that it can obtain from official and private statistics concerning the manufacture, import, export and possession of appliances and substances suited to the conduct of chemical, incendiary and bacteriological warfare.

It may request Governments to furnish it with additional information and explanations.

It shall receive applications from States for explanations concerning the position of other States. After examining such applications, it shall decide whether they shall be dropped or forwarded to the Permanent Commission.

## 4. PENALTIES FOR THE USE OF CHEMICAL, INCENDIARY OR BACTERIOLOGICAL WEAPONS.

I. It will be the duty of the Permanent Disarmament Commission to establish the fact of the use of chemical, incendiary or bacteriological weapons by making a declaration to that effect.

The State which alleges that chemical, incendiary or bacteriological weapons have been used by its adversary will immediately inform the Permanent Commission, which will notify the State against which the charge is brought. The complainant State will at the same time apply to the doyen of the Diplomatic Corps accredited to it. The doyen of the Diplomatic Corps will appeal for assistance in establishing the actual facts to agents such as consuls or military attachés, for whom he will, if necessary, secure the assistance of doctors and chemists. He will then report to the Permanent Commission. The Permanent Commission will have the right to carry out any preliminary enquiries both in the territory subject to the authority of the complainant State and in the territory subject to the authority of the State against which the charge is brought.

II. The declaration of the Permanent Disarmament Commission establishing the fact of the use of chemical, incendiary or bacteriological weapons shall have the following effects:

(1) It shall be the right and duty of third States to bring pressure to bear upon the State which has used the chemical, incendiary or bacteriological weapons, to induce it to give up the use of the said weapons, or to deprive it of the possibility of continuing to use them.

(2) A consultation shall be held among third States at the earliest possible moment to determine what steps shall be taken, to decide if necessary on the punitive action of every description to be taken and to address injunctions or recommendations to the States at war.

(3) The State against which chemical, incendiary or bacteriological weapons have been employed shall have the right to retaliate by the use of chemical and incendiary weapons and to make other reprisals, subject to the condition that such reprisals shall not be made outside the fighting area.

It is understood that the Permanent Commission and the meeting of States in consultation shall have the right to recommend expressly to the State in question that it shall refrain from specified measures of retaliation or reprisal.



Geneva, November 1st, 1932.

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS**

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

54

In accordance with the resolution adopted by the Assembly on October 11th, 1932, the Secretary-General has the honour to transmit to the Governments of States invited to the Conference for the Reduction and Limitation of Armaments the following documents:

- I. Report of the Sixth Commission and resolution adopted by the Assembly (thirteenth session) on October 11th, 1932: document A.59.1932.
- II. Extracts from the Minutes of the eighth, ninth and tenth meetings of the Sixth Commission of the Assembly.
- III. Extract from the Minutes of the ninth plenary meeting of the Assembly.
- IV. Annex to the Minutes of the Sixth Commission (document A.31.1932) — Replies from Press organisations to the enquiry into the "spread of false information which may threaten to disturb the peace of the world and the good understanding between nations".

Geneva, October 10th, 1932.

I.

REPORT BY THE SIXTH COMMITTEE TO THE ASSEMBLY.<sup>1</sup>

*Rapporteur*: Viscount CECIL OF CHELWOOD (United Kingdom).

The question of the collaboration of the Press in the organisation of peace, which was the subject of an Assembly resolution in 1931, comes before this Assembly as the result of a Council decision to have a report prepared on the subject of "the spread of false information which may threaten to disturb the peace of the world and the good understanding between nations".

A valuable contribution to the subject was made by the Conference of Directors of Government Press Bureaux and Press Representatives summoned by the Danish Government at Copenhagen in January this year, and the problem has also been made the subject of consultation between the Secretary-General and various Press Organisations. A circular letter was sent to sixty-four countries and directly reached more than one hundred and thirty Press organisations; the replies received contained some valuable indications.

The problem is how to reduce or diminish false news which has the effect of exacerbating public opinion.

Certain broad results emerge from the replies received, particularly from the International Association of Journalists accredited to the League of Nations, the International Federation of Journalists, and other Press organisations in different countries. There is general agreement

<sup>1</sup> Document A.59.1932.

that the dissemination of false news does a great deal of harm. There is practically universal dislike on the part of responsible journalists of any Government control of the Press.

The best remedy for false and tendentious news is the fullest and freest supply of news.

An important point covered in the memorandum communicated by the International Association of Journalists is that of the difference between the price that the public is willing to pay for its news and the far greater cost of supplying that news. The ways in which this difference has to be made up tend sometimes to the colouring or distortion of news, though no doubt such instances are rare. True news drives out false news, and the problem is to facilitate the widest possible dissemination of true news.

It has not been possible to enter into all the suggestions contained in the documents before the Committee; some—like those connected with the independence of the Press and the reduction of tariff and other charges which bear upon the Press—need very careful study; and others—like that for the formation of an international association of newspaper proprietors—are rather matters for the Press itself. But there are nevertheless certain important points which the Assembly might well consider.

Would it not be possible, for example, for some arrangements to be made between the League and journalists whereby the new League wireless station might be used during Council and Assembly meetings at cheap rates? The Secretariat might be instructed to enquire into the matter, having due regard, of course, to all legitimate interests which might be affected.

Another question which might be considered is whether the chairmen of League committees might allow more complete and earlier distribution of documents to the Press.

The two broad objects to aim at are the greater independence of the Press from outside control and greater freedom of access to news.

The Sixth Committee's discussion gave rise to various suggestions: the Polish delegate, recalling that the problem of moral disarmament was being considered by a special committee of the Disarmament Conference, proposed that the report and the Minutes of the discussion should be conveyed to the Conference with an intimation of the desirability of summoning an international Press conference. He also proposed that the text of the Assembly resolution and the Minutes of the Committee should be circulated to all qualified Press organisations, and that a report should be submitted to the next Assembly if these steps gave rise to any further developments.

Certain delegates, including those of Italy, Roumania and Yugoslavia, expressed sympathy with the Polish proposal, and others, including the German delegate, were disposed to lay rather greater stress on the valuable statement of the Spanish delegate that she was prepared strongly to recommend to her Government the possibility of its convening another conference on the lines of the Copenhagen Conference summoned by the Danish Government.

Several delegates pointed out that it was for the Governments to consider certain of the mechanical facilities suggested to meet difficulties such as those experienced by more distant countries in obtaining foreign news. This was a problem specially noted by the Roumanian delegates, and it bears close relation to the observations of the Italian and French delegates on the necessity for educating public opinion in international affairs.

The French delegate said he knew of no case in which a journalist had deliberately disseminated false news. News matter was very fluid and ephemeral; it was possible to have tendentious and distorted or inspired news, news given undue prominence by suggestive headlines, incorrect news issued by Governments or Press bureaux, or news fabricated by semi-official representatives of Press bureaux which might mislead the most honourable journalists. A problem which was more serious than the dissemination of false news was the suppression of the truth.

The Australian delegate suggested an historical examination of the problem of the effect of Press utterances on public opinion in times of crisis and their effect on the development of the crisis. During the course of the discussion, the German delegate and the delegate of Chile drew the attention of the Committee to what had already been done in the reduction of rates and in the improvement of facilities for Press communications. It was noted in this connection that several points raised by the International Press Conference of 1927 were under consideration by the Conference for the Revision of the Telegraphic and Telephonic Convention now meeting in Madrid. The German delegate expressed appreciation of the initiative taken by the Danish Government and his satisfaction at the possibility of a second conference of the same kind being summoned at Madrid.

The Norwegian delegate and others emphasised the importance of the independence of the Press in the fullest sense of the term and the public service performed by newspapers.

The Greek delegate informed the Committee that, in his country, there were laws providing penalties for statements defamatory to other countries and likely to disturb good relations.

During the course of the discussion, reference was made to the very interesting initiative of the International Federation of Journalists in establishing at The Hague a Court of Honour for journalists. This Court has not existed long enough for an expression of opinion to be given on the way in which it will work, but it is an experiment which should command the best wishes for its prosperity and success.

The following draft resolution is presented for the consideration of the Assembly:

“ The thirteenth Assembly:

“ 1. Expresses its gratitude to the international and national Press organisations for their views upon the problem of preventing ‘ the spread of false information which may threaten the peace of the world and the good understanding between nations ’;

“ 2. Expresses its thanks to the Danish Government for summoning a Conference of Governmental Press Bureaux and representatives of the Press at Copenhagen in January 1932 and notes with great interest the resolutions adopted by that Conference;

“ 3. Trusts that, at a further conference organised on similar lines to the Copenhagen Conference, definite proposals may be made to give effect to some of the principal suggestions already made regarding, in particular, the necessity of a greater abundance of accurate information, of true freedom of the Press, and of co-operation between the Press organisations of various countries;

“ 4. Advocates the fullest possible publicity for League meetings;

“ 5. Commends to the sympathetic consideration of the chairmen of all committees of the League of Nations the earlier and more complete distribution of documents;

“ 6. Desires that the Secretariat should continue to devote its attention to the development by all the means at its disposal of the swift supply to the Press of the fullest possible information concerning the work of the League of Nations;

“ 7. Invites the Council to consider the possibilities of affording to journalists cheap facilities for communicating to their newspapers information through the League wireless station, due regard being paid to interests affected;

“ 8. Requests the Secretary-General to communicate to the Press organisations consulted and to the Disarmament Conference this resolution, together with the Minutes of the Sixth Committee, and to report to the next Assembly on any further developments which may arise.”

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## II.

### EXTRACTS FROM THE MINUTES OF THE SIXTH COMMISSION OF THE THIRTEENTH ORDINARY SESSION OF THE ASSEMBLY.

#### EIGHTH MEETING

*Held on Friday, October 7th, 1932 at 10.15 a.m.*

*Chairman: M. LANGE (Norway).*

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

The CHAIRMAN, opening the discussion, drew attention to the documentation<sup>1</sup> submitted to the Committee, which he thought of great interest. He regretted that the principal document (A.31.1932) had been printed in small type, which made it very difficult to read and tiring for the eyes. The economy effected thereby must have been almost negligible.

Viscount CECIL OF CHELWOOD (United Kingdom), Rapporteur, said that the Press was the great instrument of publicity. Without that means of appealing to the public opinion of the world, the League of Nations would be, he would not say powerless, but far less useful and effective than it was at present. The co-operation of the Press, therefore, was a vital matter to the success of the

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<sup>1</sup> See (a) the Resolutions of the Conference of Governmental Press Bureaux and Representatives of the Press (Copenhagen, 1932), (b) Minutes of the third meeting of the sixty-eighth session of the Council of the League, (c) document A.31.1932 (reproduced herewith).

League, and all his colleagues would agree that that co-operation had been given with no stinting hand during the history of the League.

It was also true that false news or news likely to exacerbate international relations very much hindered and impeded the work of the League. The object therefore must be, positively, to get the assistance of the Press in organising peace and, negatively, to prevent the exacerbation of international relations.

The matter had been referred to the Secretariat by the Assembly of the previous year with instructions to try to obtain, among other things, information as to how to prevent the spread of false news which might threaten to disturb peace or good understanding between nations, and the Committee now had before it two documents of very great importance. A Conference of Governmental Press Bureaux and Representatives of the Press had been held at Copenhagen, and that Conference had arrived at certain important resolutions. In addition, the various Press Associations had been circularised by the Secretariat, and a number of replies received, particularly from the International Association of Journalists accredited to the League of Nations and the International Federation of Journalists, as well as from Press Associations in sixteen different countries.

From these replies certain broad results emerged. In the first place, there was very general agreement that the dissemination of false news—particularly false news of a kind likely to embroil the nations—did in effect do a very great deal of harm, and constituted a real danger to peace.

The second thing which these documents revealed was the practically universal dislike on the part of all responsible journalists to any increase in Government control of the Press. That point was very strongly urged in a number of the replies received, and nowhere more strongly than by the International Federation of Journalists which said: " Journalists reject the intervention of any disciplinary authority whatsoever, apart from that set up by themselves for dealing with such cases ". Such was the line taken by pressmen all over the world, and he personally agreed with it. The objection was not only to Government control, but to all outside control of the Press. The document sent in by the journalists accredited to the League emphasised over and over again the point that the way to get a good sound Press actuated by the highest motives was, first and foremost, to give the greatest possible freedom to the journalists concerned. All those connected with the Press were agreed on that point. The best remedy for all false and tendentious news was the fullest and freest supply of news. That was put very forcibly in one of the resolutions of the Conference at Copenhagen which said: " One of the most effective means of combating inaccurate information is the rapid spread of accurate and abundant information through the agency of the Press bureaux—Lord Cecil might add, not only through the agency of the Press bureaux, but in every possible way.

Another point, which was made very strongly, was worth the consideration of the Committee, and indeed of public opinion. News, it was pointed out, depended on the cost of the newspapers concerned. The public demanded news for a price which was very far from covering the expense of obtaining that news; and the proprietors of the Press and those connected with it had to consider how that gap between the cost price and the selling-price was to be bridged. It was bridged in several ways. In the first place, by the sale of advertisements. Many advertisements were of course unobjectionable; but, according to the journalists attached to the League, there was a type of advertiser who tried to control the policy and the news published in the paper, and that involved deflection from the true representation of the facts. Secondly, there were subsidies, whether from some organisations or from Governments. That also involved some control and some deflection from the truth of news published in the papers. Finally, there was the phenomenon extremely common and well known in the United Kingdom as elsewhere, of newspapers being bought up by great capitalists with the object, not only of producing a vehicle of news and information of a strictly impartial and objective character, but also of forwarding their private or political interests through the medium of the paper. That again involved diversion from, or distortion of, the truth.

Those were the facts laid before the Committee in very clear—almost brilliant—language, particularly by the International Association of Journalists accredited to the League of Nations; and with this statement of the facts would be found very interesting suggestions as to how the difficulty of bridging the gap between the cost of production and the sale price of the paper could be met.

In the first place, these suggestions referred to the possibility of Governments making news more readily available and cheaper and easier to use. In that connection, Lord Cecil had a suggestion to make. Would it not be possible to use the League wireless station, at any rate during Council meetings or Assemblies, for the dissemination by journalists of the news they desired to communicate cheaply and effectively? If the Committee agreed, he would suggest that it should recommend the Secretariat to look into the matter and, while having regard to legitimate interests which might be in conflict, see what could be done in that direction by way of example, so to speak, to Governments and organisations throughout the world.

A great deal was said in the documents about the evils of indirect payment of the Press—by advertisement, by subsidies—and by other forms of financial control. He himself was satisfied that the claim made by the journalists was justified—namely, that, if they were left full freedom, they would be anxious for every reason to supply good, impartial and, what he might call, " well-

meaning news, and not try to embitter controversies throughout the world. They would be actuated by what he believed were the first words printed by that father of printing, Gutenberg—“*Fiat lux*”.

One Press association made the suggestion that “in the interests of world peace no armaments industry and no business connected therewith should be permitted to be the owner or a newspaper or of a telegraphic agency, or to subsidise directly or indirectly newspapers or telegraphic agencies”. How far that could be carried out was not a matter with which the Committee could deal there and then: but it was a striking indication of how bitterly journalists felt the charge of disseminating false news, and how strongly they believed that the charge should be made, not against them, but against the interests which, in their view, too often controlled the supply of news.

Such cases were no doubt relatively rare. It was exceptional to find on the part of proprietors, advertisers, or those who gave subsidies to the Press, any desire to poison the wells of truth.

It had been suggested that it might be desirable to have an International Association of Newspaper Directors with a view to greater co-operation between the newspapers of the world.

In general, Lord Cecil did not think there was any special action the Committee could take. The question was, in the main, a matter for the national Governments. There was, however, one thing the Committee could do to help. It was very strongly recommended that all meetings of the League and of its committees should be open to the Press. No doubt some of them would be regarded as of insufficient public interest to warrant a report of their proceedings, but that, it was urged, was a matter for the journalists to judge. Full opportunity, it was said, ought to be given to them for gathering news of all kinds in every case where an official body or even an unofficial body of the League was at work.

It was also urged very strongly that there should be a more complete distribution of documents; and it was pointed out, among other things, that, under the regulations of the League, it was left to the Chairmen of committees to decide whether documents should be communicated to the Press before being communicated to the Council or the Assembly. He thought this matter might be brought to the attention of Chairmen, who might be asked to consider more carefully how often they could give this permission for documents to be distributed at an earlier stage than was sometimes the case at present.

If the League really wished to secure the full co-operation of the Press, it must give out more, and not less, information. In this connection, the journalists made a very strong statement as to the importance of the Information Section of the Secretariat and the admirable work it was doing. The following statement was made by the International Association of Journalists accredited to the League of Nations (letter of September 30th, 1932, from their President to the Chairman of the Fourth Committee of the Assembly):

“The League’s Information Section is still easily the best such service that we know of anywhere and in many respects its work is a model for others that are less handicapped than it. We would add that the highest appreciation of its work comes from those of our members who have the widest experience in different countries with governmental and other Press bureaux.”

The establishment of the Court of Honour for Journalists was a matter of great interest. He was sure he was expressing the views of every member of the Committee in tendering their best wishes for its prosperity and success.

To sum up, if it were desired to secure the co-operation of the Press, both positively in support of measures of peace and negatively in the suppression of false and pernicious news, the great thing to do was to foster the healthy growth of journalism. The best means of doing that was to provide more and cheaper news, to enable journalists to work with greater freedom and to fulfil their duties with less outside control and, perhaps, less commercialism. Journalism was an art or a craft of the highest skill; and in this case, as in so many others, the higher the aim, the greater the truth. That was the general conclusion at which Lord Cecil had arrived after a study of the documents before the Committee.

The CHAIRMAN thanked Lord Cecil for having provided so useful a basis of discussion.

The delegates would shortly receive a copy of the correspondence exchanged between the President of the Association of Journalists accredited to the League and the Secretary-General, concerning the discontinuance—as a result of retrenchment—of the posting-up of the Minutes of Committees in the journalists’ hall. This matter had been discussed by the Fourth Committee, which had referred it to the Supervisory Commission. He had just learned that the Supervisory Commission had appointed a special Committee to study the question in the hope that some workable arrangement would be reached in time for the next Assembly, because there was no possibility of re-establishing the former procedure during the present Assembly. This matter, of course,

could not form the subject of any decision or even discussion in the Sixth Committee, but he felt that the delegates of the Sixth Committee should be informed of the course of events.

The Committee now had to consider the Polish delegation's draft resolution.

M. SZUMLAKOWSKI (Poland) said that the Polish Government attached great importance to the collaboration of the Press. It had proved its interest by submitting to the Disarmament Conference a memorandum on moral disarmament in which the present question was accorded considerable prominence. As the delegates were aware, the Disarmament Conference had set up a Committee on Moral Disarmament which had already made satisfactory progress in its work. With regard to the Press, the Polish delegation had submitted to this Committee a draft resolution urging the convening of an international Press conference. The Committee had adopted this resolution as a basis of its discussions.

The Secretary-General's report (document A.31.1932) contained several interesting suggestions from the various Press associations. They threw a new light on this complex problem and proved that it would have to be deeply studied before the anxieties expressed in the League and in the Disarmament Conference could be dispelled.

It could not be denied that a problem of false news existed and that international relations were even disturbed by the propagation of false and biased news. Endeavours must, therefore, be made to discover remedies for this evil, of which journalists were generally not the authors but the victims. This problem arose within the vast framework of the international collaboration of the Press. The remedy could not be supplied by Governments. That was the natural task of journalists themselves, who were best fitted to find the most adequate solution. In fact, it was absolutely necessary that the qualified Press organisations should be left to deal with the problem of false news themselves. The liberty of the Press must in no way be hampered. He was sure that no delegate, by inopportune action, would desire to complicate further the already complex task of journalists. Governments could assist the Press associations by convening an international Press conference, which, he was sure, would give good results.

This was the method indicated by the Committee on Moral Disarmament. Surely it would not be desirable for the Assembly to deal with this question in its turn without taking account of the results achieved by the Disarmament Conference, particularly as the same States were represented in the Assembly as were present at the Conference. The Polish delegation therefore proposed that the discussion, which would doubtless be of great utility from the standpoint of the future work of the Disarmament Conference, should be closed by the adoption of a resolution, the text of which had already been submitted to the delegations and read as follows:

“ Whereas the Assembly has considered the Secretary-General's report on the question of false news and appreciates its highly informative character;

“ Whereas the problem of false news, and, in general, that of the co-operation of the Press in the organisation of peace, form part of the more general problem of moral disarmament;

“ Whereas the Assembly is of opinion that the solution of the problem of moral disarmament so far as concerns the Press can only be effectively sought by journalists themselves, and that it consequently seems desirable that an international Press Conference should be convened at an early date;

“ Whereas the problem of moral disarmament is being exhaustively investigated by the Committee of the Disarmament Conference on Moral Disarmament:

“ The Assembly decides to request the Council of the League of Nations to convey the present resolution, together with the Secretary-General's report and the Minutes of the Sixth Committee, to the Disarmament Conference, and to call the latter's attention to the desirability of an international Press conference. ”

Finally, he had one suggestion to make. It might be desirable to request the Secretariat of the League to communicate to the international Press organisations all the documents on this question submitted to the present Assembly. The latter, by their replies to the Information Section's enquiry, had shown that they attached great importance to the problem and were prepared to co-operate with the League in solving it. It would therefore only be right to keep them informed of the progress of the work.

M. FILLOTI (Roumania) said that the Roumanian delegation had been deeply interested in the results of the Copenhagen Conference of Press bureaux and journalists. The Danish Government was to be congratulated on the initiative it had taken in supplying the delegates of the Assembly with the texts of the resolutions adopted. From the results, it was obvious that a considerable measure of agreement had been reached regarding a whole series of highly commendable principles. As regards practical steps, however, there was a wide divergence of opinion. Two fundamental ideas emerged from the discussion: one was that the surest means of combating false news was to spread the truth. Some proposed direct means to counteract the spreading of false news, while others proposed indirect means to prevent its circulation; a third group held that any action at present would be premature. The second fundamental idea was that there should be no restriction of the liberty of the Press. It was obvious that all these proposals would have to be co-ordinated.

One of the most practical means for assisting the Press at the present time was administrative measures for the reduction of rates. This question should be taken into serious consideration by the various Governments, it being always remembered that the best way to deal with false news was to intensify the dissemination of accurate news. There could be no doubt that the dearness of telephonic and telegraphic communications and the restrictions placed on the use by newspapers of wireless news hampered the spread of adequate information. As regarded Geneva, the complications increased in proportion to the distance which separated that city from the journalist's country. Distant countries, therefore, often experienced difficulty in obtaining sufficient news concerning the League and its activities. Consequently, the space accorded to foreign news was reduced in favour of local news, which led to the over-concentration of public opinion on domestic matters. Any expense incurred by Governments in granting greater facilities would, he thought, be fully compensated by the advantages gained both by themselves and the League.

Many other interesting suggestions had been put forward, such as the desirability of creating an international federation of newspaper publishers, etc. It was clear that a very wide field of possibilities had still to be explored. He had only just now read the Polish delegation's proposal. While agreeing that the question of moral disarmament was of the highest importance, he was not sure that the present question was not of wider scope than moral disarmament itself. He would be prepared to accept the Polish resolution with an amendment to the effect that the documents of the present Assembly should be communicated to the Committee on Moral Disarmament, but at the same time the Secretary-General should be requested to continue the enquiry and submit a report to the next Assembly. He did not think that the present financial situation would permit of the convening of another conference. Or course, if any Government or Governments were prepared—like the Danish Government in the past—to organise such a conference, the decision would undoubtedly be welcomed by all concerned.

Mme. OYARZABAL DE PALENCIA (Spain) said it was clear that the Spanish Government took great interest in this question, since the resolution on the subject submitted in the previous year had been proposed by the Spanish delegation. That delegation had put forward its proposal as a tribute to the Press, which had played so important a part in guiding Spain through a very critical period of her development without complications or any really serious disturbances.

Speaking as a journalist, she could say that the report before the Committee admirably explained all the difficulties which were experienced by this very important profession. Above all, it emphasised the unanimous desire of journalists to be accorded full liberty of action. Possibly, in this connection the Spanish resolution had been misunderstood: the only control on the liberty of the Press which it proposed was a moral control. Any other form of control would not merely be disliked by journalists, but would counteract the beneficial action they could otherwise take. It was an extraordinary fact that at the present time, when narrow industrial interests were so well and ably defended on the least provocation, tremendous problems involving the happiness of millions of men and women were left absolutely at the mercy of petty egoisms and covert propaganda. In all this the chief sufferers were the journalists themselves. One great drawback at present was the existence of so many self-styled journalists. It seemed that at the present time everybody considered himself or herself to be a journalist. Some of these persons were undoubtedly actuated by base considerations which hampered the work of true journalists. True journalists—she could say from experience—invariably sought to state the truth and suffered profoundly when they saw their reports distorted.

Though there were no greater enthusiasts for truth than the journalists themselves, the League must help by reacting against inaccurate news. Journalists knew how deep an impression inaccurate news could produce on the masses. It was enormously important that news should be accurate: better only a little news, better even unpalatable news, than news which was untrue.

The facilities indicated on page 20 of the report (document A.31. 1932) would be of great assistance to the Press, particularly in the case of papers which did not possess great financial resources. It was essential that more documents and information should be made available and all meetings should be open to journalists as Lord Cecil had suggested; but some more definite action was necessary. The Polish delegation's proposal was unacceptable for financial reasons at a time when the League had had to curtail so many of its activities on grounds of economy. Would it not be possible to obtain the desired result by the same method as that which had led to the convening of the Copenhagen Conference? She was prepared to recommend to the Spanish Government that it should consider favourably the possibility of convening such a conference. She had, of course, no mandate from her Government to make this suggestion and was merely stating her personal willingness to raise the point. She was sure, however, that the Spanish Government would consider the possibility with sympathy.

It was the duty of everyone to aid in the dissemination of truth. Even silence bred fear, and semi-silence misunderstanding. Truth dispelled fears and misconceptions and helped to promote that understanding which in turn led to good fellowship.

M. Lucien HUBERT (France) said that he would leave his colleague, M. de Tesson, who directed the foreign political news of one of the most important regional dailies of France, to deal with the technical aspects of the question.

In the first place, he paid a tribute to all the work which had been accomplished, to the excellent report and to the manner in which Lord Cecil has explained and commented on the situation. He agreed with Lord Cecil that all efforts must be based on the entire liberty of the Press. Lord Cecil had shown how such liberty was sometimes menaced by publicity contracts, Government subsidies, etc. Of course, it was for the newspapers to protect themselves against such menaces, but the League could help them by doing its best to counteract false and dangerous news. The antidote for false news was true news. He had no need to insist on that point, which had been sufficiently emphasised by previous speakers. False news had never perhaps been a greater danger to the world than it was to-day; therefore the League must fight it, the Press must aid the League, and the League must aid the Press.

D'Annunzio once dedicated a book to Anatole France in the following terms: "To him whom both error and truth seek equally to beguile". The same might be said of journalists, except that journalists sought for truth, while error sought for them—though it should be remembered that there were some truths which it was not always a good thing to make public. He believed, however, in the force of truth. There was an African proverb which said that, however early in the morning a lie set out, it would be overtaken by truth before the evening. The League should aid journalists in their task and should rely on the journalists themselves to do the rest.

Sir Donald CAMERON (Australia) said that there was no need for him to emphasise the supreme importance to peace of the accuracy and understanding nature of all information of an international character published by the Press. The problem of avoiding the publication of news that might either be false or, even if true, harmful if released at a time of national crisis, was, he was sure, receiving the sympathetic consideration of newspaper proprietors and journalists' associations throughout Australia. Reports received by the Australian Government from Australian journalists' associations showed that the very heavy responsibility of the Press in this matter was fully appreciated. That the danger existed was self-evident. He thought the most effective action would be to bring journalists and newspaper proprietors throughout the world to realise their immense responsibility. It was difficult to say how this result could best be achieved. He felt sure, however, that the subject should not be approached without a close historical investigation of the effect of Press utterances upon national feelings in past crises and the apparent influence of such utterances on the development of those crises. This was a most necessary undertaking if the League was ever, with the assistance of the Press, to ensure that news should not be published if it were false or, if true, harmful.

In considering this question, the fundamental, and, in his opinion, vital principle of the freedom of the Press must always be borne in mind. Any restrictions placed on the Press would eventually prove more harmful than beneficial. The whole question should be approached with very great care. Personally, he did not think that when the League had come to consider the question of the co-operation of the Press in the organisation of peace there had been any suggestion of imposing control on the Press. In such matters, however, co-operation, unless carefully directed into the right channels, not infrequently resulted in control which was tantamount to restriction.

It was perhaps unnecessary to emphasise the inestimable advantage of a free Press. Those advantages were, however, set off by the disadvantage that some journalists or newspaper proprietors endeavoured to seek publicity or profit by the publication of exaggerated or untrue statements, even when such statements might dangerously inflame public opinion. The most effective manner in which such danger could be avoided was the provision of an ample supply of true and accurate information. The end to be attained was a candid and truthful presentation of news of international concern and it could never be attained without the goodwill of newspaper proprietors and journalists themselves. Provided the problem were approached in the right spirit, a great step forward could, with the co-operation of the Press, be achieved in the maintenance of world peace.

M. VALDÉS-MENDEVILLE (Chile) said that it was obvious that the Chilean Government fully approved the efforts being made to secure the co-operation of the Press in the organisation of peace, since, in 1925, the Chilean delegation had been the first to raise the whole question. At that time the proposal had perhaps seemed to be Utopian. Time had been necessary to allow the question to mature.

The first result of the proposal had been the Press Conference of 1927. The question had since then entered into a second stage. The third stage would begin with M. de Tesson's proposals, which the Committee would discuss later. The importance of the first stage should not, however, be minimised. Many of the recommendations of the 1927 Conference had been carried out, while others were in process of execution; for instance, the Madrid Conference for the Revision of the International Telegraph Convention including the proposal to institute urgent Press telegrams and a deferred Press telegram service.



He fully agreed with Lord Cecil's remarks and believed that in the work of co-ordination the full liberty of the Press must be guaranteed. He hoped that the Press would be able to take spontaneous decisions which would help the matter forward. He would quote the instance of one very small country whose Press had proposed that the International Press Organisations should give a definite undertaking to help. That country, Honduras, had, in another sphere, given an excellent example of conciliation by submitting a very important frontier question with her neighbour Guatemala to arbitration.

He reserved the right to study later the Polish delegation's very interesting proposal, in the light of its various aspects and possible consequences.

M. ANDRITCH (Yugoslavia) said that he had, as his country's representative on the Committee on Moral Disarmament and its Press Sub-Committee, on several occasions expressed his Government's opinion on the question now under discussion. He need, therefore, merely state that he fully shared the views set out in the Polish delegation's draft resolution. Knowing only too well the dire effects of false news on public opinion, the Yugoslav delegation felt that States should do everything in their power to suppress and combat such news. The campaign, however, could only be carried on with the help of journalists themselves. The only effective action against the newspapers was that undertaken by the Press itself. The Yugoslav delegation shared Lord Cecil's view that all the League's work should be open and accessible as far as possible to Press representatives. Such a policy would be beneficial to all countries and the League itself.

M. DE MARSANICH (Italy) pointed out that the dissemination of false news was not necessarily, as the Empire Press Union had observed, a matter for international action. The remedy might lie in the better education of the public in international affairs. It was necessary to establish much closer contact between the Press and Government Press bureaux by means of more frequent conferences. Stress should be laid on the personal responsibility of journalists. Only trustworthy persons of highest repute should be allowed to engage in the profession. There ought, in every country, to be official registers of journalists such as existed in the case of the legal, medical and other professions. A necessary balance must be struck between the freedom of the Press on the one hand and its responsibility on the other. Liberty had no meaning unless it was counter-balanced by responsibility.

He entirely agreed that the Minutes of the present discussion should be communicated to the Disarmament Conference.

M. DE TESSAN (France) had read most carefully the excellent report submitted by Mr. Clarence Streit on behalf of the International Association of Journalists accredited to the League of Nations, and had listened no less carefully to the observations submitted on the subject by Lord Cecil and other speakers. All through the discussion, however, in which so much had been said about "false information" and its pernicious effects on the various sections of world opinion, no one, so far as he was aware, had explained exactly what was meant by "false information". The supplying of information was an extremely delicate task, since the elements of that information were often fluid and ephemeral and essentially non-stable in character. At what precise point could it be said that news was absolutely correct? News that was true in the morning might be false in the evening, or *vice versa*. A rumour, for instance, that was at first indignantly denounced, might become an article of faith. A journalist working under difficult conditions in the midst of political and diplomatic offensives and counter-offensives found it very difficult to discriminate. He did his best.

M. de Tesson had never known any professional journalist worthy of the name who had deliberately invented a piece of news or published information such as to lead to catastrophic results. When a journalist made a mistake, it was generally because he had been misled himself or because influences brought into play later had distorted the whole affair. M. de Tesson did not deny that there were tendentious campaigns, that pressure was brought to bear on public opinion through the intermediary of the Press, or that there were ways of giving this or that piece of news exaggerated importance by means of the head-lines and typographical lay-out of the paper. There thus existed the possibility of doing a great deal of harm, of arousing passions, of irritating people's minds instead of rounding off the angles and working for mutual comprehension as the spirit of the League demanded. To assert the contrary would be to refuse the Press the influence it enjoyed in varying degrees in different countries. But here again it was not a question of false information unscrupulously manufactured in the interests of some particular cause, but rather of misleading propaganda injurious to good understanding between the peoples.

How then could journalists and correspondents be enabled—so far as that was humanly possible—to avoid the mistakes and to cope with the drawbacks of incomplete information or news that might tend to unsettle people? That was a point which M. de Tesson would like briefly to consider. In his view, the possibilities of improvement were of two kinds—mechanical and moral. Journalists must be given assistance in the exercise of their profession, by facilitating all electrical means of transmitting news, particularly by reducing the telephone, telegraph, cable and wireless rates for long distances. They must be enabled to travel about easily and more cheaply in the pursuit of their enquiries. They should be given access, without irritating formalities, to all means of land and air transport to enable them to carry out their task with the necessary rapidity.

Mr. Clarence Streit's report contained some excellent suggestions on this subject. He suggested—with a view to assisting the distribution of newspapers and giving the Press access

to a larger public, especially in countries suffering from the economic crisis—the reduction of Customs duties on newsprint paper, ink and machinery.

He would add that if such privileges were accorded to the Press, it was not only the newspaper owners or companies that must benefit by them. It was only right that the position of the journalists within the organisation itself should be improved and consolidated. It was for this that the trade unions were fighting. They demanded a better status, adequate pensions and more definite guarantees. Here at Geneva the word "security" was being much discussed. M. de Tesson felt sure he could say without offending anyone, certainly not any technical member of the Press, that journalists were in need of security. In many places, they were not paid as they should be; they could not look forward to a comfortable old age; they did not possess a status such as to protect them adequately or enhance their professional prestige. In order to have good journalists, in order to build up a sound journalistic profession and raise the standard of the recruits, the necessary financial sacrifices must be made. Journalists were anxious that their profession should be in every sense of the word a *liberal* profession, with the material and intellectual independence which that implied.

Lord Cecil had just put before the Committee the ideal of a Press entirely free from pressure. M. de Tesson agreed with him most heartily. But it was rare, in the present day, to find newspapers edited, controlled or owned by pure journalists. Coalitions of interests often weighed on newspapers, or magnates acquired control, preoccupied with their own particular interests rather than those of the general public. It might even happen that in whole regions the Press was in the hands of a trust or was simply a cog in a higher organisation. When the freedom of the Press was thus threatened, it was for the people in every country who still preserved their feeling of independence to react and break down those various coalitions which stifled the spirit of criticism and smothered free discussion. To a Frenchman, the freedom of the Press was an inalienable democratic principle. They rejected the idea of censorship in any form. One of the great French polemical writers said: "You cannot kill ideas with a gun". M. de Tesson would add: "Neither can you eliminate them with a pair of scissors". The clash of ideas, it had been said, produced the spark of vision. These generous clashes of ideas must be allowed to occur, and nothing must prevent them.

Further, Governments should supply journalists with entirely objective documentary material and should not seek to influence them, according to their immediate views, by giving them incomplete information. There would be less false news in the world if the Press bureaux were more careful to supply only impartial information, and if persons not holding any actual office but responsible, in point of fact, for the propaganda of this or that State, refrained from giving journalists suggestions in keeping with their own particular wishes. It would be seen how difficult it was for professional journalists to keep a clear head in their work and to insist upon their right of independent judgment.

M. de Tesson would now consider another aspect of the problem. To encourage the release of accurate news was excellent. To give the Press the material means to inform the world without delay was also an excellent idea. But how was it possible to cope with one weapon which was more terrible than all the rest—namely, silence? There were, in truth, regular conspiracies of silence. Useful news was systematically eliminated. Certain problems were jealously kept beyond the reach of discussion. No matter from whence the *mot d'ordre* emanated, silence was reprehensible. To know the truth and not to spread it was worse than to manufacture tendentious news or carelessly to spread abroad a piece of false information. In that last case there was always the possibility of a denial, to act as an antidote for the effects of the poison of noxious information. But what weapon could be used when news which might enlighten public opinion was not allowed to penetrate, news which would permit of contrary views being heard, news which would result in a more rational outlook? Silence constituted the most redoubtable, the most deadly tactical means at the disposal of anyone fighting to prevent *rapprochement* between the peoples.

Whatever the difficulties of the task, the Press must be allowed to co-operate in the work of moral disarmament and the organisation of peace. A number of practical means had been suggested with a view to informing the public more fully, with a view to strengthening the prestige of journalists and promoting the independence of the Press. But the education of the newspaper-reading masses did not depend on the Press alone. Their education might be supplemented by means of the instruments of intellectual co-operation at the disposal of the League. What was being done in the matter of the education of the people—wireless, the cinema—gave ground for hope that the masses would gradually become more enlightened and better prepared to defend their own interests, for which the essential requirement was peace. Intellectual co-operation, as M. de Tesson had already explained, was closely linked up with the action of the Press. The more intelligent readers there were in the world, the more important the rôle newspapers would be called upon to play. The more independent newspapers were, the more effective would that rôle be. Mankind would have everything to gain by this double progression, and there would be cause for real satisfaction when the readers of the important daily papers were in a position to exercise intellectual censorship—the only kind of censorship that really counted—to interpret news accurately, to understand all that the Press told them and even, if necessary, all that it did not tell them.

*The continuation of the discussion was adjourned to the next meeting.*

## NINTH MEETING.

*Held on Saturday, October 8th, 1932, at 10.30 a.m.*

*Chairman: M. LANGE (Norway).*

### **Co-operation of the Press in the Organisation of Peace** (*continuation*).

M. VON WEIZSÄCKER (Germany) associated himself with the excellent speeches made during the previous discussion. He was able to do so the more easily because his country was in favour of any measures by which the unfortunate results of the transmission of false news might be overcome.

He concluded from the documents communicated to the members of the Committee that journalists cared for nothing so much as the truth, and nothing cost them so much as the truth. Obviously, facilities of all kinds which might be offered to journalists, such as a reduction in the cost of transmission, would facilitate the campaign against false news. This campaign would be the more efficacious if a large number of journalists could obtain information by their own means. He observed that the chief questions involved were to be found in the agenda of the World Telegraphic Conference, which was at present meeting in Madrid, and the Wireless Conference.

He pointed out that the cost of Press communications had already been reduced by 10 per cent during recent years. In addition, certain special facilities had already been granted: the transmission of Press telegrams was no longer restricted to certain hours, telephonic communications from journalists had priority without additional charge, etc. The German delegate stated that he had just learnt with pleasure that the Madrid Conference was about to decide that urgent Press telegrams should also be accorded a reduced tariff. That was one more step in the right direction.

The German delegate considered the Spanish delegate's proposal to convene a new Conference similar to the Copenhagen Conference both useful and practical, and would be particularly glad if this Conference could meet in Madrid. International journalist's organisations, such as the International Federation of Journalists and the International Association of Journalists accredited to the League, might consider how technical developments could be utilised to facilitate the work of journalists. Efficacious contact between the Press and the League of Nations would be furthered if the latter association made suggestions as to how the dissemination of false news could be prevented. The spirit prevailing in that association would undoubtedly ensure the utility of such collaboration, and enable further progress to be made.

M. PAPADAKIS (Greece) emphasised the importance which his country attached to the problem of the co-operation of the Press in the organisation of peace, and especially to the question of the dissemination of false news. It had expressed its interest at the time of the Copenhagen Conference, when the Greek delegate had submitted a draft resolution recommending close international co-operation between official, semi-official, and private bodies or persons who could help to prevent the spreading of false news. The events which had occurred in the past year in Cyprus had given the Greek Government an opportunity to take steps which showed that its anxiety to safeguard the truth was not merely theoretical. Many misunderstandings had been prevented by these measures, and considerable undesirable friction had been avoided. Greece had also recently enacted legal provisions imposing very heavy sanctions on attempts to defame foreign Governments. These provisions had been applied in a recent case, and, as a result, public opinion in a neighbouring country had been given satisfaction. The Greek delegate desired to explain, however, that it had rarely been necessary to apply the provisions in question, for the Greek Press had already a profound realisation of the contribution it was called upon to make in moral disarmament.

The Greek delegate thought that, in view of the very interesting suggestions which the journalists' associations had themselves submitted to the League, those associations should be thanked for their co-operation and sincerity. M. Papadakis firmly believed that the programme of reform which these associations had proposed should be studied carefully, although some of its features might perhaps appear rather bold, such as the idea of making newspapers a public undertaking, part of the cost being borne by the State budget. In spite of appearances, several of the proposals were logical and realisable.

The Greek Government had already extended to journalists many facilities, including transport, communications, reduction of Customs duties on paper for newspapers, etc. Material pressure on newspapers was becoming more and more rare in Greece.

It must also be remembered that, when in certain States the Press was subject to regulations compelling it to keep silence on certain questions, that might be due to temporary circumstances; this method might have been applied as an experiment to a Press which sometimes became too violent, and might be part of a system necessitated by the special situation of a particular nation. Care must be taken not to attack the sovereignty of States. M. Papadakis pointed out, in this connection, that, in his country, the Press had complete liberty.

Finally, the Greek delegate stated that he shared the Spanish delegate's doubts as to whether it would be possible for the journalists themselves to organise a new Press Conference in the present circumstances. If Mme. Oyarzabal de Palencia's appeal to her Government were successful, the League would have still more reason to be grateful to the Spanish Republic.

*(At the Chairman's request, M. Valdés-Mendeville, Vice-Chairman, took the chair.)*

M. LANGE (Norway) wished to say, in his capacity as Norwegian delegate, that he had read document A.31.1932 which had been submitted to the Commission with the greatest interest. He had been particularly impressed by the introductory letter from Mr. Streit, President of the International Association of Journalists accredited to the League. The whole document was, in his view, one of the most noteworthy that he had ever read since he had attended the Assembly's proceedings as a delegate.

There was plainly one fundamental condition which must exist if the Press was to carry out its true function of giving expression to all the shades of opinion in any country. That condition was that the Press must be really independent. It could not make use of the liberty granted it by law unless it was independent in every sense of the word.

He would recall Mr. Gladstone's statement that all the liberties existing in a country could be suppressed without any great danger so long as the liberty of the Press was preserved. That was a profound truth. For this reason the particular problem under consideration by the Sixth Committee was, in reality, only one factor of a far wider problem—namely, the independence of the Press. The Sixth Committee was not asked to find a solution for this latter issue. It might, however, include among its conclusions certain suggestions as to ways and means of mitigating the evil. It was true that the position of the Press differed in the different countries. It was only one factor in the general situation, but it would be remarked that the Press exercised greater influence in countries where it was independent.

M. Lange had always admired the way in which the British Press devoted a large amount of space to letters to the Editor. Under that system, dissentient opinions found free opportunity of expression, and it should be followed generally. True, it would be illusory to imagine that public opinion in all its shades was favourable to peace. He, however, found satisfaction in that fact when he considered that no great cause had triumphed without passing through the ordeal of public discussion and free criticism on the part of its opponents.

M. Lange favoured the method of consulting the heads of the official Press bureaux in the different countries, but he would like the journalists themselves to be consulted as well. He had been glad to hear various speakers endorse Mr. Streit's suggestion in that connection. He considered that the Press might, to a certain extent, be regarded as a public utility undertaking, part of the cost of which should be borne by the State. Further, the profession of journalism should be endowed with a charter. This would engender a feeling of its responsibility, more particularly for truth and justice.

Viscount CECIL OF CHELWOOD (United Kingdom), Rapporteur, noted with satisfaction that no criticism had been made against the considerations he had offered at the previous meeting. He accordingly concluded that his statement had been accepted in its general outlines.

He agreed with the Norwegian delegate that his remarks covered only part of the general problem of the Press. The Sixth Committee was not the place to deal with these general questions, which must nevertheless be borne in mind.

The United Kingdom was not the only country in which the Press published letters to the Editor, as M. Lange had said. Nevertheless, such letters did provide a very useful safety valve for public opinion.

The Rapporteur had listened with interest to M. de Tesson's remark to the effect that no mention had been made during the debates of the fact that silence might cause an impression no less incorrect than that due to the use of any particular words. It must, however, be admitted that it was very difficult to make people speak when they did not wish to do so.

Two salient points in the discussion were the independence of the Press and the facilities to be given to newspapers to enable them to obtain news more easily. Those were the two main conditions for the real liberty of the Press, and they were therefore the two points to be drawn more particularly to the Assembly's notice.

The Rapporteur would mention in his report the Spanish delegate's suggestion. The carrying out of that proposal would obviously depend to some extent on the Spanish Government's goodwill, on which the League could, of course, rely.

He considered that the proposed Conference might usefully examine certain practical methods for giving effect to the general ideas advanced during the present discussion. He would take account in the report, after consulting the Polish delegation, of the substance of the latter's resolution.

*(The general discussion was declared closed.)*

TENTH MEETING.

*Held on Monday, October 10th, 1932, at 5 p.m.*

*Chairman: M. LANGE (Norway).*

**Co-operation of the Press in the Organisation of Peace (continuation).**

Viscount CECIL OF CHELWOOD (United Kingdom), Rapporteur, read his draft report and resolution.

M. SZUMLAKOWSKI (Poland) accepted, on behalf of the Polish delegation, the draft report and resolution submitted by the Rapporteur.

M. DE TESSAN (France) thanked the Rapporteur for his impartiality and the masterly way in which he had summarised the Committee's discussions. On behalf of the French delegation, he associated himself entirely with the draft resolution, and expressed the hope that the Press Conference, which it was proposed to convene at Madrid, would take place as soon as possible.

Mme. OYARZABAL DE PALENCIA (Spain) also thanked the Rapporteur, whom she congratulated on the lucidity of his report. She hoped that the Madrid Conference would meet and examine the two principal points mentioned in Lord Cecil's report.

*The report and draft resolution were adopted.*

**Co-operation of the Press in the Organisation of Peace: Appointment of a Rapporteur to the Assembly.**

The CHAIRMAN requested Lord Cecil to submit the report to the Assembly.

Viscount CECIL OF CHELWOOD (United Kingdom) accepted the Chairman's suggestion and paid a tribute to the help he had received from the Committee and the Secretariat.

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III.

**EXTRACT FROM THE MINUTES OF THE NINTH PLENARY MEETING  
OF THE THIRTEENTH ORDINARY SESSION OF THE ASSEMBLY.**

*Tuesday, October 11th, 1932, at 10.30 a.m.*

*President: M. POLITIS.*

**Co-operation of the Press in the Organisation of Peace: Report of the Sixth Committee:  
Resolution.**

The PRESIDENT:

*Translation:* The next item on the agenda is the discussion of the Sixth Committee's report on the co-operation of the Press in the organisation of peace (document A.59.1932, Annex 14).

*(On the invitation of the President, Dr. Lange, Chairman of the Sixth Committee, and Viscount Cecil of Chelwood, Rapporteur, took their places on the platform.)*

The PRESIDENT:

*Translation:* Viscount Cecil of Chelwood, Rapporteur, will address the Assembly.

Viscount CECIL OF CHELWOOD (United Kingdom), Rapporteur. — The subject that I have to bring before the Assembly is one, I think, which will be recognised to be of considerable importance—the co-operation of the Press in the organisation of peace. It is a very old observation in these Assemblies that public opinion is the life-blood of the League of Nations, and if that is so, it is of the greatest possible importance that that life-blood should be kept pure and abundant. The co-operation of the Press is absolutely essential if that object is to be secured.

I do not think that the Sixth Committee was of opinion that the danger of actual false news being disseminated by the Press was, in practice, a serious one. That it may sometimes have happened is no doubt true, but the general sentiment expressed in the Committee was that, if it did happen, it happened very rarely, and that it was not the chief danger to be feared.

What was felt was that, quite apart from actually false news, there was a danger of news being distorted; perhaps an even greater danger—as was pointed out by one of the members of the Committee, a member of the French delegation—was the suppression of news. He pointed out, and I think we all agreed with him, that the suppression of news might be just as harmful to the object we have in view—the formation of a sound and vigorous public opinion on these questions—and just as disastrous as the distortion or even the invention of news. That was our sentiment, and we felt the matter to be one of considerable gravity; but we also felt that the remedy was not to be found in some measure of coercion.

In the first place, it was felt that it would be almost impossible to devise any measure of coercion against the suppression of news, and there was a very general feeling that any encouragement to Governments to interfere with the freedom of the Press, even with the best intentions, was probably a grave mistake. There was absolute unanimity amongst those associations which had been consulted—associations of journalists and those connected with the Press—that any interference by Governments was certain to do more harm than good. It is, of course, quite a different matter if journalists themselves choose to take measures for raising the tone or suppressing the evils that may arise in the exercise of their calling, and in that connection we had before us a very interesting experiment—the creation of a Journalists' Court of Honour; but on that matter the Committee did not feel that it was either desirable or practicable for it to express an opinion. In its view, this was entirely a matter which must be left in the hands of the journalists themselves.

The Committee felt that journalism might be and should be, as far as possible, freed from outside control, whether that control was exercised commercially or officially. It considered very strongly that freedom in the exercise of their calling was both desirable from the point of view of the journalists and still more desirable from the point of view of their co-operation in the cause of peace.

The Committee believed that this was likely, not only to promote a free and good supply of news, but also to assist journalists to raise the status of their profession to the height which it ought certainly to occupy as one of the great professions of the world.

Further, the Committee thought that the measure of freeing the Press from outside control was one which should be carried out partly by the Press itself and partly by the nations, if there was an opportunity for national intervention. This is not a matter in regard to which the League itself could usefully take any action, but in another sphere it was thought that the League might do something to help. The Sixth Committee felt very strongly that the great remedy for any evils that might threaten journalism, and consequently journalistic co-operation, was a free and full supply of news. It believed that that was the best remedy for all these difficulties, whether the dangers to be fought were distortion or suppression. It believed that the freeing of news, making good and true news more easily available, would itself combat the less pure sources of news that might exist. The Committee therefore recommends very strongly the increase of publicity in every way. The League should take pains to hold all its meetings in public, not only the meetings of the Assembly, the Council, and the principal Committees, but also all other meetings. The Committee considered that the greater the publicity the greater would be the purity of the news flowing from those meetings.

It was also felt that, where possible, documents relating to those meetings should be distributed as early and as fully as possible, and the Committee recommends strongly that the Secretariat, through its Information Section, should continue to do its utmost to make all League news readily and easily available to the Press.

Again, the Committee thought that something might perhaps be done—as regards the method, it expressed no very definite opinion, in the absence of further information—towards cheapening the supply of news. Some of those who were consulted by the Committee emphasised very strongly that one of the great difficulties of the Press was that the price of the newspaper by no means compensated for the cost of obtaining its contents and that anything that could be done to cheapen the cost of output of the paper would be an advantage, not only from the point of view of the Press, but also from that of the purity of the news, since it would diminish the necessity of obtaining financial resources from other directions. The Committee therefore recommends that everything possible should be done to cheapen news, though, so far as the League was concerned, it could only suggest that the matter should be examined. The League has recently established a great wireless station; the Committee therefore thought it might be worth while to examine—and it urged the Secretariat to do so—whether through the machinery of that wireless station the output of news could be cheapened.

It further recommended that consultations should, if possible, continue on this subject and it finally requested the Secretary-General to keep in touch with all the movements in this field and to report to the next Assembly on any further developments.

I will now read the resolution which is to be found at the end of the report.

*The Assembly:*

1. *Expresses its gratitude to the international and national Press organisations for their views upon the problem of preventing "the spread of false information which may threaten the peace of the world and the good understanding between nations";*

2. Expresses its thanks to the Danish Government for summoning in January 1932 at Copenhagen a Conference of Governmental Press Bureaux and representatives of the Press, and notes with great interest the resolution adopted by that Conference;
3. Trusts that, at a further conference organised on similar lines to the Copenhagen Conference, definite proposals may be made to give effect to some of the principal suggestions already made regarding, in particular, the necessity of a greater abundance of accurate information, of true freedom of the Press, and of co-operation between the Press organisations of various countries;
4. Advocates the fullest possible publicity for League meetings;
5. Commends to the sympathetic consideration of the Chairmen of all Committees of the League of Nations the earlier and more complete distribution of documents;
6. Desires that the Secretariat should continue to devote its attention to the development by all the means at its disposal of the swift supply to the Press of the fullest possible information concerning the work of the League of Nations;
7. Invites the Council to consider the possibilities of affording to journalists cheap facilities for communicating to their newspapers information through the League wireless station, due regard being paid to interests affected;
8. Requests the Secretary-General to communicate to the Press organisations consulted and to the Disarmament Conference this resolution, together with the Minutes of the Sixth Committee, and to report to the next Assembly on any further developments which may arise.

The PRESIDENT:

*Translation:* If no one else wishes to speak, I shall regard the draft resolution submitted by the Sixth Committee as adopted.

*The draft resolution was adopted.*

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#### IV.

### ANNEX TO THE MINUTES OF THE SIXTH COMMISSION: REPLIES FROM PRESS ORGANISATIONS TO THE ENQUIRY INTO THE "SPREAD OF FALSE INFORMATION WHICH MAY THREATEN TO DISTURB THE PEACE OF THE WORLD AND THE GOOD UNDERSTANDING BETWEEN NATIONS".<sup>1</sup>

*Note by the Secretary-General.*

To give effect to the resolution adopted by the Assembly on September 24th, 1931, regarding the co-operation of the Press in the organisation of peace, the Council, at its meeting on September 29th, requested the Secretary-General to consult the Press organisations previously approached when preparations were being made for the 1927 Press Conference, and such Press organisations as might regard themselves as interested.

The object of this consultation was to collect material emanating from the Press itself on the delicate question of the "spread of false information which may threaten to disturb the peace or the good understanding between nations".

A circular letter was accordingly sent to sixty-four countries,<sup>2</sup> and directly reached more than 130 Press organisations. During the summer, replies were received by the Secretariat from important international Press organisations and from national organisations in sixteen countries.

The present document contains the replies received by the Secretariat down to August 25th, from:

#### *International Organisations:*

International Association of Journalists accredited to the League of Nations;  
International Federation of Journalists.

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<sup>1</sup> Document A.31.1932.

<sup>2</sup> Abyssinia, Afghanistan, Albania, Argentine, Australia, Austria, Belgium, Bolivia, Brazil, the United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hejaz, Honduras, Hungary, India, Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Persia, Peru, Poland, Portugal, Roumania, Salvador, Siam, South Africa, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, United States of America, Uruguay, Venezuela, Yugoslavia.

*Other Organisations :*

Australia  
Austria  
United Kingdom  
Denmark  
France  
Greece

Honduras  
Hungary  
Italy  
Netherlands  
New Zealand

Poland  
Roumania  
Sweden  
Switzerland  
Turkey

I. INTERNATIONAL ASSOCIATION OF JOURNALISTS ACCREDITED TO THE LEAGUE OF NATIONS.

Geneva, July 26th, 1932.

Error is the chosen enemy of the journalist. The Press since it began—*fiat lux* were the first words ever printed—has unrelentingly fought false news. Always we journalists have had to fight for accuracy against heavy odds. Our own human proneness to err has been only one of the obstacles confronting us. We have against us too the speed with which the news must be gathered, written, transmitted, edited, put in type, printed and distributed. Every item we write must, before it reaches the reader, go through many machines and the hands and mentalities of many men unknown to each other, often speaking different languages.

Frequently, we have against us our human sources of news. Many of these fall into two classes of interchanging membership: those desiring to keep us from knowing or publishing news whose publication they consider to be against their interests, and those desiring to get us to publish something partly or entirely false whose publication would help them.

At the other end, we have against us a large group of readers, its membership depending on the item, who are so tender-minded that they cannot see the truth on certain things and still buy the purveyor of it. Moreover, the hasty way in which most readers read the news exposes us especially to the danger all writers run of some or all of their readers getting from their words a false meaning or conclusion quite unintended.

Through all this, we are beset always by a tremendous difficulty that handicaps no other profession or business. It is this. The news, although it is an extremely costly thing to gather and distribute—and the more accurate, the more costly—is the one necessity for which no one anywhere is willing to pay anywhere near what it costs to produce. There is not one newspaper that can live on what its readers are willing to pay for it. To exist, all newspapers are forced to supplement their income from circulation by selling advertising or by receiving allowable or non-allowable subsidies, or by all combined. Only in the newspaper do people anywhere still believe that they can get something for nothing—and that something is the most precious of things, the truth, and the truth almost instantaneously.

Always against great odds, we of the Press have had to fight for accuracy, and always alone, in the sense that we have never had any other organised group upon whom we could always count as an ally. We have found allies, but always with a fluctuating coalition composed mostly of those who had deserted yesterday and those who will desert to-morrow, we have had to manoeuvre against our powerful enemy. If A wants to know the truth about item X, there is B who wants to suppress it and know the truth about item Y which A is seeking to distort. The only man whom one can count on always not only to want to know items X, Y and Z, but to tell all he knows about them to A, B, C and as many others as he can interest, is the journalist.

It should be evident now that our Association welcomes any ally and anything that may honourably and effectively aid the journalist in his fight against the false.

We are very gratified to see the Council interesting itself in one phase of this question, and it is with thanks for the privilege that we answer its kind invitation to express our views on "the delicate problem of the dissemination of false news liable to trouble the maintenance of peace and understanding among peoples". We shall go into what we are convinced are the roots of that problem and we shall suggest how we think it can be solved. First, however, we must clear the ground.

To begin with, we would point out that false news may be disseminated by means other than the Press. Of these we shall mention only two. One is news spread from ear to mouth, the talk of the town, gossip, public rumour. What the Press has done in counteracting such false news is well known. The other might be called, or grouped under the name of, "secret official intelligence reports". Their anonymous authors have little but their imaginations to restrain them. Spies can vent their spite against any public man or journalist safe in the knowledge that they are beyond reach of libel laws and that their victim will never know just what or who is poisoning him. We journalists who are accustomed to doing our work in the open find this other system abominable, and those of us who have had occasion to see how these secret dossiers are produced, or have seen some of their contents, find the credence given them a tribute to the power of glamour and a measure of gullibility. We trust the Council in its investigation will not overlook so mischievous a means of spreading and perpetuating false news as the spy service.

Above all, we must make it clear at the outset that we cannot limit the question of false news in the way the Council has done. We are concerned with false news not because of the effect it may have, but because it is false. We have



no objection to confining ourselves, in the small degree to which it is possible, to one phase of the vast problem of false news. but, for us, that phase must be the problem of false news concerning or affecting international relations—not false news liable to have either a bad or a good effect on those relations.

It is true that, in practice, the individual journalist may be influenced to some extent by considerations of the possible good or bad effect of the publication of a given item of news. The point is that we oppose any attempt to set up any general ethical rule for all to follow for ever.

We would point out, incidentally, that false news may be helpful as well as harmful to peace, and that, in international as in personal relations, the truth may harm as well as help good understanding. In our experience nothing, indeed, is so disturbing or trouble-making as the truth. The victim of false news can at least enjoy the satisfaction of self-pity, outraged innocence and all the other pleasures of honest martyrdom. But when the truth hurts, it hurts doubly, for then one can deny it only by lying himself, and there is no inner consolation in that.

On the other hand, it would seem that only the theory that false news will do less harm to peace than the truth could justify the secrecy in which the Council and the Assembly's Committee of Nineteen have often dealt with the Sino-Japanese conflict, for to prevent journalists from themselves hearing meetings upon which they must report is certainly to help disseminate inaccurate news.

The publicity policy which the League has followed in this conflict has been such, indeed, as to bring out clearly the profound difference between those who are concerned with the effect of news and ourselves, who are concerned with its accuracy. On one day, the Council would be doing all it could to keep the truth about its deliberations from being published, on the ground that this was serving the cause of peace; the next day, it would meet in public in an effort to gain the same peaceful end by bringing public pressure on one or both the parties.

This attitude considers the Press not as a medium of information for everyone, but as a weapon or, at best, a sort of searchlight to turn on or off, and this way and that way, as suits policy. It is all too common an attitude. Nearly every powerful body wants to control the Press in this way. However noble the motive and high-minded its executor, nothing, we believe, is more dangerous to the general interest. Had those who believed that the way to the same ideal of peace lay in openly preparing for war (instead of in meeting secretly) completely controlled the Press, none of the facts that have led the world now to believe that the way to war is to prepare for war would ever have been printed.

The individual interest may be injured by publication of certain facts, but that is nothing to the injury it would suffer if all the news that injured somebody's interests were suppressed. The facts that each is interested in getting in his newspaper are infinitely greater than those he is interested in preventing others from getting there. The general interest demands that the facts on everything be at the disposition of everyone. It demands that nobody shall be empowered to sit over the Press and say: This fact shall be published because we believe it would do good, and this fact shall be suppressed because we believe it would do harm. The general interest demands that the newspaper shall be free to print the news, without fear or favour, and let the chips fall where they may. We ask nothing better. When Gutenberg began to print, he began by printing without adjective or adverb: *Fiat lux*. This Association stands to-day where the Press has ever stood, for everlasting daylight on everything and for everyone.

*The Nature of the Problem.* — Before the solution of the problem of false news is considered, the nature of the problem we are dealing with needs to be made clearer. To avoid confusion on one side, it must be kept in mind that the newspaper has two functions—first, to report the news and, secondly, to give its opinion thereon. We are concerned here, naturally, only with its primary informative function. The problem is one of false news, and not the far more delicate one of whether the journalist's comment on the news is sound or unsound, good or bad. The best way to improve the soundness of the comment is, of course, to improve the accuracy of the news; for, although unsound conclusions may be drawn from facts, it is far less likely that sound conclusions will be drawn from unsound premises. We are directly concerned now, however, only with the quality of the premises the newspaper gives the world, not of the conclusions it draws from them itself.

Secondly, false news may be of various kinds. Some would classify it as to whether it was intentional or unintentional and deal with it accordingly. We doubt the wisdom of approaching the problem in this way, for this road is sown with pitfalls, especially if one starts with the Council's purpose of considering false news from the standpoint of its effect on international relations. An unintentional error may do far more harm than an intentional one; the latter may be judged excusable or even praiseworthy, and the former inexcusable or a criminal blunder. It depends entirely upon the case and the judge. What impresses us far more, however, is, first, the difficulty, not to say impossibility, of devising any means of determining justly whether error was intentional or unintentional, excusable or inexcusable, or what not, in the specific cases where such knowledge would be most important, and, secondly, the dangers involved in any attempt to establish machinery for thus sifting all cases.

This is not merely because few laymen seem to realise how manifold are the possibilities of honest error in the news. There is another factor which especially complicates the very phase of the problem—news on international relations—with which the Council is most concerned. The journalist may get the truth on many things, particularly in this field, only if his source is confident that the journalist, come what may, will not reveal the name of his source. It has therefore become the unwritten rule among reputable journalists never to tell who gave them their news, if by so doing they may injure their source.

This code of professional secrecy obviously tends to transfer from the source to the journalist the responsibility, as far as the public is concerned, for the news published through it. It exposes the journalist, moreover, to having his

good faith imposed on by the source, and, unfortunately, this all too frequently occurs. The practice always necessarily involves risk for the journalist, since it is only when it is more or less dangerous to tell the truth or when it is desired to spread with impunity false news that a source does not want to be known.

The journalist is not without his own means of protection against imposition. His memory of those who have taken advantage of his faith in them is long, and his *esprit de corps* such that the news source who imposes on one journalist thereby quickly attains among other journalists the reputation of being untrustworthy or worse, while the good name of those whose honesty and soundness have been proved by experience spreads as rapidly in our profession.

Naturally, the journalist much prefers for his sources to take themselves the responsibility for what they give him, and we take this occasion to urge statesmen in particular to allow themselves to be quoted more often.

But where it is necessary in order to report the news, the journalist will always remain willing to run the risks his code of secrecy involves for him and to decide himself in each case how far it is safe for him to trust in the good faith of his informant and how much of what he thus learns he will take the responsibility of reporting. Much of the important news on international relations reaches the public and, as things now stand, can reach it only through this system, which, it is obvious, makes it extremely difficult for any outside agency to deal justly or profitably with false news by specific cases.

For all these reasons and more, we see no way of safely drawing for practice with specific cases any line classifying or appraising the kinds of false news. We know, indeed, no way of safely drawing a general line between true and false news. In practice, the distinction often appears clear, yet one of the few things that remain true is that what is true for one man is often false for his brother, and what is false for the father is just as often true for the son. At best, the proportion of border-line cases to the whole is enormous, and it is in this debatable zone that falls most of the news affecting international relations.

It is sometimes argued, however, that one obviously false item published at the right moment might conceivably start a war. That would be hard to prove, and even so not worth the proving, for, if proved, it would merely amount to another way of saying that a match will light a bonfire. If the bonfire were not there waiting, the match would be harmless. It is the collection of inflammable materials that is dangerous, and it is with border-line cases—wood untipped with the sulphur of the demonstrably false—that such fires are prepared.

We believe, therefore, that the only wise way of dealing with the problem of false news is to deal with it as a whole and to seek solutions calculated to strike both at unintentional and intentional error. Our fight is to keep the false from entering the news, no matter how nor why nor when nor where, and the way to win it simultaneously on all these fronts is to free and strengthen the Press and raise its standards as a whole. That is our aim.

We propose to divide the measures for the solution of the problem of false news into two classes:

- (1) Preventive;
- (2) Remedial.

We attach by far the most importance to preventive measures and believe there is much that can be done in this regard. Indeed, if the preventive measures we shall suggest are followed, we feel there will be little if anything requiring special remedy. In any event, we are entirely opposed to adding any new punitive measures or laws restricting the Press to those already existing, because such remedies would be worse than the disease.

*Prevention of False News.* — In our struggle against false news we have learned that the essential for preventing it is freedom—and freedom in a much larger sense than is usually meant by the phrase, “the Freedom of the Press”. The necessity of freedom in that usual sense goes without saying. The aspects of it that need explanation are two in number. They are Financial Freedom or Independence, and Freedom of Direct Access to News in the Making. Of these the first is much the more essential. If the Press can obtain it, we have no fear of its failing then to obtain the other.

*Financial Freedom.* — By financial freedom we mean a condition in which the individual newspaper is self-supporting in the sense that it can live decently on its income from circulation, supplemented with that from the kind of advertising it can sell without selling itself to any advertiser or to advertisers in general. The newspaper that is financially free is the newspaper that is beholden to no non-journalistic interest for its existence, that can stand on its own feet, that constitutes an independent, autonomous unit.

We are confident that such a newspaper will do of its own accord the best that can be done to keep falseness out of the news. It will because in such a newspaper those who are journalists at heart will be in control.

We hold it to be self-evident that the general interest demands that the best possible results be obtained from each particular field of human endeavour, and that this can be assured only by leaving each field to those with the most inborn aptitude for tilling it. We all profit the most when we have our Darwins directing our laboratories, not our orchestras, and our Beethovens wielding the baton of the conductor, not of the field-marshal. So, too, with journalism. Whatever facilitates the free practice of journalism by those who are journalists at heart will improve the standards of the Press; whatever interferes with this is bad and should be done away with in the general interest. The surest way to encourage the dissemination of false news is to increase the power over the Press of those non-journalists who are interested most in the effect of the news; the only way to discourage the spread of false news is to increase the power over the Press of those who are interested in news for the sake of the news—and they are the journalists. The problem of false news, in so far as it is in the reach of man, is the direct product of outside control of the Press. There is the root evil. The cure lies in removing, not in augmenting, this outside control. The solution of the problem of false news can only be found in the freedom of the Press, in freeing the journalists to publish the truth as each of them sees it.

It is not strange that the complaints of false news come most from those who propose new restrictions on the Press. Nor is it strange that the newspapers most renowned for the standards of accuracy and fairness they have reached have invariably arisen in the countries where the Press has achieved the most freedom.

If we start with the principle that the thing to do is to have the Press in the hands of the journalists, we can immediately isolate the germ of the disease of false news. It is this: *The newspaper cannot live on what people will pay directly for the news.*

The ideal of every journalist is a condition in which the newspaper can live on its circulation revenue alone, on what its readers pay for its service. His natural desire to report the truth as he sees it would then not only be freed, but he would be encouraged in it, since, the truth being to the general interest, this would tend to increase the number of his readers and thereby his means of getting at the truth.

The existing system is designed to handicap the journalist, and to facilitate the control of the Press by non-journalists who are interested in it not as an end in itself—a medium of information—but as a means to their particular ends. That part of the cost of the newspaper which the reader does not pay someone else must pay, and those who pay it want something for their money, too. Through this door comes in, directly or indirectly, the sinister outside control of the Press about which there is so much complaint and from which no one is more eager to free the Press than the journalist. It is this that exposes the newspaper, and therefore the news, to more or less secret pressure from powerful industrial or financial or political or governmental interests.

The pernicious rôle played by this peculiar financial situation tends to grow more important all the time, because the deficit between what a newspaper receives from its readers and its cost of production is increasing, not decreasing. As the world grows smaller for the reader, his need of receiving each day accurate news from all parts of the world on all kinds of things grows greater, and with it the cost to the newspaper of supplying this worldwide news service goes up, while the price of the newspaper to the reader remains the same.

This results in a constant trend toward newspaper amalgamations and chains, toward fewer newspapers and, what is more dangerous, toward still fewer newspapers that are independent units. This means that the paradoxical situation has been reached where the world's growing need for accurate news is operating to increase the number of subjects reported on in the newspaper while decreasing the number of independent eye-witness reports. This is due to two main reasons. For one thing, it is a healthy corrective for any witness to know that the testimony of a number of other independent eye-witnesses to the same event will be given at the same time. Secondly, the human equation is bound to play a large part in such testimony, and especially in newspapers where the witness must cramp his testimony into what is relatively a very small space. The journalist frequently does not have 500 words in which to report a complicated international debate in which 50,000 words were spoken. The journalist, and particularly the one dealing with the voluminous and complicated controversies affecting international relations, must limit himself very closely to what he considers the most important elements, which is to say that his work is to a high degree one of selection based on personal judgment.

Not only may one journalist for this reason leave out or minimise what another one will report, and even maximise, but he will be bound to give a different version, because the truth is a diamond of many facets all of which no one witness can possibly see. The only way of getting an idea of the whole truth is to read the reports of a number of independent witnesses, particularly as regards news affecting international relations. In other words, the way to truth in the news lies in fostering the existence in each country of the largest practicable number of individually independent and prosperous newspapers so that each important thing may be seen and reported from a wide range of viewpoints.

Everyone knows that nothing is more valuable than the truth, but few seem to realise that nothing is more costly. To get the truth, the newspaper must not only try to get the report of the eye-witness, but the eye-witness who is trained to observe and express clearly, concisely and fairly what he has seen or heard. It must keep these trained observers not only scattered about the city and the country in which it is published, but stationed at all the strategic news centres in the world. That is expensive. Then the news must be flashed from the ends of the earth, checked for error, put in type, printed and swiftly distributed to hundreds of thousands—all in each day. Speed is always costly. The higher the news standards of a newspaper, the more the news cost it, and the more money it must waste in the process of gathering and distributing the news.

That is only one side of the picture. The truth is not merely hard to get at and get out, it is often very disturbing once it is out. Pressure of all kinds is brought against its reporter and publisher, not only after but before it is printed, by those who resent or feel injured by its publication. Few if any newspapers have ever been killed by the publication of a news item that was false, even if the fault was deliberate. Many have been ruined because they told the truth. It is a costly business to withstand all those who do not want the truth on certain things reported.

Just as the cost increases as one increases the purity of any product, so the higher the standard of truth in a newspaper, the more it costs to produce. Yet time and again and everywhere it has been proved that the newspaper with the most costly standards must, in order to live, sell its product not only at a ridiculous fraction of what it costs, but at the same prices as the adulterated article, or only a trifle more.

The layman may conclude that the solution lies in putting the entire cost of the newspaper, like most other things, on the shoulders of the consumer by raising the price. This cannot be done. If a newspaper with a circulation of 100,000 at 2 cents a copy found, by dividing its cost with its circulation, that 2 cents represented only one-seventh of the income it needed per copy, it would not be enough for it to charge 14 cents. If it did, it would be lucky to keep 10,000 readers. Then it would have to raise the price to \$1.40 a copy. If it kept 100 readers then it would be still luckier — and it would have to raise the price for them to \$140 a copy. Grant it kept this last hundred, still it would have missed the goal of the newspaper—that of disseminating accurate news swiftly to the masses. Moreover, any general increase in the price of newspapers will tend to reduce the number of independent newspapers, and, for reasons already given, this is dangerous.

Raising the price affords, therefore, no solution. On the contrary, the public interest demands that the price should remain about what it is, and that the newspaper with the highest standards and the widest and swiftest world news service should be easily within the reach of everyone. The news is a necessity to the people, and, as with bread, water, education, the only way each person can be safe is by keeping the purest product at the disposal of all. As a matter of public policy, it is essential that the price of the newspaper remains far below the cost of production.

Moreover, the general interest is better served if one can buy for 10 cents not one newspaper but five.

The problem, therefore, is to sell the newspaper for a fraction of its cost and yet make a legitimate profit enabling the newspaper to be financially independent. It seems impossible, but it can be and, indeed, has been done. It has been done through advertising. Although to be independent it is essential that the newspaper be in a position to be free from influence from its advertisers, this does not mean that advertising is necessarily always dangerous to it. On the one hand, income from certain advertising is safe enough for any newspaper. On the other hand, it has been proved possible for a newspaper to attain financial independence by reaching through its advertising income such financial strength and through its high news standards such power and prestige that the point is attained where advertisers, to do their business, are forced to buy its space whether they like it or not. Instead of the newspapers being dependent on the advertisers, the advertisers become dependent on the newspaper. Experience, however, shows that it is very hard to reach and keep financial independence in this way, even in those few countries where advertising has developed enough to make it possible at all. There is certainly no safe or worldwide solution on the basis of advertising alone. The best one can say is that, generally, the smaller the proportion of its income a newspaper needs to derive from advertising the safer it will be for it to get income from that source.

The problem can therefore be narrowed down to one of meeting the normal deficit between the cost of producing a newspaper and the revenue obtained from circulation and from what we shall call here safe advertising, without raising the rates for either.

The way to the solution lies, we believe, in firmly grasping the idea that the same public interest that demands that the paper be sold below cost demands just as strongly that the paper be financially free. The newspaper is, in short, a public servant. That being true, the burden that the reader does not assume in buying his paper should fall back on him as taxpayer, just as does the cost of the public school which his children enter "free".

If the root principle should be the same for the school and the newspaper, the application of it must differ greatly. To pass the burden on to the Public Treasury as a matter of public interest does not mean that the Government should meet the burden directly, as with the schools, or through subsidy. *We are altogether opposed to anything of this kind tending to give Governments control over the Press. It would be far better to remain where we are than to establish any system which would or might allow a Government to bring any more pressure than it already can on a newspaper.* The dangers of giving Government any financial control over the Press are too obvious to need going into. To give such control would be to defeat, indeed, the basic public interest we are seeking to further—namely, to check the dissemination of false news by helping the newspapers to be financially free and independent, and that means independent of the Government as much as anything else.

Other public services demand central control; the Press is unique in that the degree of its service to the public depends directly upon the degree to which it is divided into independent units. Where the problem with other services is to centralise, the problem with the Press is to assure the independence of each newspaper.

The problem thus boils down to helping free the newspapers financially by making the people pay in taxes what they do not pay in buying the newspaper, while avoiding all danger of governmental control of the Press. This is a matter of reducing the cost of production to the newspaper instead of increasing the cost per copy to the reader. Experience indicates that there are several ways in which part of the burden can thus be safely passed to the Public Treasury. A few of them are already being timidly followed. Thus everywhere newspapers are allowed to telegraph news at at least one-half the standard rate. Again, most countries allow newspapers to be distributed through the mails at a specially cheap rate. These services are given the Press by Governments at less than cost, which means that they fall on the Public Treasury. Yet neither has been accompanied by dangerous control of the Press, thanks to the fact that the Press rate is enjoyed by all newspapers indiscriminately. The only trouble is that the aid is not enough. The reasons that make the telegraphic Press rate sound policy suggest that the application of this principle be greatly extended, horizontally and vertically, and, of course, always to all the Press with a deliberate view to giving through it enough aid to allow any well-managed newspaper to live on its circulation and safe advertising. The principle would be extended horizontally by establishing a similar reduction on other items that enter into the cost of newspaper production, and vertically by making the reduction much greater if the Press rate were, say, one-tenth instead of one-half the standard rate, every paper would remain just as free from governmental control and would be more free from the dangers of outside financial control.

As examples of some of the things which might be studied with a view to extending in or to them the principle of the Press rate, we would cite:

1. All electrical means of transmitting news, particularly the telephone and telegraph, cable and wireless rates for long distances;
2. Transportation rates, national and international, on newspapers, particularly the air mail;
3. Transportation of journalists by every conveyance, land, sea or air, now requiring a ticket;
4. Passport, visa, identity-card, etc., fees for journalists;
5. Transportation rates on newsprint paper, ink and newspaper printing machinery;
6. Customs duties on newsprint paper, ink and machinery;

7. Electric power and light for newspaper offices and plants;
8. Direct taxes.

We do not mean, of course, that action need necessarily be taken on all these lines. The object would be to transfer safely a substantial part of the cost of newspaper production to the Public Treasury, and it might be found that this could be better achieved practically by making a greater reduction on a smaller number of items, instead of a smaller reduction spread over a large number.

Certain items, however, recommend themselves for reduction in any case, because they most directly facilitate improving the accuracy of the Press, particularly with regard to international relations.

Take item 1. While the world has been becoming smaller and the nations more interdependent, the need of knowing the news accurately and fully from distant lands has grown apace, yet the cost of long-distance transmission has remained so high that only a very few independent channels for the reporting of such news exist in even the richest countries, and often these are very small. The European agencies and newspapers that maintain any electrical news service whatever with the New World do not number even twenty, and there are not half a dozen of them that can afford what might be called a regular and fairly comprehensive news service from the Americas. Similarly, though there are several thousand daily newspapers in the New World, there are not more than a dozen agencies and newspapers that maintain regular electrical contact with Europe, and, with some notable exceptions in Argentine and Canada, they are all in the United States. The situation is far worse as regards the news relations between the Far East and both the New World and Europe. This is highly significant, because it shows the direct relation between transmission cost and news service, for it costs more than twice as much to transmit news between the Far East and either Europe or the Americas than to transmit it between Europe and America. Existing difficulties between the New and the Old Worlds, and between the Far East and the West, indicate how much it costs everyone nowadays to be badly or insufficiently informed about distant peoples.

Similarly, to reduce the cost of the swift transportation of newspapers is to combat false news, especially in the international field, for the transportation of the newspaper is but another form of transmitting news. To be able to read foreign as well as national newspapers on any international question is to have a very useful corrective at hand. The more foreign newspapers of the same day as the national ones can be obtained, the more valuable the corrective. This becomes a question of reducing the aeroplane rate on newspapers and, as regards distant countries with whom air transport is not yet practicable, of reducing the ordinary rates which are now so high as to discourage even citizens when travelling from buying their home paper abroad—when they can find it. Aviation has greatly developed owing to the willingness of Governments to spend money on it for war purposes. This stimulus could be given just as well for peace purposes if much more of the burden of air transport of newspapers, periodicals and books were taken over by Governments through a sharp reduction in the air postal rate on these products of the press. Such development of a widespread regular air-mail service would have an additional advantage. It would allow more news that now must be sent electrically to reach the newspaper by air mail, thus further lowering the expense of news transmission.

Again, sharp reduction in item 3 is in the general interest, for to make it cheaper for the journalist to travel is to encourage the newspaper, which has to pay his expenses, to send a trained eye-witness to the spot—particularly if this is combined with a reduction in the expense of his then reporting the news electrically to his paper. This is evident since only the newspaper that seeks to improve the accuracy of its news by the eye-witness method can profit by these economies. The same considerations argue in favour of the abolition of all the fees mentioned in item 4.

All these items, moreover, lend themselves particularly to multilateral action through the League of Nations, as does also item 6, where a convention, useful in many ways, might be made establishing free trade in newsprint paper, ink and machinery. There is room in these items, however, for independent national, bilateral or regional action to precede, accompany or follow universal action. Thus, a country that wished to improve the quality and quantity of its news from a certain nation might arrange to accord a specially low transmission rate on news despatches sent direct to it from that nation. One can conceive also of two countries of similar language specially facilitating the exchange of newspapers between them. Likewise, one can imagine a pan-European, or a pan-American, or a pan-Asiatic system of reductions being worked out.

The League wireless station provides another opportunity. Geneva is a centre of information on all kinds of international subjects. It is unique as a clearing house for comparative current data on the world situation as regards trade, finance, industry, labour, health, social questions, armaments, etc. More and more, all the major international controversies are being debated in Geneva. To report this data intelligently and these controversies fairly requires more words than most newspapers, particularly those in distant countries, can now afford. It would be a very useful means of combating false news on international matters if the Governments Members of the League should agree to allow Press despatches dealing with League news to be transmitted everywhere by the League wireless station at an exceptionally low rate. The question of control is not insurmountable. When the Council met in Madrid in 1929, our Association insisted that despatches of its members dealing exclusively with League news should not be subject to the censorship then applied by Spain to Spanish news, and the Spanish Government agreed to this on condition that our members promised not to mix Spanish and League news. The arrangement worked so well that no complaint on either side was made.

These remarks indicate that to approach the problem of false news in this way is to enter a field of many fertile possibilities that require exploration. The wisdom of the extensions of the Press rate in items 1, 2, 3 and 4 that we have just

discussed seems to us so evident, however, that we believe that action on them should not be delayed by the amount of study our proposals as a whole may require. On the most simple of these suggestions fairly quick action should be practicable. In this connection we would urge the Council particularly to arrange a substantial reduction in the rate on Press despatches dealing with League news transmitted by the League wireless, and to recommend to the Governments of States Members of the League who are represented at the Madrid Telegraphic Conference to consider favourably a substantial reduction in the international Press rate.

Valuable as such reduction would be, the proportion of the burden of newspaper cost transferred in this manner would, we fear, at best be small, because these items do not form the major elements of expense with most newspapers. The solution may require broader and more drastic action. We urge that, in any event, the exploration of the field as a whole be started meanwhile with a view to a general solution or programme of action. We therefore suggest:

I. The acceptance, as a working hypothesis, of the basic principle that the way to foster a financially free and independent Press is to extend the principle of the Press rate *in a manner that continues to keep out governmental control of the Press* while allowing more of the cost of the public service the newspaper performs to be transferred to the Public Treasury;

II. The establishment of an impartial fact-finding body, composed of independent, non-official experts, to investigate and report on the best way or ways of applying this principle.

Its investigation could include the following subjects:

1. What are the main items of expense in producing a newspaper, and what proportion of the total expense does each, roughly, represent in each country ?
2. To which of these items can the principle of the Press rate be best extended ? Which lend themselves best to international, and which to national action ? How could the transfer be best effected in those items and countries where the public utility involved is not owned by the Government ?
3. What proportion of the total expense of newspaper production is met, roughly, by circulation income in each country ?
4. Estimates of about how much reduction of existing rates would be needed in the extension or extensions of the principle of the Press rate recommended in paragraph (2) in order to meet, roughly, (a) the whole of the remaining burden of expense, or (b) recommended fractions of it such as one-half or one-third.
5. What data is available on the part advertising plays in financing the newspapers in each country? (This data would not need to be of a precision impossible to obtain to be useful in improving the basis for deciding how much the Press rate reductions should be.)
6. What safeguards, if any, would appear necessary to avoid any danger of governmental control of the Press and to assure that the recommended extension of the Press rate would achieve its aims—above all, that of fostering free and independent newspapers ?
7. What would be the best plan or plans of procedure for achieving the adoption, in stages or otherwise, of any recommended programme or programmes for the extension of the Press rate ?
8. Any other question which the experts found to be relevant.

It would be impossible, of course, to obtain precise data, and happily precision is not necessary. There is no thought of attempting to transfer every penny of the difference between what the newspaper costs per copy and what the reader pays. The ultimate aim would be to transfer enough to allow an honest newspaper with reasonably good management to live on its circulation income supplemented by whatever amount of revenue from advertising it seems possible, from the existing situation in its territory, for it to obtain without great danger of its influencing its news. This is one of those aims that can never be achieved precisely, but only in a broad way and to a certain extent by experimental methods, by increasing or reducing the dose according to the results achieved.

There would be no harm in beginning the transfer in the dark on a small scale—especially in the ways we have recommended—but it would be hoped that the kind of data the experts could supply would allow more substantial steps to be taken prudently. For these purposes it would be very helpful if the experts could answer such questions as No. 3 on the proportion of expense covered by circulation in each country, even in such terms as “ about one-sixth to one-tenth ” or “ ranging from one-fourth to one-fifteenth, with the average for big newspapers about one-seventh and for small dailies about one-fifth ”. Such data should be obtainable.<sup>1</sup>

The report of the experts would, of course, bind no one; its value would lie in its data allowing intelligent action to be taken where desired both in the international and the national fields. Once the broad facts concerning its newspaper production were thus placed in perspective with those existing in the rest of the world, each nation would be in a much better position to work out its own problem.

If, as is probable, the various countries adopted different solutions for the national side of the problem, that would

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<sup>1</sup> An example may make this paragraph clear. Suppose the experts estimate that in country “A” it would be reasonable to expect circulation to cover one-sixth the cost and “ safe ” advertising three-sixths. That would leave a deficit of two-sixths. Suppose they also found that the tariff on newsprint paper accounted for about one-twelfth the newspaper’s total cost of production, and that a two-thirds reduction in transmission rates would cut another twelfth from its expense. Then one could estimate that by abolishing the rates on paper and reducing transmission charges by two-thirds, one-half of the “ deficit ” could be transferred to the Public Treasury.

do no harm and much good. It would amount to the same basic problem being simultaneously tackled experimentally in several different ways, and the comparisons allowed would throw light on what was the best solution.

A country where "safe" advertising was relatively highly developed might find it unnecessary to extend the Press rate as far as another. Again, budgetary reasons might cause one country to begin by transferring one-fifth of the burden where another transferred a-third or a-half. One nation might try to accomplish the transfer through heavy reduction in one or two items, another might spread it more lightly over half a dozen items. None need wait on the others; each could go as far as his desire to enjoy a free, accurate and independent Press impelled it.

The layman may fear that this plan would make the newspaper business too easy and profitable. There is no real danger of this. Any tendency of this plan to make newspapers too rich would be offset in these three important ways:

1. In no business is there a stronger natural tendency to put profits back into improving the plant. There is no business which compares to that of the newspaper in importance in which so few fortunes have ever been made anywhere—and some of the so-called "newspaper millionaires" made their fortunes elsewhere and were even richer before they went in for newspapers. Similarly, there is no profession, except that of teaching, which is so distinguished as journalism by its ability to draw men to it and get devoted service from them without the incentive of great financial rewards. Many men have made fortunes in the professions of the law, medicine, engineering; few have ever entered the wealthy class from the profits of the profession of journalism.

As for the few men who made their fortunes in the newspaper business, all of them have been distinguished by the proportion of the profits they have used to improve the standards of their newspaper as regards quality and quantity of news. No journalist would object to this tendency being encouraged and any danger of newspapers becoming too rich curbed by the taxation of net profits above, say, six or eight per cent. This would certainly cause profits to be used in improving working conditions, raising salaries, training experts to handle various kinds of news such as scientific, diplomatic, etc., extending the news service, developing the means of detecting and correcting errors—which is to say that the profits would be used in helping in various ways to eliminate false news.

The allusion to salaries deserves further remark. Many journalists are now paid much too little, largely because there is so little money in the newspaper business under the present system. The danger in this is great, because of the importance of the rôle the individual journalist plays in the newspaper. The danger, however, is not so much from venality, as many think. It comes more from the fact that the journalist, when miserably paid, has little chance to do the good and careful job that the general interest requires from him.

It is, for instance, an extremely difficult thing to sum up an international debate of 25,000 words accurately, fairly to all viewpoints, and in a manner interesting and intelligent to distant readers, all in 500 words. It requires not only technical training and experience, but it presupposes leisure for the study needed to have the background necessary for an understanding of the subject-matter. One ought to be able to get enough from one such job a day to live on. Many journalists, instead, get so little from it that, to live, they have to dash off two or three reports on it for newspapers in different places, and then write reports on several other different things, and they have to grind away like this every day. This clearly is no way to encourage accurate news on delicate matters; but it is not the fault of the underpaid journalist. He has no chance to do work of the standard he would like to do. The more one knows of the handicaps under which journalists now have to work, the more one is likely to marvel, not at the errors, but at the accuracy of the Press.

To make the newspaper business more profitable is to help end the evils of underpaid journalism. Our item 8 (direct taxes) suggests a more direct means of improving the standards of the Press by tackling these evils in the countries where this is deemed most necessary. In such countries the income-tax is likely to start at a very low level. By exempting from this tax all journalists with an income of, say, less than twice the standard minimum for exemption, and/or by reducing their tax by, say, fifty per cent in the lowest categories, a country could effect an increase in the real income of the worst underpaid journalists without increasing the cost of newspaper production. This, indeed, would be one way of transferring the burden to the Public Treasury.

2. Any danger of the newspapers becoming too rich would also be offset by their tendency to improve their advertising standards as their dependency on individual advertisers decreases; if one looks around him, he will find that, generally speaking, the character of the advertisements a newspaper accepts is a good indication of its financial strength. In other words, as newspapers grow strong financially, they tend to reject voluntarily dubious or objectionable advertisements that one finds in weaker papers. To cite but one instance, a certain newspaper which is renowned for the great financial strength it has achieved through purely journalistic means has indeed voluntarily gone so far as to give special rewards to those of its employees who prevent a dubious or fraudulent advertisement from appearing in it.

Moreover, the ideal of every true newspaperman is to be in a position safely to tell advertisers to go to the devil with their advertisements if they don't like the policy of the paper or want to make their advertising in it contingent directly or indirectly on the publication or suppression of certain news. Frequently, they thus reject advertisements when they are in no position to do so safely. Certainly, the smaller the percentage of advertising income any paper would need, the more it could and would approach this ideal; and the more advertising it would reject or lose, the less would be the danger of falsity entering either its news or advertising columns, or the likelihood of its becoming too rich.

3. Finally, if, even so, newspaper profits should tend to become too high or easy under this plan, this would simply result in encouraging the establishment of more newspapers in each city. That would be a great advantage, for, as we have pointed out, to increase the number of independent newspapers is to increase their diversity and to give the truth a better chance of coming out and being recognised. The importance of our proposals from this viewpoint cannot be stressed too much, nor can the danger that we see in the present trend toward fewer and fewer newspapers in each city—a trend that is due directly to the excessively high cost of producing a newspaper under the present system. There is no danger of causing too many newspapers to be founded, if only for the following reason. The more profitable the newspaper business became under such a plan, the more newspapers would be established, and this competition would tend to

reduce the circulation and advertising revenues of those making big profits while increasing their expense, and thus discourage the founding of more newspapers, so that the equilibrium would soon be restored with the city endowed with more newspapers than it had before. Similarly, any danger of newspapers becoming too huge in size or individually too powerful would be checked by the way this plan encourages the establishment of many and small papers.

*In connection with the general question of safeguards, we cannot stress too strongly than an indispensable element in the principle of the Press rate, as we conceive it, is that it is granted to all newspapers without distinction as to their character or policy. Only this element allows the transfer to be made without danger of governmental control of the Press.*

To assure further the achievement of the aim of fostering a free and independent Press, it might be necessary in some cases to accompany with further safeguards a thorough-going plan of transfer, effecting a substantial reduction in the cost of newspaper production. To make our thought clearer by a general example, we would add that such a safeguard might be a stipulation to this effect:

The reduction shall be granted to all newspapers, without distinction, which agree to publish annually in their columns a statement containing the following information, certified to by a recognised public accountant:

- (1) The number of copies sold, the price, and the revenue therefrom;
- (2) The amount of advertising sold, the rates, and the revenue therefrom;
- (3) The amount of capital, and the total expenditure, divided to show clearly the amount spent on the news service, printing and publishing, distribution, administration, etc.;
- (4) If the expenditure exceeds the revenue from circulation and advertising, a full explanation of how this deficit has been met;
- (5) The name of the publisher of the newspaper, the names of those holding more than one per cent of its bonds, the names of the officers of the publishing company and of the members of the board of directors if there is one, the name of the editor chiefly responsible for the whole newspaper, the name of the editor responsible for editorial policy and the name of the editor responsible for the news service. Any changes in any of these names during the year is to be noted.

Two possible objections to our proposal may be touched briefly in concluding this subject. It may be argued that certain newspapers that appear to be financially independent do not have as high standards as some that are weaker financially. It is true that there is no way of guaranteeing that a big extension of the Press rate will improve the standards of all newspapers equally, or end all false news. Nothing can. The best anyone can hope to do is to achieve improvement in a broad way, by and large, to make a net advance. We are confident our plan will do this. The only sound way to look for proof of this is to compare, not the standards of individual papers here and there, but the standards of the Press as a whole in the countries where it is least free, financially or otherwise, with its standards in the countries where it has achieved the most independence. Such comparisons should leave no doubt that the best way to increase falseness in the news is to diminish the freedom and independence of the Press, and the surest way to diminish falseness is to increase the number of self-supporting papers. If there is still doubt, then let one consult those very papers which, though weak financially, have high news standards. It will then be learned how much higher they believe they could raise those standards if financially they were stronger.

Finally, it may be objected that a substantial transfer would cost too much. Such objections are quite unfounded. They are due simply to a lack of imagination. Let no one delude himself longer that all he now pays for his newspaper is the penny he puts on the counter, which covers only a small fraction of the cost of one copy. There is no way of getting something for nothing, even in newspapers—there is only the illusion of it. What the reader does not pay directly for his paper, he pays indirectly many times over and in many ways—in the price of other goods he buys, in bad and wasteful and corrupt government, in the preparation for and waging of war of all kinds, financial, economic and murderous. It is far cheaper to pay the rest openly in taxes, if it is done openly in a way that fosters an independent Press. This is not merely because only a small part of what the world now spends on war would be needed to free the Press. It is because it can never be an economy, even for the poorest man, to let the burglar feed the watchdog.

*Free Access to News in the Making.* — To provide free access to news in the making is clearly to make for accuracy and against falseness. It facilitates obtaining, not merely the report of the eye-witness, but of a trained eye-witness. It eliminates the necessity of the journalist having to rely on sources which must be kept secret and the danger of such sources deceiving the reporter who confides in them. It also reduces to a minimum the influence of the shyster journalist who would deliberately and maliciously spread false news, for his report is then subject to the control of the mass of honest reports. It is so clearly in the general interest that the journalist should have free access to the news that it would seem to go without saying. Yet nothing perhaps shows better than the record in this matter that the only ones whom the world can rely on to fight always against false news are the journalists themselves.

At great expense and frequently at great hardship or danger to the journalist, the Press has throughout its history sought, in and often beyond the measure of its financial and political power, to disseminate the eye-witness report of every event, and, if possible, the report of the trained eye-witness. Thus the Press, once dependent on hearsay or travellers' tales for its foreign news, has, out of its own inherent desire to tell the truth, developed a vast network of trained witnesses all over the globe who can be relied on to make every effort to see if possible for themselves the event—whether fire, flood, riot, battle, plague, conference or investigation—and, if this is not possible, to collect, compare and sift the reports of as many of those who have been eye-witnesses as they can, or, where this is not possible, to get



the next best thing, and collect, compare and sift with still greater care the reports of those who have talked with actors or eye-witnesses. One need only look about him to see that the stronger any newspaper anywhere becomes financially, the more it always spends to have its own staff correspondents scattered around the world.

In so far as governmental affairs have been opened to the public, it has been due most of all to the insistent desire of the journalist to see and hear for himself, and achieved most often against the strong opposition of the governmental organ concerned and the apathy of the general public. Nearly everyone now agrees that the freedom of the Press is in the interest of everyone. Yet how many men who are not journalists or writers have been imprisoned, mutilated, burned to give mankind this boon? How many men to-day who are not journalists or writers can be depended upon to guard vigilantly the maintenance of this boon?

So it has been too with publicity of governmental affairs. No one would think now of allowing a Parliament to sit in secret, yet that practice was insisted on by the members of the Mother of Parliaments, condoned by the public and broken down after an arduous struggle only because the Press attacked it. All the reasons advanced for treating national affairs in secret, and more, were later advanced by Governments to show that it would be fatal to treat international affairs in public.

Despite all the discredit into which secret diplomacy had fallen in the holocaust into which it led a blindfolded world, despite all the fervour for open covenants openly arrived at, the Governments, when they drew up, in secret, the Covenant of the League of Nations, made no provision in it that any of its meetings should be public. When this League began, only twelve years ago, all its meetings were secret. What publicity there is now has been achieved because the Press was always there, insisting on seeing and hearing for itself what it reported. We recall with pride that one of the very first acts of our Association was to send its first President and Secretary-General to the Council to insist that the meetings of the League be opened to the Press. It has been, is, and always will be (because it is bred in the bone of the journalist of every country) the standing policy of the International Association of Journalists accredited to the League of Nations to do all it can to enable journalists, whether its members or not, to see and hear for themselves what transpires in every League meeting they need report.

Everyone prefers to hear news from the eye-witness; everyone demands (for 2 cents) the truth on everything everywhere to-day from his newspaper to-day, and still the Press has always had to fight at one time or another every member of its vast constituency—officials, business men, financiers, etc.—merely to be able to witness for itself what was really going on in each domain. It is the noble record of the Press that no one has ever invited it to eye-witness an important event—whether from the air at the North Pole or on foot in darkest Africa, whether among flying bullets or sterile words—and it has failed to answer "Present!" Often the Press has been barred out, never has it refused to enter.

Since the phase of the problem of false news which we are now dealing with is that concerning international relations, we cannot too strongly remind the Council of the standing policy of this Association. We are glad to acknowledge that the League has attained a position as regards publicity that is not only far ahead of anything in the past but of any of the international meetings that have taken place since its foundation outside its walls.

There is, however, still room for improvement in the League in this respect. There are still far too many meetings held in secret. Several times this year our Association has had to protest, formally or informally, against this. We are happy to record that, as one result, the Disarmament Conference has set a new standard by deciding that all its committees, except small ones such as drafting committees or committees of jurists, shall meet in public. We do not, however, believe that even these exceptions should remain secret in principle. We see no reason why jurists, men trained to speak in public, should not discuss a point of public law in public. As for drafting committees, we have often noted that public disagreements on questions of substance are transferred to their secrecy to be "settled" in an ambiguous formula that means all things to its authors and nothing to us. If the committee is dealing with matters of substance, we want to be able to be there; and, if it is really only drafting, our experience suggests no reason why anyone should seek to keep us out. Still less do we see why the Bureau of the Assembly or of an important conference should meet in secret, especially when it is to discuss controversial matters of great interest.

We hold that the only sound public policy is for the League to throw open to the Press all meetings, without exception, so that each journalist is in a position to decide for himself whether a given meeting is of interest to his public or not. This is the principle that we would urge on the Council as an excellent means of preventing the dissemination of false news; certainly the Press has no responsibility if it reports inaccurately things it has been forbidden to witness, though, even so, it will do its best to get at the truth.

We would especially urge the following points:

1. That the meetings of the Financial and of the Economic Committees and of their subsidiaries be opened to the Press. Just as the war discredited secret diplomacy, so the depression has discredited the secrecy which still persists for business and finance. All agree that at least one root of the trouble lies in the lack of public confidence in business and financial leaders, and we must respectfully point out that no journalist desirous of keeping the confidence of his readers can keep what confidence he had in the reports given him of the secret meetings of economic or financial men. We fail to see why questions of financial or economic policy should be treated in secret when the far more delicate thing of armament, the instrument of all policy in the end, can be and is discussed in public.

2. That the Mandates Commission should meet in public and that its Minutes and its reports should be published as soon as possible. The present practice of waiting with them until the Council meets gives the public no opportunity to consider them in time to influence the action of its governmental organs.

3. That all reports to the Council or Assembly should be released to the Press when they are sent to the Members of these bodies, not held back until they are received by these Members. The present practice often results in parts of the reports leaking out and reaching the public first in a way or in a form that for one reason or another is unfortunate. The risk of the first public impression of such a report being based on inaccurate news would seem too high a price to pay for the extension to such public documents of the courtesies that apply to private letters.

4. That the verbatim texts be immediately supplied the Press, not only of Assembly and plenary Conference sessions, but also of meetings of the Council, and of bodies of the character of the Assembly's special Committee of Nineteen, and the Disarmament Conference's General Commission.

*Remedial Measures.* — By remedial measures we mean those which seek to cure the evils of false news by providing new means of dealing with specific cases that arise. The most prominent of the methods proposed by those who approach the problem in its international phase from this angle are plans involving a Journalists' Court of Honour, and schemes for assuring a right of reply to false news. These proposals seem, at first glance, to have very attractive qualities, but our experience has been that these qualities are more than offset by others discovered on further study and which give us pause.

We may mention, in this connection, that, in 1929, the Committee of this Association, in a letter to the International Federation of Journalists, made the suggestion that the idea of constituting a *Conseil de l'Ordre des Journalistes* be studied. That Federation (of which we are not a member) has since worked with praiseworthy zeal on this idea, but individually, without our collaboration. Last year it established at The Hague an International Court of Honour for Journalists, an institution differing appreciably from the one our Committee had in mind. Meanwhile our separate consideration of the fundamental problem has led us to the views expressed in this whole statement.

We have come to doubt seriously the wisdom of attempting to provide remedial measures, in the sense defined above, certainly at the present stage of newspaper and international development. We are convinced that attention should be concentrated now on preventive measures. We believe that, if preventive measures along the lines that we have recommended in this statement are adopted, there will be little if any need for special remedies. If there is, there will be plenty of time then to deal with them according to the needs of the situation; to begin with them now is to put the cart before the horse. We fear that at best these remedial measures will do more harm than good; and we fear this especially if they precede instead of follow eradication, or at least treatment of the root evils.

The fact that no other profession—the law, medicine, engineering or even those such as diplomacy which were concerned with international affairs before there was a Press—has yet developed an International Court of Honour is certainly in itself no reason why journalism should not take the lead in this regard. It does, however, strongly suggest the wisdom of going slowly and prudently, especially since some of the other professions have gone further than journalism in establishing means of dealing with their ethical questions within national or, more often, city limits. Whatever the merits or demerits of courts of honour, it would seem reasonable to establish their authority on a national basis before entering the even more delicate international field.

An international professional court of honour, moreover, presupposes a code of honour or ethics that is internationally recognised. Though we believe that journalism has gone further than some other professions toward at least an unwritten international code of this kind, still we fear it would be an exaggeration to say that journalism had already made enough progress in this regard for international court action to be wise.

Before nations turned even as much as they have to an International Court, they first not only established within their own territory the custom and authority of courts, but they gained some practice in settling international difficulties by mediation, conciliation and arbitration. It would seem prudent to follow their example in the delicate field of journalism, and at least begin at the same beginning on the international side by confining efforts at this stage of its world development to "political" as distinguished from "legal" procedure. We feel, indeed, that the specific cases which the supporters of the remedial measures we are discussing have most in mind—complaints that certain items in a newspaper have endangered peace or good international relations—are by their nature to be assimilated always with "political" instead of "legal" disputes, and to be treated therefore with the supple methods of conciliation rather than the rigid formalism that attaches to court or legal procedure of any kind.

If the plaintiff will begin by assuming that the item of which he complains is not necessarily due to the ill-will or stupidity of the journalist; if he will keep firmly in mind that there can be at least as much honest error and misunderstanding in work that must be done at high speed as in that which is done leisurely; if he will make sure that his own house is not of glass, and if he will then address himself courteously to the foreign journalist or newspaper in question and limit himself to reasonable requests; if the plaintiff will begin by seeking satisfaction in this manner, we believe there will be very few cases in which he will not get all the satisfaction he deserves. If, however, this leaves the plaintiff still wanting satisfaction, we believe the best way for him to get it is to ask the competent Press association to use its friendly offices in straightening out the matter. We doubt that this conciliatory method would fail to settle any legitimate and reasonable complaint.

We are the more inclined to think that the attempts to remedy specific complaints of false news by new legal machinery are premature, because we find they are based on far too little fact-finding. Essential elements are still obscure. If the above conciliatory method were loyally tried and the complaints that it failed to settle registered—with the text of the item involved, the names of the plaintiff and the journalist or newspaper, the correction desired, the efforts made to get it, the reasons given for refusing, etc.—then after a few years we would at least have some facts to go on. Then one might know if there were any real need for new machinery, and where, and one could fit the machinery to suit the actual need. The only sound way to proceed in these matters, we are convinced, is to begin with fact-finding.

Finally, the principle at the bottom of this whole method of attempting to remedy false news by dealing after the event with specific cases raises our doubts. Many are attracted by what seems to them the justice in schemes for forcing

newspapers to give an international right of reply and for bringing a complaint about a journalist before an international court of honour. But analysis shows that these methods, in so far as they seek to solve the problem with which we are concerned—that of false news—really depend almost completely on fear as a deterrent. We would not easily grant that fear serves truth more than falsity; but, granting that fear of punishment or of being forced to give space for a correction or reply may deter false news in some respects, this is offset by the way these methods encourage falsity in other respects. We suspect that about the only kind of cases that would reach an international court of honour in the present state of the world would be the very kind involving and encouraging bitter controversy—for otherwise they could and would have been settled without it. We suspect that these cases might at least occasionally include attempts to find a scapegoat or otherwise satisfy public passion—and one dramatic affair of this kind would be enough to do harm for a long time. As for forcing, however indirectly, the insertion of a "reply" in a newspaper, this also is to invite its ill-will and encourage controversy, especially if done internationally. If fear deters the false, certainly ill-will and passionate controversy and bitterness do not promote the truth—to say nothing of peace and goodwill among nations in behalf of which these methods also are urged.

One way to test such theories is to look back to the international incidents that started them and ask two questions:

If the proposed machinery had then been functioning, would it have assuredly done more good than harm merely in these cases? Would it have discouraged or encouraged passionate international controversy?

Has the fact that these cases escaped such remedy, through lack of machinery, actually resulted in lowering or even affecting the standards of the Press, or in doing any real harm to peace?

As long as it is uncertain, not only whether the remedy will kill or cure, but whether there is any need, commensurate with the dangers involved, of running the risk at all, it would seem wise to trust in nature rather than in medicine even when scientifically prepared.

We welcome the same test being applied to the preventive measures we recommend.

Was or was not the period which has the most evil name for false news precisely the period of the world war, when Governments enjoyed the greatest control of the Press, and journalists were the least free?

Is or is not the general standard of the Press, and especially its accuracy and its tone in dealing with international affairs, the highest where it is the most free and financially self-supporting, where it is most in the hands of professional journalists?

Have or have not these standards risen where freedom of access to the news has increased?

For us, there can be no hesitation. There is, to say the least, no assurance that the problem of false news can be solved by negative attempts to punish those who, in nine cases out of ten, are themselves the victims of an unsound system. There is every assurance that it lies in positively freeing the fertile elements and basic forces that make for truth. The problem of false news is a problem not of restricting but of liberating the Press.

For the Committee:

(Signed) Clarence STREIT,  
President.

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## 2. INTERNATIONAL FEDERATION OF JOURNALISTS.

[Translation.]

Paris, June 8th, 1932.

The International Federation of Journalists has taken note of the documents regarding the publication of Press information which were communicated to its constituent associations and to its own Secretariat by the League of Nations.

At its meeting at Rouen on May 19th and 20th, 1932, its Executive Committee heard reports on this subject submitted by the delegates of various national organisations. On the basis of these reports and of the subsequent debates, the Federation has drawn up the following proposals and suggestions for submission to the Assembly of the League of Nations:

(1) The responsibility of journalists cannot be regarded as complete so long as the freedom of the Press is, in actual fact, limited by considerations of every kind, particularly those of an economic nature, to which the papers they contribute to are subject.

(2) Journalists reject unanimously any idea of a super-censorship, whatever arguments there may be for an international supervision of news.

(3) It is desirable to define the terms used by the authors of the various motions submitted to the League of Nations, and to distinguish between the facts to which they refer.

(a) *Incorrect News*. — These words appear to refer to news which the journalist honestly believes to be in accordance with fact, but which has been communicated to him incorrectly. In such cases the journalist is free from all responsibility. His only obligation is to correct his statement.

(b) *Tendentious News and Campaigns.* — This can only refer to the utilisation of news for the support of a special point of view. In the opinion of journalists, the honest expression of any opinion, whatever its nature, is legitimate, and any censorship, however correct in its intentions, is in practice invariably unsatisfactory and cannot be admitted by journalists.

(c) *False Information.* — This refers to the deliberate distortion of news, or any other dishonest practice, such as the forging or fabrication of documents. This is the most serious professional fault of which a journalist can be guilty, but professional journalists are alone in a position to come to a sound and equitable decision regarding the commission of the fault or its gravity. In such cases they reject the intervention of any disciplinary authority whatsoever, apart from that set up by themselves for dealing with such cases, namely the International Journalists' Court of Honour.

(4) It is beyond question that incorrect or false information comes into existence and obtains circulation chiefly, and, indeed, almost entirely, in places where the information available is inadequate and incomplete. Correct news is the antidote for false news. Everything possible should therefore be done to facilitate the professional work of the journalist, to furnish him with an abundant supply of carefully verified and accurate news, and to give him access to those circles in which he can carry out his own enquiries and come into direct touch with the facts.

In this connection the suggestion may perhaps be made to the League of Nations that its own methods might with advantage be revised. Those methods, in spite of appearances to the contrary, are still marked by certain leanings towards secrecy. Experience has shown that nothing but good can come from the publicity of debates, and it is to be hoped that this practice will be adopted by certain commissions which deliberate in secret, and concerning which such information as leaks out is not invariably true. Secondly, properly accredited journalists should be granted ready access to the offices in which are to be found the original sources of information, and they should be sure of obtaining from them that authentic news which it is their chief interest to secure. Finally, they would regard it as quite unexceptionable that, in the event of incorrect or false news being published, the League of Nations should immediately issue a correction, not in the form of a vague, anonymous and more or less furtive communiqué, but as an official statement. Every newspaper would undoubtedly regard itself as under an obligation to publish such statements.

It might even be possible for the League to appoint in the various capitals professional journalists for the purpose in the capacity of information agents, who would also ensure the publication of these statements. It is, however, essential that the Press services of both the League of Nations and the various Governments should not invade the professional province of journalists, and should not go beyond an appeal to their undoubted goodwill or, should circumstances so require, to that of the professional organisations.

A method by which publicity could be secured for such rectifications would be to broadcast them in the different languages of the countries concerned.

Similarly, it might be possible to grant to any country which regarded itself as injured by the publication of news in which facts were distorted or misrepresented to its prejudice a right of reply similar to that granted to private individuals, a right which might well be introduced into certain countries where it is not yet recognised. The freedom of the Press is limited, as well as guaranteed, by law; it would otherwise lead to intolerable abuses. The proposed procedure would extend to international relations the provisions originally introduced for the protection of individuals.

It would be for the League and for the representatives of each nation to enquire into the methods of applying this right of rectification which, without limiting the freedom of journalists to give news or to express opinions, would bring a note of sincerity and truth into international relations. The professional associations of journalists are ready to give their assistance in this enquiry.

(5) Furthermore, it is not possible in this connection to pass over in silence certain occasions, which there is no need to specify, on which tendentious, incorrect or even false news has, for political ends, been put about, hinted or supplied by authorities ostensibly beyond suspicion. The journalist who, in good faith, collects and disseminates such information is the victim of machinations which are beyond his control. It is cases such as these which would call for the immediate and definite intervention of the League, and which would, in consequence, justify investigation by the Court of Honour.

(6) No one realises better than journalists themselves the importance of getting rid of journalists of dubious character. The possession of the "international card" originated by the International Federation of Journalists should in every case be insisted upon as proof of professional status, a requirement very justly recognised by the Copenhagen Conference. Cards or letters of introduction supplied by the newspapers do not in themselves provide an adequate guarantee, as experience has shown that they are too frequently granted out of mere friendliness, and do not provide any reliable evidence of the character or qualifications of their holders.

(7) Finally, stress should be laid upon the importance of establishing good relations between journalists and Government Press bureaux and between these Press bureaux themselves. In this direction, the Copenhagen Conference indicated an extremely important advance which should be carried further.

Such are the observations which the International Federation of Journalists desires to put forward in response to the considerations expressed by the League of Nations. The adoption of the practical suggestions contained therein would do more than any measures of compulsion to ensure the sincerity and reliability of news, at least so far as this depends upon the work of professional journalists.

For the Bureau of the International Federation of Journalists

and by order:

(Signed) Stephen VALOT,  
General Secretary.

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In transmitting this note, the General Secretary of the International Federation of Journalists added that it was submitted in the name of the journalists belonging to the following organisations, which were present or represented at the Executive Committee of Rouen (May 19th to 20th, 1932):

Reichsverband der Deutschen Presse, Berlin;  
Australian Journalists' Association, Melbourne;  
Reichsorganisation der Oesterreichischen Journalisten, Vienna;  
Union professionnelle de la Presse Belge, Brussels;  
Association of Sofia Journalists, Sofia;

Federacion de la Prensa Catalano-Balear, Barcelona;  
Associação Brasileira de Imprensa, Rio de Janeiro;  
Association of Danish Journalists, Copenhagen;  
Union of Estonian Journalists, Tallinn;  
Suomen Sanomalehtimiesten Liitto, Helsinki;  
Syndicat National des Journalistes, Paris;  
National Union of Journalists, London;  
Union of Athens Newspaper Editors, Athens;  
Nederlandsche Journalisten-Kring, The Hague;  
Magyar Ugsagirok Egyesülete, Budapest;  
Latvja Rakstnieku un Zurnalistu Arodbiedriba, Riga;  
National Association of Polish Journalists, Warsaw;  
General Association of the Roumanian Press, Bucharest;  
Association générale de la Presse Suisse, Berne;  
Union of Czechoslovak Journalists, Prague;  
Reichsgewerkschaft der Deutschen Presse, Prague;  
Association of Yugoslav Journalists, Belgrade;  
Organisation of Lithuanian Journalists, Kaunas;  
Verein der Auslaendischen Presse zu Berlin, Berlin;  
Association Syndicale de la Presse étrangère en France;  
Syndicat de la Presse étrangère en France;  
Foreign Press Association of the Netherlands;  
Foreign Press Association of Czechoslovakia;  
General Association of Russian Authors and Journalists.

### 3. AUSTRALIA.

#### AUSTRALIAN JOURNALISTS' ASSOCIATION.

Melbourne, March 16th, 1932.

The Federal Executive of the Australian Journalists' Association recognises the great danger that may lie in an untruthful or sensational presentation of international news, and the responsibility that rests upon the Press in this matter.

As to the possible steps to be taken to avoid this danger, we are of opinion that the most effective lies in the education of journalists and proprietors of newspapers to a fuller recognition of this responsibility. As possible means to this end we would suggest:

- (a) Close historical investigation of the effect of Press utterances upon national feeling in past crises, and of their apparent influence on the development of those crises. Publication of an historical work embodying the results of this investigation. This would, we believe, be gladly undertaken by some university, if not by the League itself;
- (b) Representations to universities and schools of journalists for the dissemination of this knowledge through the usual educational channels;
- (c) Circularisation of newspaper proprietaries and of journalists associations setting forth the views of the League of Nations.

This Federal Executive recognises that it is impossible to ensure that all journalists and all proprietors shall be reached, or, if reached, shall be influenced, by such means as are here suggested. With the inestimable advantage of a free Press there goes, almost inevitably, the disadvantage that some journalists or some proprietaries will seek popularity or profit from the publication of exaggerated or untrue statements, even when these may dangerously inflame public opinion. If, however, even a single daily newspaper in each country steadily resists this temptation, and ensures for its nation the opportunity of ascertaining the truth, something is gained; and we believe that the measures here suggested might result in such an attitude becoming more general.

Secondly, in view of the impossibility of entirely preventing the danger in question, this Executive would urge that steps might be taken to disseminate unbiased news. By this we do not mean the mere contradiction of falsehoods that have already been published. When an untruth or an exaggeration has been widespread, it is always difficult to overtake it, and the act of contradiction might involve the League in undesirable consequences. A far more effective means would be

- (1) An international journal to which the world could look with increasing confidence for a candid and truthful presentation of international news;
- (2) Similar dissemination of news daily by wireless;
- (3) Dissemination of news in existing newspapers through an international agency. At the least, we would suggest the establishment of a simple organisation for the exchange among nations of any mutually friendly comment

appearing in each other's Press and literature. This step was originally suggested by Mr. J. W. Hamilton of St. Paul, U.S.A., who truly points out that, whereas criticism or abuse of one country in the Press of another is likely to be immediately reported in the Press of the country criticised, this is seldom done where the comment is appreciative.

(Signed) H. J. CURWEN,  
General President.

(Signed) Sydney E. PRATT,  
General Secretary.

#### AUSTRALIAN NEWSPAPER CONFERENCE.

Melbourne, March 15th, 1932.

Resolution unanimously adopted by the Conference:

"Recognising the supreme importance, in the maintenance of world peace based upon international goodwill, of the accuracy and the understanding nature of all information published of an international character, the respective Australian capital city daily newspapers will cordially support any action taken that will ensure this, and will, through their news-gathering organisations, co-operate in any practical measures that may be feasible in this direction without impairment of the necessary freedom of the Press."

(Signed) A. C. C. HOLTZ,  
Chairman.

#### NEW SOUTH WALES INSTITUTE OF JOURNALISTS.

Sydney, March 8th, 1932.

The Council of the Institute of Journalists of New South Wales recognises the difficulty of exercising control over the publication of news that may either be false or, even if true, be harmful if released at a time of national crisis; and also recognises the possible danger of such publication. It has every sympathy with the League in its endeavour to find some solution of the problem.

The Council cannot support any suggestion that would tend to place any further restrictions than are now extant upon the Press generally, or that would subject it to the absolute control of any outside authority; and is of opinion that, even in times of crisis, such restrictions or control would, in the final result, prove harmful rather than beneficial to the public of the countries concerned.

The Council suggests that, as there are at the present time societies affiliated to, and working in the interests of, the League of Nations in nearly every large centre throughout the civilised world, the aims of the League in the particular direction under consideration might well be furthered by seeking the assistance of these societies in an endeavour both to check the publication of false or harmful news and to mitigate the effect of such news after issue by the publication of the necessary contradiction or explanation.

(Signed) J. E. DAVENPORT,  
Honorary Secretary.

#### 4. AUSTRIA.

##### "VEREINIGUNG DER BERICHTERSTATTER DER REICHSDEUTSCHEN PRESSE IN WIEN" (ASSOCIATION OF GERMAN PRESS CORRESPONDENTS IN VIENNA).

[Translation.]

Vienna, April 29th, 1932.

1. If the League of Nations is to be entrusted with the task of exercising control over false news of a nature to disturb peace and, when necessary, of correcting and denouncing such news, and if, further, as would appear from the speech delivered on September 10th, 1931, by M. Lerroix, Spanish Minister for Foreign Affairs, and from the draft resolution adopted by the Council of the League on October 2nd, 1931, it is proposed, with this object in view, to invite the co-operation of Governments, it is essential that the Committee of the European Nationalities Congresses, which is the competent representative of almost all the minorities of Europe, should be allowed to take part in the same way in this co-operation, and that information supplied and enquiries carried out by this Committee should be granted the same publicity as that given to other bodies co-operating in the work of maintaining peace. This claim is of particular importance in connection with the maintenance of peace in Eastern and South-Eastern Europe, in that the situation there as regards nationalities provides abundant possibilities of conflict.

2. In the interests of world peace, no armaments industry and no business connected therewith should be permitted to be the owner of a newspaper or of a telegraphic agency, or to subsidise directly or indirectly newspapers or telegraphic agencies.

(Signed) KARL LAHM,  
Chairman.

## 5. BRITISH EMPIRE.

### EMPIRE PRESS UNION.

London, April 26th, 1932.

My Council are, of course, most willing to assist the League in any way within their power. They feel, however, that the problem referred to is not one which assumes, or seems likely to assume, formidable dimensions in either Great Britain or in the British Empire overseas, with which alone they are concerned. Indeed, no serious and deliberate instance within the British Empire of the kind referred to occurs to my Council's recollection. Any abuse of the freedom of the Press which exists within that Empire, be it by calculated or by reckless dissemination of "false news", would be condemned severely by public opinion, and, if it were repeated, would, under the conditions of competition which generally prevail there, gravely prejudice the offending journal or news agency. (These observations do not include minor questions, such as irresponsible attacks upon internal order.)

My Council, therefore, scarcely consider themselves justified in canvassing potential methods of prevention within the British Empire, which, in the absence of widely acknowledged reasons for them, would be difficult to reconcile with British conceptions of the rights of free publication of news and free comment. They would, however, always be glad most sympathetically to consider any concrete proposals which might emanate from the League.

My Council, I may also add, believe that, in matters of the kind under consideration, the most practical safeguard lies in further education of the public in regard to international affairs.

(Signed) H. E. TURNER,  
Secretary.

### NATIONAL UNION OF JOURNALISTS.

London, May 2nd, 1932.

In my opinion, were the Press of the world resolutely and unanimously determined not in any circumstances to support a war policy or any policy provocative of war, then peace would be assured.

That, however, is too much to expect at the present time. But there are more practical methods of achieving something less than the ideal. One is to be found in the Court of Honour for Journalists, which was established by the International Federation of Journalists at The Hague in October 1931. The purpose of this is to punish pressmen who knowingly and maliciously give publication to falsified, forged or garbled news relating to foreign affairs. Such journalists may be expelled from their organisations and denounced as unfit to be journalists. The effect of this should be salutary, since wars are due in some measure to national antagonisms created and fostered by unscrupulous journalists.

What more can be done is a difficult question. I suggest, however, that the League of Nations itself might consider the propriety and practicability of establishing a news agency with headquarters in Geneva. This agency would have incorruptible representatives in each capital city. They would send to Geneva all information relating to matters with an international aspect. This would be distributed to the Press of the world. If newspapers would agree to publish news emanating from the League with the same prominence as is given to news relating to the same events from other agents, or from their own correspondents, such publication would act as a check upon the publication of tendentious news, and would therefore be beneficial. It would, of course, be necessary to appoint expert journalists of known international sympathies to such posts. The cost should not be excessive. Naturally, I have not gone into the question of expense or organisation. It does seem to me that a project of this kind is worth serious consideration.

(Signed) H. M. RICHARDSON,  
General Secretary.

### NEWSPAPER SOCIETY.

London, April 9th, 1932.

In the opinion of the Society, the best method of endeavouring to prevent the dissemination of false news is for the fullest possible facilities for news gathering and investigation to be placed at the disposal of responsible journalists accredited by recognised news agencies and responsible newspapers.

(Signed) Edward W. DAVIS,  
General Secretary.

## 6. DENMARK.

### "DANSKE PRESSES FAELLESRAAD" (CENTRAL COMMITTEE OF THE DANISH PRESS).

[Translation.]

Odense, March 16th, 1932.

The "Danske Presses Faellesraad" associates itself with the point of view adopted by the Press organisations at the Press Conference which was held at Copenhagen in January 1932. It is of the opinion that the problem of incorrect

news is primarily a problem of the supply of information, and the best way of preventing such incorrect news is to see that the Press and journalists are in every case able to obtain complete, early and exact information. The Copenhagen Conference showed that it fully understood this delicate problem by including in its resolutions all the recommendations and all the points of view put forward by the representatives of the Press organisations and of the great telegraphic agencies.

(Signed) S. P. QUIST,  
President, Editor of the Fyns Tidende.

## 7. FRANCE.

“ FÉDÉRATION NATIONALE DES JOURNAUX FRANÇAIS ” (NATIONAL FEDERATION OF FRENCH NEWSPAPERS).

Paris, May 26th, 1932.

The Executive Committee of the National Federation of French Newspapers has enquired into the problem of the spreading of incorrect news of a kind likely to disturb the maintenance of peace and good understanding between nations.

As you point out yourself, this problem is one of a very complicated and delicate nature, inasmuch as it concerns the freedom of the Press.

It is clear that the professional training of journalists is a primary element in the solution of this important question. It would appear that the efforts of responsible persons in all countries should be directed towards this point.

Furthermore, the Executive Committee notes that French penal legislation provides penalties for the publication of false news when such publication disturbs the public peace.

Such a provision undoubtedly supplies certain safeguards as regards the problem with which we are dealing. The French Press would be glad to see such legislation in force in all countries.

(Signed) H. SIMOND,  
President.

## 8. GREECE.

“ ENOSSIS SYNTAKTON ” (ATHENS UNION OF NEWSPAPER EDITORS).

[Translation.]

Athens, April 30th, 1932.

The Athens Agency and the Union of Editors approve the statement made at the Copenhagen Conference by M. Kimon Diamantopoulos, Resident Minister and Director of the Press Bureau at the Ministry for Foreign Affairs at Athens.

You are no doubt acquainted with the proposals submitted to the Conference by M. Kimon Diamantopoulos, which appear in the official records. We would make precisely the same proposals.

(Signed) V. VEKIARELLIS,  
General Secretary of the Union of Editors  
and Director of the Athens Agency.

The following is the text of the proposals submitted by M. Diamantopoulos at the Copenhagen Conference:

“ The Conference,

“ Taking note of the goodwill which inspires all those concerned with the creation and maintenance of an atmosphere of peaceful co-operation and neighbourly feelings between the various countries;

“ Recognising that, in this field, the Press can exercise a decisive influence;

“ Considering that the dissemination of false news by the Press might seriously hinder the work of organising universal peace:

“ Expresses the hope that the League of Nations will take such steps as it considers advisable to ensure:

“ (1) Periodical meetings between all those, including directors of newspapers, who may be in a position to prevent the dissemination of false news;

“ (2) Direct co-operation between official Press bureaux, such co-operation to be effected by the exchange of as complete information as possible on the state of public opinion in the various countries, more particularly in the sphere of foreign politics;

“ (3) Close and constant co-operation between the telegraphic agencies already associated on an international basis; the aim of this co-operation would be to prevent the publication of news likely to disturb good relations between States, pending a request for confirmation or denial addressed to the telegraphic agency of the country concerned. Furthermore, if news of this nature, whatever its origin, is published in the Press, the agencies would be required to ask for explanations from the agency of the country concerned; in this matter the telegraphic agencies might also obtain the co-operation of the Legations of the country involved;

“ (4) The strengthening of the moral authority exercised by the Court of Honour over the international Press, and in connection with any disciplinary measures which it may be called upon to take. ”



## 9. HONDURAS.

### “ASOCIACIÓN DE LA PRENSA HONDURENA” (PRESS ASSOCIATION OF HONDURAS).

[Translation.]

Tegucigalpa, May 20th 1932.

Our Association read with great interest the draft resolution adopted by the Committee comprising the proposal of M. Lerro, delegate for Spain, and I am entirely in agreement with the conclusions of the above-mentioned draft resolution.

I consider that this same draft—with a few elaborations—might be incorporated in a kind of Universal Journalistic Code, which could be presented for discussion and adoption to a World Press Congress, which should take place under the auspices of the League of Nations. Once this code had been approved, the newspapers would be morally obliged to keep to the path they themselves had traced by means of the said code.

A special Press Office within the League could exist for the purpose of calling to attention any newspaper which might violate the principles or resolutions adopted in the aforementioned Congress.

This would not imply an interference with the liberty of the Press, since it would be the Press itself which would have set up the standard for its actions in the field of international political journalism. Its own code having been approved, the newspapers would have to fulfil their undertaking to work for world peace and good harmony between the peoples of the earth. The mission of the special Press Office would be to see that the code was respected.

We have achieved something similar to this in Honduras with a certain amount of success. In 1930, I was responsible for the meeting in Tegucigalpa of a Congress of Journalists, in which all the papers of the Republic took part. Certain resolutions were approved and all the papers undertook to abide by them. Among these resolutions appears the following:

“The journalists of Honduras will be the watchful, faithful, constant and true and impartial factor with regard to events which may occur in the Republic, publishing and condemning such occurrences as, involving a transgression of the law, would tend to destroy the natural harmony which should exist between the citizens of this country, as a basis of peace.”

Another of the resolutions says:

“The Honduras Press, when dealing with matters of an international character, should bear in mind its obligation to contribute to the *good understanding between the peoples*, the culture, peace and common well-being.”

If at any time a paper has departed from these principles, it has been called to order and reminded of the solemn vow made before the Congress of Journalists presided over by the President of the Republic, and a fairly praiseworthy result has been achieved.

I understand very well that the situation of journalism in the large countries, and especially in Europe, is very different from what it is in a small country like Honduras. But if in a Press Congress under the auspices of the League an undertaking were freely signed by all to work for the better understanding between the peoples, I see no reason why such an undertaking could not be fulfilled in the majority of cases, if not in all. That would represent an important step along the right road.

As to the “diffusion of false news”, this is precisely the origin of subsequent editorial comments which create friction between the nations. In the Congress of Journalists which would take place under the auspices of the League, this point should be discussed, and the agencies of world news should take part in the undertakings signed. The papers could undertake not to comment on any news likely to cause friction or bad feeling until such news had been confirmed; and, even in that case, any comments which were made should be in conformity with the resolutions adopted by the Press Congress.

The experiment made in Honduras has produced very good results. I will quote a concrete case. Commissions of Honduras and Guatemala are at present meeting in Washington in order to arrange by arbitration the old dispute of frontier lines between the two Republics. Previously, when there was a question of coming to an agreement, the Press of both countries published aggressive comments on the actions of the other party. Now the matter is only discussed in extremely courteous terms, and complete harmony reigns between the two countries. And yet this same Press, some three years ago, by means of passionate comments, was on the point of causing grave difficulties in the relations of these two sister States.

There is no doubt that all conscientious journalists in the world—no matter to what country they belong—are interested in maintaining good understanding between their own countries and the rest of the world. The day that there exists between them an agreement tending to avoid the stirring up of the people, that agreement will act as a restraint and will prevent the overflowing of passion which finds its expression in the columns of the newspapers. That day a great step will have been made along the path of universal cordiality.

(Signed) Mario RIBAS.  
President.

## 10. HUNGARY.

### “BUDAPESTI NAPILAPOK TESTÜLETE” (ASSOCIATION OF BUDAPEST DAILY NEWSPAPERS).

[Translation.]

Budapest, May 28th, 1932.

There is no doubt as to the desirability of preventing the spread of false news likely to disturb the maintenance of peace and good relations between the nations, especially as the measures to be taken would in no way affect impartial

journalists acting in good faith. No country has been more exposed to campaigns of false, tendentious and malicious news than Hungary. It is therefore to our interest that a stop should be put to these regrettable abuses or that steps should be taken to deal with the offenders. The Association of Budapest Daily Newspapers, however, thinks it would be wrong to generalise on this subject. A distinction should be made between: (1) newspaper articles (leaders, etc.) and (2) news or reports.

As regards the former category, we shall be violating the fundamental principles of the freedom of the Press if we admit that a journalist may be prevented through fear of the consequences from publishing information based on his own experience or impressions or obtained from official conversations. Moreover, it would be very difficult to find an authority competent to decide whether a political article published in a newspaper is correct or not. In addition, such articles are signed by the writer or are published on the authority of the newspaper, so that there can be no doubt as to where responsibility rests. This category also includes interviews, the responsibility for which rests with the person interviewed, since it is for the latter to take the necessary steps to ensure that his statements are correctly reproduced. The publication of such matter, like any other discussion of political events in the Press, cannot be brought before any international tribunal.

The Association of Budapest Daily Newspapers takes an entirely different view of the problem of false news. Reports reach the newspapers either from official, semi-official or private telegraph agencies or from the newspapers' own contributors or correspondents. If some of these reports are false or deliberately invented, or are even presented in a tendentious way, the problem of rectification necessarily arises, since totally incorrect news regarding events in a given country may be disseminated throughout the entire world by ill-disposed neighbours or by enemies for the sole purpose of injuring the country. We regard this as a case for international action.

Unfortunately, the contradiction of an erroneous report is not a cure for the evil; there is no doubt that, for every hundred thousand persons who read the false news, only a thousand will read the denial. The Baltic States alone have endeavoured to guard against this evil; they have agreed not to publish news regarding one of their number unless it comes from the country concerned. This arrangement is far from perfect. On the one hand, it is not possible in the international Press service. On the other hand, it would destroy the impartiality of journalism; if the position in a country constituted a danger to its neighbours, and if foreign newspapers were debarred from describing the situation except in accordance with the news received from the country concerned, it would be impossible to protect the interests of the other countries. Such a country would have every reason to hide the true state of affairs and, by instituting a strict censorship, it might only release incomplete or untrue news.

Some other means must therefore be found. In the opinion of the Association of Budapest Daily Newspapers, publications which are obviously inspired by ill-will or the desire to harm or mislead or which spread rumours regarding imaginary events should be laid before a sort of international tribunal composed of absolutely impartial persons and set up for each particular case. The tribunal should examine the matter and, in case guilt was established, pronounce a moral condemnation. The judgment should be published by all the newspapers parties to an agreement for the purpose and should contain a short explanatory statement, so that the public might understand the facts and itself be in a position to pass judgment on the guilty parties.

The members of such a tribunal would not therefore be elected once for all, but for each case that arose. They should be appointed from among the journalists of States not concerned in the matter, so as to ensure the fullest possible impartiality.

The problem is, however, difficult and complicated, and should be approached with the greatest tact and all possible precautions. The Hungarian Press would never tolerate any interference with the firmly established principle of the freedom of the Press.

(Signed) IVAN DE PRAZNOVSZKY,  
President.

## II. ITALY.

### "SINDICATO NAZIONALE FASCISTA DEI GIORNALISTI" (FASCIST NATIONAL SYNDICATE OF JOURNALISTS).

[Translation.]

Rome, May 25th, 1932.

The problem of finding means for preventing the spread of false or tendentious news likely to disturb the maintenance of peace and good relations between nations would appear to be difficult, if not impossible, to solve, since the very delegation which raises the question states that "it will never agree to any restriction being imposed on the freedom of the Press, even if the only alternative is to endure the evils of freedom".

There are in practice only two ways of preventing the spread of false or tendentious news—either by a State monopoly of international information or by a preventive censorship. Both ways inevitably involve restrictions on the freedom of the Press. Obviously, therefore, the publication of news of any kind cannot be prevented if the freedom of the Press is to be preserved intact.

Moreover, the delegation which makes this proposal thinks that there should be no control or action of any kind before the news is actually published.

I venture to point out that, at the time when the news is published, all the evil intended has been produced. A denial (which in any case cannot be given immediately, unless it emanates from the Government of the State attacked, and will therefore not always be effective) invariably comes too late; if, as would appear to be the case, this denial is to be issued by an organ of the League of Nations, it will be impossible to prevent replies and counter-replies which will involve the organs of the League of Nations in serious difficulties.

I think the suggestion made by M. Lerroux, the Spanish Minister for Foreign Affairs, cannot be carried out. He said that "this vast field of international information, this task of clarifying and purifying the sources and the channels

of the distribution of news, seem to belong naturally to the League of Nations". This can only mean an international journalistic monopoly at Geneva which, apart from political difficulties, would run counter to the interests of the journalistic world.

M. Urgoiti's proposal "to constitute an exclusively professional international body to which the national journalists' associations would be responsible" would not appear to be practicable. The associations cannot be responsible to anyone for the professional conduct of individual members; they can merely strike off their lists any members found to be at fault in carrying out their professional duties. More cannot be demanded.

The only way to obtain practical results is that adopted in Italy, where journalistic work is entrusted under suitable laws to persons of recognised honesty, education and sense of responsibility. Special lists (*albi*) are prepared, and, if any person fails in his difficult duty, his name is struck off the list and he may not continue to exercise a profession for which he has shown himself to be morally unfitted or without the necessary political sense and responsibility. In other words, the adventurer and the ignoramus must not be allowed to engage in the profession of journalism merely out of regard for the fetish of liberty.

In view of the above remarks, I think the Danish Government's proposal to convene the heads of the State Press bureaux is of some value; but such a meeting might give better results if the heads of the national journalistic organisations also took part.

(Signed) Ermanno AMICUCCI,  
Secretary.

## 12. NEW ZEALAND.

### UNITED PRESS ASSOCIATION, LIMITED.

Wellington, March 24th, 1932.

While our association has every sympathy with the desire of the League of Nations to eliminate the spread of false or misleading news, it has, at present, no suggestion to offer, feeling that the present system, which has stood the test of many years, meets its requirements as far as reliability and authenticity are concerned.

(Signed) A. B. LANE,  
Manager.

## 13. NETHERLANDS.

### "KATHOLIEKE NEDERLANDSCHE DAGBLADPERS" (ASSOCIATION OF DIRECTORS OF ROMAN CATHOLIC NEWSPAPERS).

[Translation.]

The Hague, May 3rd, 1932.

We are deeply interested in the question of the "dissemination of such false information as may hinder the maintenance of peace and good understanding among the peoples".

We are gratified to note the very excellent work which the League of Nations is doing in this connection. The ideal of Catholic journalism, which our association sets before it, implies at the same time the ideal of peace.

In considering how the circulation of false news can be prevented, we feel that, in the first place, it is absolutely essential to obtain an accurate idea of the extent of the evil. The League of Nations could, we believe, set up a body to explore the little-known field of false news.

A body of this kind under the League's patronage, especially if it could be based on a federation of associations of newspaper directors and if all complaints of false news could be referred to it, would be able to make very definite proposals after some little time.

Finally, we take the liberty to point out that most civilised nations have found in the right of reply a means of combating the abuse of the freedom of the Press. We feel that if this right were recognised in international law it should prove an effective remedy against the evil, which must be dealt with at all costs.

Chairman.

(Signed) Alf. POTT,  
Secretary.

### "NEDERLANDSCHE DAGBLADPERS" (ASSOCIATION OF NEWSPAPER EDITORS).

[Translation.]

Haarlem, April 14th, 1932.

We believe that in some cases where false information is disseminated the Press is entirely innocent. This is so when it is able to obtain its information only from official sources, as in war-time, and the official communiqués are influenced by considerations of the national interest.

We again observed this regrettable state of affairs during the recent dispute between China and Japan.

We agree, however, that, in peace-time, there are also numerous instances of the dissemination of false information which could be prevented. It is beyond question that many misunderstandings between the nations are due to the absence of relations between the newspapers of the different countries. We are convinced that such relations could be established on a solid basis by an international organisation consisting of the associations of newspaper directors.

It is true that there are international ties between the journalists' organisations. But this is not sufficient.

We are convinced the time has come to set up an international organisation of the newspapers themselves; this would be in conformity with the spirit of international understanding represented by the League.

The international newspaper organisation should have a permanent office which might deal, not only with technical professional questions, but also with editorial questions. This central office might organise an exchange of special articles and news calculated to improve international relations. It might also arrange that, if false news is published concerning any country, the newspapers of that country shall have an opportunity of expressing their views.

We are of opinion that such an international Press organisation would help to promote peace, and we have the honour to ask the League of Nations whether it could not take steps to convene an international conference of organisations of newspaper directors for this purpose.

(Signed) J. W. HENNY,

Chairman.

(?)

Secretary.

#### 14. POLAND.

##### "POLSKI ZWIĄZEK WYDAWCÓW DZIENNIKOWICZASOPISM" (POLISH ASSOCIATION OF EDITORS OF NEWSPAPERS AND PERIODICALS).

Warsaw, April 9th, 1932.

1. The problem of preventing the circulation of false news can only be solved with the co-operation of all those who are in a position to influence, directly or indirectly, the activities of the Press.

2. It can only be dealt with on an international basis.

3. For its solution, a special body will be required. This body should consist of national elements organised on an international basis.

Following this line of argument, we feel bound to point out that newspaper editors, who are capable in this capacity of exercising a most important influence on the activities of the Press, have hitherto found no satisfactory form of international organisation.

In view of these facts, we think it desirable to make the following suggestions:

(1) A general international Conference of Press experts should deal with the problem. All the organisations and persons concerned should also take part: (a) The League of Nations, (b) Government Press Bureaux, (c) telegraphic agencies, (d) Press associations, (e) newspaper editors, (f) journalists.

(2) The object of the Conference should be clearly defined—namely, to prepare a plan of international Press co-operation, as stated in the draft resolution of the Polish delegation, which the Press Sub-Committee for Moral Disarmament adopted on June 29th, 1932.

If the Conference is to succeed, we think it essential that it should be preceded by a careful consultation of national and international Press groups, to examine directly the question of such a system of international Press co-operation.

(3) It would be most desirable, independent of any steps to convene a Press Conference under the League's auspices, to set up an international association or organisation of newspaper editors on a professional basis. Permanent contact between national organisations of newspaper editors within a corporate international association could contribute effectively to the solution of the problem of the "dissemination of such false information as may hinder the maintenance of peace and good understanding among the peoples".

In connection with this last point, we are in complete agreement with the proposal of the "Nederlandsche Dagbladders", which would appear to be of the greatest importance for the successful "co-operation of the Press in the organisation of peace."

(Signed) Stanislaw KAUZIK,

Director.

#### 15. ROUMANIA.

##### SINDICATUL ZIARISTILOR DIN BUCURESTI (UNION OF BUCHAREST JOURNALISTS) AND ASOCIATIUNEA GENERALA A PRESEI ROMANE (GENERAL ASSOCIATION OF THE ROUMANIAN PRESS).

[Translation.]

Bucharest, August 25th, 1932.

Being of opinion that it is the duty of the national Press organisations, besides seeing that the profession of journalism is exercised conscientiously and correctly within their country, to do their best to prevent in the international field the propagation of inaccurate news harmful to good relations between the peoples, the two principal Roumanian Press

Associations are prepared to take part in a conference of the professional organisations of all countries, to be convened under the same conditions as the Conference of Press Experts held in 1927, with the object of discussing this problem.

While endorsing Resolution B in Chapter I of the Copenhagen Conference (and the General Association of the Roumanian Press, which accepted the Statute of the International Court of Honour, also endorses Resolution C in the same chapter), the two above-mentioned organisations desire to submit the following observations:

The means for preventing the propagation of inaccurate news may be divided into two categories—(1) preventive action; (2) repressive action.

## I.

The preventive means to be recommended are the following:

1. Prompt, complete and honest information supplied to journalists by the Government Press Bureaux. The inconveniences found to exist at present might be largely removed if Governments were to enforce the resolutions of the Conference of Press Experts concerning the free transmission of news and the technical and Press rate facilities to be granted, and give effect to the proposals submitted at Copenhagen by the Committee of Press Representatives.

2. Closer co-operation between the Government Press Bureaux and between the telegraph agencies belonging to the international cartel might also help to prevent inaccurate news and its propagation, since these bodies represent the chief source of Press information in each country. The Press bureaux and semi-official agencies should warn one another of inaccurate rumours in circulation, which are generally the basis of false news, and should then apprise the accredited representatives of the international Press. The chief condition for the success of such action is obviously the *bona fides* of each individual journalist.

3. Means should be found for utilising the services of the Information Section in the League of Nations Secretariat and the services of the great international organisations for the prevention of false news. This should not, we think, be impossible in view of the interest taken by the League and the organisations in this matter.

4. Having regard to the close connection between the problem of inaccurate news and that of moral disarmament, the regional Press understandings, which have, among other objects, that of furthering the cause of moral disarmament, provide a useful means of combating false news. The professional organisations of the Roumanian Press draw attention to the resolutions adopted on this subject by the Conference of the "Petite Entente de la Presse", which was held at Belgrade from May 13th to May 15th, 1932, and to that of the *entente* between the Polish and Roumanian Press held at Bucharest from June 13th to 15th, 1932. The resolutions read as follows:

(1) "The Conference of the 'Petite Entente de la Presse' calls the national committees' attention to the false news spread from time to time by interested parties concerning one or another of the countries belonging to the Little Entente, and considers that it is the national committees' duty to take steps to see that the Press in their respective countries exercises the greatest circumspection in dealing with such news and establishes its origin so far as possible, in order to prevent such news in future.

(2) "The Conference of the Polish and Roumanian Press draws the attention of the two national committees to the malicious campaigns launched and the inaccurate news circulated from time to time by interested parties concerning one or the other of the two countries, and considers that it is the duty of the national committees to recommend to the Press of their countries the greatest circumspection in dealing with such news, and, so far as possible, to establish its origin in order to prevent such news in future.

"The Conference considers it absolutely essential to continue the efforts initiated under the auspices of the League of Nations for combating the propagation of inaccurate news which might disturb the maintenance of peace and good understanding between the peoples. The solution of this problem, which is closely bound up with that of the disarmament of the Press, should be examined at an international conference of Press experts convened to work out a system of international Press co-operation which might be based on the idea of the Optional Clause relating to compulsory arbitration."

Similar regional understandings might be concluded between the professional organisations of other countries.

## II.

With regard to repressive action, the Roumanian Press organisations consider that the resolutions on false news adopted by the fifteenth Plenary Assembly of the International Federation of League of Nations Unions held at Budapest from May 24th to 28th, 1931, contain certain valuable suggestions which might be examined at a general conference of Press representatives with a view to framing suitable proposals for submission to the League Council.

The discussion should cover the following points:

(a) International professional jurisdiction. The results achieved so far by the foundation of the Court of Honour should be taken as the starting-point for such discussions.

(b) Professional penalties. The professional penalties applicable to journalists found guilty of an offence and the necessary safeguards for preventing abuses and injustices in the enforcement of such penalties should be determined.

(c) International right of reply. The discussion of this question was mentioned by the Conference of Press Experts held in 1927 as a matter for examination at a later Conference.

(d) Consideration of the possibility of unifying the national systems of law in regard to the problems of false news and moral disarmament.

In submitting these observations and suggestions, the above-mentioned Roumanian professional organisations, which have always regarded the defence of the freedom of the Press as one of their essential aims, desire to state that the need for safeguarding the freedom of the Press should at no moment be forgotten in the investigation of the problem under review. The prevention of abuses must not lead to any restriction, in however limited a measure, of freedom of judgment or of the obligation to supply the public with information, since these are the principal functions of modern journalism.

(Signed) MAVRODI,

Chairman of the Union  
of Bucharest Journalists.

(Signed) BRANISTEANU,

Chairman of the General Association  
of the Roumanian Press.

## 16. SWEDEN.

“ SVENSKA TIDNINGSUTGIVAREFÖRENINGEN ” (SWEDISH ASSOCIATION OF NEWSPAPER EDITORS).

Stockholm, May 3rd, 1932.

The International Press Conference held at Copenhagen in January 1932 declared that the most effective method of preventing the circulation of false information would be to see that, as far as possible, the Press was able rapidly to obtain full and accurate news. At the same time, no measures adopted to prevent the dissemination of false information must ever restrict the freedom of the Press, which implies as a necessary consequence the responsibility of the journalist.

The Conference also pointed out that it was desirable to develop co-operation between the official Press agencies and to extend it by an exchange of information, and in other ways. It further supported the wishes expressed by the 1927 Geneva Conference with regard to Press telephonic and telegraphic messages.

The “ Svenska Tidningsutgivareföreningen ” desires herewith to state that it accepts these views.

(Signed) Roeck HANSEN.

## 17. SWITZERLAND.

### FOREIGN PRESS ASSOCIATION IN SWITZERLAND.

*Translation.]*

Geneva, April 15th, 1932.

#### *Observations.*

(1) In the opinion of the Foreign Press Association in Switzerland, it is important to note at the outset that, with regard to the publication of false news, the journalist's personal responsibility is, in point of fact, very rarely involved. For reasons which we do not desire to set forth here, it only too often happens, when a journalist applies to a Government organ, an official Press bureau or a political personage, that the information he succeeds in obtaining with reference to any particular question is incomplete or tendentious or of an *ex parte* nature; this is due purely to considerations of political expediency. As a result of this state of affairs, the information thus received by the journalist, however high his moral standing, is in most cases distorted at its very source. This fact is implicitly recognised in paragraph 3 and 4 of Resolution A adopted by the Copenhagen Conference on the proposal of its Committee of Heads of Government Press Bureaux.

(2) The same is true of the comments or criticisms which a journalist may make in connection with news of a political character. Although this question comes within the sphere of moral disarmament rather than that of the propagation of false news, we think that the attention of the League of Nations should be drawn to the fact that, in such matters, the responsibility frequently lies much less with the journalist than with the management of his paper, which gives him only such general instructions as are dictated by the Board of Directors of the paper or by the proprietor himself.

(3) Observations (1) and (2) above lead us to think that it is useless to expect that the adoption of a journalists' Code of Honour and the setting up of an International Court of Honour for journalists will bring about any improvement in a state of things which may well be regretted, but for which the managers and proprietors of Press organs are sometimes responsible.

We would add an expression of our regret at the fact that the International Association of Journalists accredited to the League of Nations, which includes in its membership the chief journalists specialising in international politics in all countries Members of the League and which took the initiative in regard to the setting up of such a Court of Honour, was not even invited to participate in the constitution of the Court and was therefore unable to recognise its authority.

It is clear from what has been said above, not only that the authority of the Court of Honour is not recognised by a certain number of important journalists' associations, but also that its authority does not extend to persons who may be equally responsible for the inaccuracy of certain news—here we have in mind the Press bureaux and other official information services—or to persons who are directly responsible for the tendency and tone of articles appearing in certain organs of the Press—and here we have in mind the managers and boards of directors of such organs.

In conclusion, the Foreign Press Association in Switzerland is of opinion that the freedom of the Press should be preserved intact, and that abuses in the matter of the publication or supplying of news should be dealt with in accordance with local custom and by the national courts.

#### *Proposals.*

The Foreign Press Association in Switzerland considers that the question raised by the Spanish delegation, with the support of the Polish and Danish delegations, as to the possibility of finding a practical remedy for the publication

and dissemination of false information which may threaten to disturb the peace or the good understanding between nations, calls for a solution, not only in capitals where there are Government Press bureaux, but also at the centre where all the great Assemblies, Conferences and Committees meet under the auspices of the League of Nations or of the International Labour Office.

With this object, and in the spirit of Resolution A adopted by the Copenhagen Press Conference, the Association proposes that Governments should take measures to ensure that journalists of all nationalities accredited to the two great international institutions at Geneva should be able to find at the headquarters of each delegation—as they should also find in the Press bureaux of the different Governments in their own capitals and in the information services of the League and the International Labour Office at Geneva—all the information, news or particulars of a non-confidential character which they may require in the discharge of their duties.

For this purpose, it would be desirable that, at the opening of each important meeting of the League or of the International Labour Office, journalists should be informed as to the person or persons in each delegation responsible for supplying the Press with information, and the time and place at which journalists may obtain such information each day.

It should be understood that, though a political personage is entitled, at his discretion, to grant or refuse an interview to any particular journalist, the latter should always be guaranteed the right of access to the headquarters of any delegation with the object of obtaining from the person appointed for the purpose any news or information he might require. It is clear that every delegation remains the sole judge of the expediency of supplying or withholding the news or information sought.

(Signed) R. GÉRARD.  
President.

“ SOCIÉTÉ SUISSE DES ÉDITEURS DE JOURNAUX ” (“ SCHWEIZERISCHE ZEITUNGSVERLEGERVEREIN ”).

[Translation.]

Zurich, May 17th, 1932.

The Swiss Press has always recognised the fundamental importance of this problem and has therefore followed with steady interest the various steps taken by the League of Nations with a view to preventing, as far as possible, the propagation of tendentious news.

We shall not pause to consider whether it is preferable to adopt a direct method by making the propagation of false news difficult, if not impossible, or whether it is more expedient to resort to an indirect method by publishing, as quickly as possible, accurate news concerning any state of tension and thus combating tendentious news by means of authentic news. In either case, the loyal co-operation of journalists, telegraphic agencies and official Press bureaux is highly desirable.

It has seemed to us, however, that hitherto no attempt has been made to ensure the co-operation of factors which have a very great influence in the Press—viz., the managers, publishers and proprietors of newspapers. It is they who, in the last resort, decide the question of the admission or exclusion of news likely to affect relations between the different countries.

In reply to your letter, we venture to submit the following observations:

Since the war, there have been great changes in the methods by which news is supplied. Services for this purpose have been enormously extended and have, at the same time, become much more rapid. This very speeding up is doubtless the chief source of errors in the news supplied. On the other hand, the means for verifying news have, particularly since the beginning of the world crisis, decreased both in number and in effectiveness. Formerly, there were many telegraph agencies whose activity ranged beyond the national frontiers and, by subscribing to several of these services, newspapers secured a fairly effective check. In addition to these big agencies, there were large numbers of special correspondents and correspondence offices serving one or more papers. There are now, in effect, only two great agencies which are really international, while many newspapers have been compelled to reduce the number of their representatives abroad. At present there are enormous areas in the world the news from which is of a purely *ex parte* nature and cannot, therefore, be verified.

How can we obtain the check previously afforded by the large number of agencies in existence? In our opinion, this might be done by the technical organs of the League of Nations. News published in Geneva might, through its impartiality, to a great extent counteract the effects of inaccurate or tendentious news.

We realise that we are raising a big problem, for the interests of the League of Nations and of its Members would have to be reconciled with the requirements of the Press. We are, however, convinced that accurate news would constitute one of the best agencies for the maintenance of peace and good understanding between nations.

*For the Swiss Newspaper and Periodical Publishers' Association:*

(Signed) E. RIETMANN,  
Manager of the Neue Zürcher Zeitung,  
President of the Swiss  
Publishers' Association.

(Signed) Ed. CHAPUISAT,  
Manager of the Journal de Genève,  
Member of the Central Committee  
of the Swiss Publishers' Association.

## 18. TURKEY.

“ TURK GAZETECILER BIRLIGI ” (ASSOCIATION OF TURKISH JOURNALISTS).

[Translation.]

Ankara, April 28th, 1932.

1. The number of information offices regarded as reliable sources of international news is relatively very small. Most telegraphic agencies in search of sensational information have acquired the reprehensible habit of publishing unconfirmed news.

(2) Correspondents and editors of newspapers and telegraph agencies describe events that take place under their eyes according to the suggestions of the official circles with which they are in contact, or in conformity with the requirements of the particular interests that they represent. The influence that their articles may have upon peaceful international relations is often for them only a secondary consideration.

3. At the present time, when meetings between representatives of various countries have become so frequent, agencies and newspapers often serve as methods of propaganda for Governments desiring to secure at such meetings the accomplishment of their particular ambitions.

4. The excessive discretion which political and Government circles often think it necessary to observe in regard to the Press leads sometimes to the spread of news or suppositions that give an entirely false picture of the activities or intentions of such circles.

Without endeavouring to decide whether the intentions underlying the evils that we have here endeavoured to summarise are in themselves good or bad, we are merely anxious to give expression in all sincerity to our scepticism as regards a section of the Press which, thinking first of its own profits and of the accomplishment of certain aims—selfish rather than national—will still for a long time be unable to perform its true mission—to struggle for the maintenance of peace and cordial relations between States. This doubt, however, must not prevent us from taking effective measures to stop the spread of false news. These measures, of which we regard our list in no way as exhaustive, would be the following:

- (1) Organisation of an International Press Union attached to the League of Nations;
- (2) Press organisations, newspapers, telegraph agencies, editors and correspondents who wish to join the Union, should approve of its objects and methods of work;
- (3) Any newspaper, agency, editor or correspondent found to have published matter contrary to the aims of the Union should be deprived of membership; the infliction of this penalty should be published in all countries, including that of the member expelled;
- (4) Organisation within the League of Nations of an Information Section under the officers of the Union, and representation of this section in various countries by Press formations affiliated to the Union;
- (5) Organisation by the Information Section referred to in No. (4) of a telegraph agency for the purpose of verifying news received from its representatives in various countries and of contradicting by telegram false news; this agency might act as a controlling centre of international information;
- (6) Publication by the office of the Union of pamphlets founded on documents and written impartially in regard to all matters forming the subject of disputes between nations.

We are firmly convinced that these measures, which might usefully be supplemented and reinforced as need arose, would be of considerable value in the campaign against the spread of false news. Our Association will always be ready to help towards the success of the movement for the prevention of the spread of false news, so detrimental to good relations between peoples.

*Secretary-General.*

*President.*



Geneva, November 9th, 1932.

**LEAGUE OF NATIONS**

**CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS**

**ARMAMENTS TRUCE<sup>1</sup>**

**(RENEWAL)**

55

*Note by the Secretary-General.*

The Secretary-General has the honour to communicate to the Governments invited to participate in the Conference for the Reduction and Limitation of Armaments a copy of the letter, dated August 4th, 1932, from the President of the Conference to all the participating States regarding the renewal for a period of four months, as from November 1st, 1932, of the Armaments Truce proposed by the Assembly of the League of Nations on September 29th, 1931.

LETTER, DATED AUGUST 4TH, 1932, FROM THE PRESIDENT OF THE CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS, TO ALL THE STATES INVITED TO THE CONFERENCE.

At its meeting on July 23rd, the Conference for the Reduction and Limitation of Armaments unanimously adopted the following resolution :

“ In order to ensure that, pending the resumption of the meetings of the General Commission and during the second phase of its work, no steps shall be initiated by any Power which might prejudice the preparation of the General Disarmament Convention, the Conference decides to recommend to the Governments to renew for a period of four months from November 1st, 1932, the truce provided for by the resolution of the Assembly of the League of Nations of September 29th, 1931.”

I have the honour to communicate to you this resolution (document Conf.D.137), and to request you to inform me as soon as you are able to do so—before November 1st, if possible—whether your Government is prepared, in accordance with this resolution, to agree to the renewal, for a period of four months as from November 1st, 1932, of the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931.

I enclose the Minutes of the meeting of the Conference held on July 23rd and document C.919.M.484.1931.IX (Conf.D.35), which contains the reports and correspondence relating to the truce instituted by the 1931 Assembly.

(Signed) A. HENDERSON,

*President of the Conference for the Reduction and Limitation of Armaments.*

\* \* \*

The following Governments have signified their acceptance of the proposal : Afghanistan, Union of South Africa, Albania, Australia, Austria, Belgium, United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Egypt, Estonia, United States of America, Finland, France, Greece, Guatemala, Haiti, Hungary, India, Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Mexico, Netherlands, Nicaragua, Norway, New Zealand, Panama, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Venezuela and Yugoslavia.

\* \* \*

<sup>1</sup> See document C.919.M.484.1931.IX(Conf.D.35).

REPLIES RECEIVED FROM GOVERNMENTS.

COMMUNICATION FROM THE GOVERNMENT OF AFGHANISTAN.

Rome, October 18th, 1932.

Owing to special circumstances, the Afghan Government has not been able, so far, to bring the country's armaments up to the standard required by the national defence.

Although it would be very difficult for the Government of Afghanistan to accept the armaments truce, it would be ready to consider the possibility of taking a decision on the matter provided that :

- (1) All the States, and especially the neighbouring countries, accept the truce ;
- (2) The truce will not prevent the current programmes being carried out ;
- (3) In case any unforeseen circumstances compel Afghanistan to increase its armaments, the Afghan Government will not be bound to observe the obligations of the truce ;
- (4) The present defensive forces of Afghanistan being far from complete, as stated above, these forces shall not be considered as a basis for discussion during the debates of the Conference.

*(Signed)* A. Husein AZIZ.

COMMUNICATION FROM THE GOVERNMENT OF THE UNION OF SOUTH AFRICA.

Pretoria, September 12th, 1932.

I have the honour to state that His Majesty's Government in the Union of South Africa is prepared to agree to the renewal, for a period of four months as from November 1st, 1932, of the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931.

*(Signed)* B. M. HERTZOG,  
*Minister for External Affairs.*

COMMUNICATION FROM THE ALBANIAN GOVERNMENT.

Tirana, October 10th, 1932.

I am happy to notify you that the Royal Albanian Government has agreed to this renewal of the truce.

*(Signed)* H. VRIONI,  
*Minister for Foreign Affairs.*

COMMUNICATION FROM THE GOVERNMENT OF THE COMMONWEALTH OF AUSTRALIA.

Canberra, F.C.T., September 19th, 1932.

I have the honour to inform you that His Majesty's Government in the Commonwealth of Australia is prepared to agree to the renewal of the armaments truce proposed by the twelfth Assembly for a period of four months as from November 1st, 1932.

This agreement of the Commonwealth Government will be subject to the same conditions as its acceptance of the armaments truce on October 30th, 1931 (document C.919.M.484.1931. IX (Conf. D.35.)).

*(Signed)* J. G. LATHAM,  
*Minister for External Affairs.*

COMMUNICATION FROM THE AUSTRIAN GOVERNMENT.

Vienna, September 29th, 1932.

I have the honour to inform you that the Federal Government is prepared to renew for four months the obligations arising out of its declaration of October 28th, 1931, addressed to the Secretary-General of the League.

*(Signed)* DOLFUSS,  
*Federal Chancellor.*

COMMUNICATION FROM THE BELGIAN GOVERNMENT.

Brussels, October 15th, 1932.

I have the honour to inform you that the Belgian Government agrees to renew this truce for a period of four months as from November 1st, 1932, according to the terms of agreement stated in my letter of October 30th, 1931, addressed to the Secretary-General of the League of Nations.

The letter in question refers to the resolution of the Assembly of September 29th, 1931, and to the report of the Third Committee, according to which the truce is not incompatible with the normal establishment of effectives provided for by the military statutes in force nor with the execution of the normal programmes of upkeep and renewal of land and air material and the corresponding supplies, nor with the execution of work of defence in progress.

(Signed) HYMANS.

COMMUNICATION FROM THE UNITED KINGDOM GOVERNMENT.

London, September 26th, 1932.

I am directed by Secretary Sir John Simon to state that His Majesty's Government in the United Kingdom accede to the recommendation of the General Commission of the Disarmament Conference at its meeting of July 23rd that the armaments truce provided for by the resolution of the Assembly of September 29th, 1931, should be renewed for a period of four months from November 1st, 1932.

In acceding to this recommendation, I am to observe that His Majesty's Government adhere to the interpretation of the truce set forth in the passage from the report of the Third Committee of the twelfth Assembly which was quoted in paragraph 2 of Foreign Office letter of October 29th, 1931, accepting the truce, and to the reservation contained in paragraph 3 of the same letter to the effect that should His Majesty's Government in the United Kingdom find themselves compelled, as the result of unforeseen circumstances, to suspend the operation of their undertaking under the truce, they will immediately notify the Secretary-General of the League of Nations.

(Signed) C. Howard SMITH.

COMMUNICATION FROM THE BULGARIAN GOVERNMENT.

Sofia, September 26th, 1932.

I have the honour to inform you that the Bulgarian Government agrees to the renewal, for a period of four months from November 1st, 1932, of the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931.

As a disarmed country deeply devoted to the cause of peace, Bulgaria is prepared to adhere to any measure likely to bring about the effective reduction of the armaments of all States.

(Signed) N. MOUCHANOFF,

*President of the Council of Ministers, Minister  
for Foreign Affairs and Religion.*

COMMUNICATION FROM THE CANADIAN GOVERNMENT.

Ottawa, August 26th, 1932.

I have the honour to state that His Majesty's Government in Canada is prepared, in accordance with this resolution, to agree to the renewal of this truce for a period of four months as from November 1st, 1932.

For the Secretary of State for External Affairs :

(Signed) W. H. WALKER.

COMMUNICATION FROM THE CHILIAN GOVERNMENT.

Geneva, October 18th, 1932.

I am instructed by my Government to inform you that the Government of Chile accepts the said renewal.

(Signed) VALDÉS-MENDEVILLE.

COMMUNICATION FROM THE CHINESE GOVERNMENT.

Geneva, November 10th, 1932.

I am now instructed by my Government to inform you that, although it is in favour of the proposed renewal of the armaments truce, yet its attitude towards this question, which was expressed by me, as its representative, before the General Commission on July 23rd last, remains unchanged—that is to say, that my Government, to its regret, is unable to pledge itself in any manner or form to disarmament, unless and until the Sino-Japanese dispute which is before the League has been solved in accordance with the principles of the League to our satisfaction.

(Signed) W. W. YEN.

COMMUNICATION FROM THE COLOMBIAN GOVERNMENT.

Bogotá, September 2nd, 1932.

I beg to inform you that the Colombian Government, in accordance with its sincerely pacific policy and the friendly and cordial relations which it cultivates with all Governments and all peoples, has pleasure in accepting the renewal in question.

(Signed) R. URDANETA ARBELAEZ.

COMMUNICATION FROM THE GOVERNMENT OF COSTA RICA.

San José, August 29th, 1932.

The Government of Costa Rica is prepared to agree to the renewal for a period of four months from November 1st, 1932, of the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931.

(Signed) Leonidas PACHECO.

COMMUNICATION FROM THE CUBAN GOVERNMENT.

Havana, September 30th, 1932.

I beg to inform you that the Government of the Republic has decided to accept this extension for four months as from November 1st next.

(Signed) Orestes FERRARA,  
*Secretary for Foreign Affairs.*

COMMUNICATION FROM THE DANISH GOVERNMENT.

Geneva, August 20th, 1932.

I have the honour to inform you, on behalf of my Government, that the latter is prepared, in accordance with this resolution, to accept the said renewal.

(Signed) E. F. PEDERSEN.

COMMUNICATION FROM THE EGYPTIAN GOVERNMENT.

Cairo, September 14th, 1932.

I have the honour to inform you that the Egyptian Government is prepared to renew, for a period of four months, as from November 1st, 1932, the armaments truce previously decided upon, in conformity with the recommendation adopted by the Conference for the Reduction and Limitation of Armaments. The Egyptian Government is convinced that the success of the Conference will be considerably promoted by a general undertaking on the part of all the States invited to the Conference to refrain from increasing their armaments for the duration of the Conference.

(Signed) ABDEL FATTAH YEHIA Pasha,  
*Minister for Foreign Affairs.*

COMMUNICATION FROM THE SPANISH GOVERNMENT.

Madrid, September 7th, 1932.

[*Telegram*]: Spanish Government agrees prolongation armaments truce according indication telegram October 30th last. — ZULUETA, *Minister for Foreign Affairs*.

COMMUNICATION FROM THE ESTONIAN GOVERNMENT.

Tallinn, August 25th, 1932.

I have the honour to inform you that the Estonian Government accepts the renewal for a period of four months as from November 1st, 1932, of the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931.

(*Signed*) M. PUNG.

COMMUNICATION FROM THE GOVERNMENT OF THE UNITED STATES OF AMERICA.

Geneva, October 22nd, 1932.

I am instructed by my Government to inform you that it agrees to the continuance of the truce, for a period of four months, provided that like action is taken by the other principal military and naval powers, and subject to the understanding contained in its note of October 29th, 1931, to the Secretary-General of the League—namely, “ that the proposed truce shall not apply to construction which had begun or for which contracts had been let prior to its entry into force ”.

(*Signed*) Hugh WILSON.

COMMUNICATION FROM THE FINNISH GOVERNMENT.

Helsinki, September 21st, 1932.

I hasten to inform you that the Finnish Government is prepared to agree to the renewal for a period of four months as from November 1st, 1932, of the armaments truce.

(*Signed*) A. S. YRJÖ-KOSKINEN.

COMMUNICATION FROM THE FRENCH GOVERNMENT.

Paris, October 4th, 1932.

I have the honour to inform you that if the proposed truce is observed by the countries neighbouring on France, the Government of the French Republic agrees to observe it for a period of four months as from November 1st, 1932, in accordance with the terms of the resolution and under the conditions laid down in the report adopted on September 29th, 1931, by the Assembly of the League of Nations.

(*Signed*) HERRIOT.

COMMUNICATION FROM THE GREEK GOVERNMENT.

Geneva, September 13th, 1932.

The Hellenic Government agrees to the renewal for a period of four months as from November 1st, 1932, of the armaments truce proposed by the Assembly on September 29th, 1931.

This acceptance should be interpreted in the sense of communication No. 2598/IX/2 sent to you by this delegation on November 11th last.

(*Signed*) CONTOUMAS,  
*Chargé d'Affaires*.

COMMUNICATION FROM THE GOVERNMENT OF GUATEMALA.

Guatemala, September 6th, 1932.

The Government of Guatemala approves the reasons explained by the Conference and therefore agrees to renew for a period of four months from November 1st, 1932, the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931.

(Signed) Skinner KLEE.

COMMUNICATION FROM THE GOVERNMENT OF THE REPUBLIC OF HAITI.

Port-au-Prince, September 23rd, 1932.

The Haitian Government agrees to the renewal of the truce for the period stated and under the conditions stated in the letter addressed by the Haitian Secretary of State for Foreign Relations to the Secretary-General of the League of Nations on November 26th, 1931.

(Signed) A. BLANCHET.

COMMUNICATION FROM THE HUNGARIAN GOVERNMENT.

Geneva, September 12th, 1932.

The Royal Hungarian Government agrees to the recommendation of the Conference for the Reduction and Limitation of Armaments, adopted at its meeting on July 23rd last, to renew, for a period of four months as from November 1st, 1932, the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931, on the understanding that this truce should not, in its opinion, signify the postponement of the reduction of armaments and still less constitute a final solution of the question of the reduction of armaments.

(Signed) PELÉNYI,  
Hungarian Minister.

COMMUNICATION FROM THE GOVERNMENT OF INDIA.

London, October 28th, 1932.

I am directed by the Secretary of State for India to notify the accession of India to the recommendation on the same conditions as were stated in my letter of November 3rd, 1931, notifying the Government of India's acceptance of the original truce.

(Signed) M. C. SETON.

COMMUNICATION FROM THE IRISH FREE STATE GOVERNMENT.

Geneva, October 31st, 1932.

I am instructed to communicate to you the declaration of my Government that it accepts the renewal for a period of four months, subject to the interpretation of the truce set out in the final sentence of paragraph 5 and in paragraph 6 of Section 5, Part I, of the report of the Third Committee to the twelfth session of the Assembly.

(Signed) Sean LESTER,  
Permanent Delegate.

COMMUNICATION FROM THE ITALIAN GOVERNMENT.

Rome, August 19th, 1932.

The Royal Government, from which the original initiative came last year, is happy to state that it is prepared to prolong for four months the obligations deriving therefrom, provided that the other Governments also accept the General Conference's recommendation.

(Signed) SUVICH.

COMMUNICATION FROM THE JAPANESE GOVERNMENT.

Geneva, October 19th, 1932.

The Japanese Government is prepared to accept the extension of the armaments truce provided for in a resolution of July 23rd, 1932, of the Conference for the Reduction and Limitation of Armaments for a period of four months from November 1st, 1932.

It remains expressly understood, however, that, in accepting this extension, the Japanese Government maintains the views and the condition stated in its reply of October 29th, 1931, to the Secretary-General of the League of Nations on the subject of the armaments truce—namely, that the truce must not affect in any way either the improvement in the organisation and equipment of the army, which will be carried out within the limits of the expenditure already voted, or the execution of the programme approved by Parliament. Further, the Japanese Government makes its undertaking in regard to the truce conditional on its neighbours, and especially those not Members of the League of Nations, being bound by the same obligations as itself.

(Signed) SATO,

*Japanese Delegate to the Conference for the  
Reduction and Limitation of Armaments.*

COMMUNICATION FROM THE LATVIAN GOVERNMENT.

Riga, August 22nd, 1932.

The Latvian Government is entirely prepared to accept the renewal of the truce for the period indicated in the above-mentioned resolution.

(Signed) Ch. ZARINE.

COMMUNICATION FROM THE LITHUANIAN GOVERNMENT.

[Telegram.]

Kovno, November 10th, 1932.

With reference to your letter No. C.L.110.1932.IX, Conf.D./C.L.2, of August 4th, 1932, in which you were good enough to communicate the text of the resolution adopted by the Conference for the Reduction and Limitation of Armaments dated July 23rd, 1932, recommending Governments to renew for a period of four months the truce proposed by the resolution of the League Assembly on September 29th, 1931, I have honour to inform you that Lithuania agrees to this renewal subject to the same conditions as those mentioned in my letter of October 29th, 1931, notifying the acceptance by the Lithuanian Government of the actual truce. — ZAUNIUS.

COMMUNICATION FROM THE GOVERNMENT OF LIBERIA.

Geneva, October 24th, 1932.

My Government agrees to renew, for a period of four months from November 1st, 1932, the truce provided for in the resolution of the League Assembly dated September 29th, 1931.

(Signed) A. SOTTILE,

*Envoy Extraordinary and Minister  
Plenipotentiary, Permanent Delegate to the  
League of Nations and International Labour  
Office.*

COMMUNICATION FROM THE MEXICAN GOVERNMENT.

Mexico City, October 13th, 1932.

The Mexican Government, which is desirous of helping to create a world opinion strong enough to ensure the success of the Disarmament Conference, accepts the proposed truce on the following conditions :

I. That the truce does not involve a suspension of the programme drawn up by the Mexican Government for the normal execution of enactments relating to the re-organisation of effectives.

II. That it does not affect the measures contemplated for the upkeep and renewal of land, naval and air material.

III. That the army receives its normal supplies in accordance with its requirements.

I would explain that the scope of the programmes under which the measures referred to in the foregoing conditions will be carried out is not large enough to make any appreciable change in the present state of the army.

(Signed) Manuel C. TÉLLEZ.

COMMUNICATION FROM THE GOVERNMENT OF NICARAGUA.

Managua, September 2nd, 1932.

The Government of Nicaragua has no objection to accepting the proposed renewal for four months from November 1st, 1931.

(Signed) O. SOMOZA.

COMMUNICATION FROM THE NORWEGIAN GOVERNMENT.

Berne, August 27th, 1932.

The Norwegian Government accepts the renewal, for a period of four months from November 1st, 1932, of the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931.

(Signed) H. BIRKELAND,  
*Permanent Delegate of Norway accredited  
to the League of Nations.*

COMMUNICATION FROM THE NEW ZEALAND GOVERNMENT.

Wellington, October 18th, 1932.

[*Telegram.*] New Zealand Government is happy to renew, for a period of four months from November 1st, 1932, the armaments truce proposed by the Assembly on September 29th, 1931. — FORBES.

COMMUNICATION FROM THE GOVERNMENT OF PANAMA.

Panama, October 4th, 1932.

The Panama Government is prepared to accept the truce in question as a further proof of the desire which it has always shown to co-operate with the League in its work on behalf of peace.

(Signed) J. D. AROSEMENA,  
*Secretary for Foreign Affairs.*

COMMUNICATION FROM THE NETHERLANDS GOVERNMENT.

The Hague, September 9th, 1932.

The Netherlands Government is prepared, in conformity with the resolution adopted on July 23rd last by the Conference for the Reduction and Limitation of Armaments, to agree to the renewal for a period of four months from November 1st, 1932, of the armaments truce proposed by the Assembly of the League of Nations on September 29th, 1931.

(Signed) BEELAERTS VAN BLOKLAND.

COMMUNICATION FROM THE POLISH GOVERNMENT.

Warsaw, September 14th, 1932.

The Polish Government has decided to agree to the renewal of the truce, conceived in the spirit of the report attached to the twelfth Assembly's resolution, for a further period of four months as from November 1st, 1932. This acceptance will become final if all the other Governments represented at the Conference also give their consent in the same conditions to the renewal of the truce.

(Signed) Auguste ZALESKI,  
*Minister for Foreign Affairs.*

COMMUNICATION FROM THE PORTUGUESE GOVERNMENT.

Geneva, September 23rd, 1932.

My Government agrees to renew the truce provided for by the resolution of the Assembly of the League of Nations of September 29th, 1931, for a period of four months from November 1st, 1932, in accordance with the resolution adopted by the Conference for the Reduction and Limitation of Armaments at its meeting on July 23rd, 1932.



The acceptance of this further truce by the Government of the Republic is to be interpreted in the same sense as the previous acceptance—*i.e.*, on the same conditions and according to the exact terms of this delegation's note of November 2nd, 1931.

(Signed) A. N. FERRAZ DE ANDRADE,  
*Head of the Portuguese Bureau accredited  
to the League of Nations.*

COMMUNICATION FROM THE ROUMANIAN GOVERNMENT.

Geneva, September 19th, 1932.

The Roumanian Government agrees to such extension to a further period of four months on the conditions on which it accepted the principle of the truce by its note of October 28th, 1931.

(Signed) ANTONIADE.

COMMUNICATION FROM THE SIAMESE GOVERNMENT.

Bangkok, September 28th, 1932.

His Majesty's Government agrees to adopt the above recommendation.

(Signed) PHYA SRIVISAR,  
*Minister for Foreign Affairs.*

COMMUNICATION FROM THE SWEDISH GOVERNMENT.

Stockholm, September 21st, 1932.

His Majesty's Government agrees to this prolongation of the truce, understood in the sense indicated in my letter to the Secretary-General of the League dated October 30th, 1931, regarding the original armaments truce.

(Signed) RAMEL.

COMMUNICATION FROM THE SWISS GOVERNMENT.

Berne, September 9th, 1932.

The Federal Council agrees, on the same conditions as were stated in our letter of October 27th, 1931, to the Secretary-General of the League of Nations, to the renewal of the truce for a period of four months from November 1st, 1932.

(Signed) MOTTA,  
*Federal Political Department.*

COMMUNICATION FROM THE CZECHOSLOVAK GOVERNMENT.

Prague, September 14th, 1932.

The Czechoslovak Government agrees to the renewal of the armaments truce as recommended in the Conference's resolution of July 23rd last.

(Signed) Eduard BENEŠ.

COMMUNICATION FROM THE TURKISH GOVERNMENT.

As I had the honour to inform you in my letter of November 27th, 1931, the Grand National Assembly is the only authority empowered under the Constitution to take a final decision in regard to the country's armaments.

I therefore have the honour to inform you that the Government of the Republic agrees to the renewal of the armaments truce for a further period of four months as from November 1st, 1932.

(Signed) Dr. Tevfik RÜSTÜ.

COMMUNICATION FROM THE GOVERNMENT OF THE UNION OF SOVIET SOCIALIST REPUBLICS.

Moscow, October 22nd, 1932.

I have the honour to inform you that the Government delegation of the Union of Soviet Socialist Republics to the Disarmament Conference having voted in favour of the resolution in question, the Soviet Government agrees to the proposed extension of the truce on the terms and conditions set forth in my telegram of October 21st, 1931.

*(Signed)* M. LITVINOFF.

COMMUNICATION FROM THE VENEZUELAN GOVERNMENT.

Caracas, September 7th, 1932.

The Venezuelan Government has great pleasure in accepting the renewal of the armaments truce for a period of four months as from November 1st of the current year.

*(Signed)* P. ITRIAGO CHACIN.

COMMUNICATION FROM THE YUGOSLAV GOVERNMENT.

Belgrade, August 9th, 1932.

I hasten to communicate to you the Royal Government's declaration that it accepts the renewal for a period of four months, interpreting this new truce in the same sense as that in which it acceded to the initial armaments truce from November 1st, 1931, to October 31st, 1932.

*(Signed)* B. YEVTITCH,  
*Minister for Foreign Affairs.*

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Communiqué au Conseil,  
aux Membres de la Société  
et aux Etats invités à la  
Conférence du Désarmement.

2ème Addendum au  
Conf. D./144.

Genève, le 27 janvier 1933.

SOCIETE DES NATIONS

CONFERENCE POUR LA REDUCTION ET LA LIMITATION  
DES ARMEMENTS.

TREVE DES ARMEMENTS  
(RENOUVELLEMENT)  
Deuxième Addendum

Suite des réponses des Gouvernements à la lettre du Président de la Conférence  
en date du 4 août 1932 (C.L. 110)

Communication du Gouvernement allemand.

Berlin, le 20 janvier 1933.

Le Gouvernement allemand s'étant déclaré prêt à participer de nouveau aux délibérations de la Conférence du Désarmement, je suis maintenant en position de répondre à votre lettre du 4 août relative à la prolongation de la trêve des armements et j'ai l'honneur de vous informer que le Gouvernement allemand adhère à cette prolongation jusqu'au 28 février 1933.

(signé) Neurath.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS.

ARMAMENTS TRUCE.  
(RENEWAL)  
Second Addendum.

Continuation of replies from the Governments to the letter of the President of  
the Conference dated August 4th, 1932, (C.L.110).

Communication from the German Government.

Berlin, January 20th, 1933.

The German Government having declared itself prepared to resume the discussions of the Disarmament Conference, I am now able to reply to your letter of August 4th last regarding the prolongation of the armaments truce, and I have the honour to inform you that the German Government agrees to its prolongation until February 28th, 1933.

(Signed) Neurath.

Series of League of Nations Publications  
IX. DISARMAMENT  
1932.IX.57.2.Add.

Communicated to the Council, to the Members of the League, and the States invited to the Disarmament Conference.

Addendum to  
Conf. D. 144.

Geneva, 21st December, 1932.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS.

ARMAMENTS TRUCE

(RENEWAL)

Continuation of replies made by Governments to the letter sent by the President of the Conference, dated 4th August, 1932. (C.L.110).

Communication from the Persian Government.

Teheran, November 30th 1932.

I have the honour to inform your Excellency that my Government's point of view was expressed in the letter which I addressed to H.E. the Secretary-General of the League of Nations on October 22nd, 1931.

(Signed) M. A. Foroughi.

Communication from the Ecuadorian Government.

Quito, November 28th, 1932.

In reply to your note No. C.L. 110.1932.IX of August 4th last in which you ask, in accordance with the resolution adopted on July 23rd, 1932 by the Conference for the Reduction and Limitation of Armaments, whether the Government of Ecuador is prepared to agree to the renewal for a period of four months as from November 1st, 1932, of the Armaments Truce proposed by the Assembly of the League of Nations on September 20th, 1931, I have the honour to inform you that this question is now receiving the careful study of the competent department, in the light of the fact that at the present time the armaments of Ecuador are less than they were in 1931 and during part of 1932, as a result of the consumption which took place during the events of an internal nature which occurred in August and September of this year.

As soon as my Government has taken a decision on this question I shall not fail to inform you thereof.

(Signed) J.A. Quevedo.

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1932.IX.57

Geneva, November 14th, 1932.

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND  
LIMITATION OF ARMAMENTS**

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**MEMORANDUM BY THE FRENCH DELEGATION**

In putting forward the proposals contained in the present memorandum, the French delegation lays no claim to direct the work of the Conference into entirely new channels. Having endeavoured to interpret the lesson to be drawn from the discussions which have been pursued at Geneva for the last eight months and adhering to the resolutions already adopted, it hopes that a large number of delegations will recognise the expression of their own views in the proposals which it is putting forward, and that the Conference, after studying this text, will find therein a system which, combined with previous proposals and particularly with those of President Hoover, will enable it to bring its task rapidly to a successful conclusion.

From the debates which have been going on since February 2nd, 1932, certain lessons may be drawn.

It is now realised that "the reduction of national armaments to the lowest point consistent with national safety and the enforcement by common action of international obligations" cannot be hoped for unless account is taken, as provided in Article 8 of the Covenant, of the geographical situation and special conditions of each State and even of each continent.

It is also realised that the possibility of a reduction of armaments is closely bound up in the minds of Governments with the conditions of security which exist or which may be created. At every stage of the debates, this notion of security, conceived not only for the advantage of one or several countries, but in the interests of all, has re-appeared. Thus the problem before us has revealed itself to be political as much as technical; in the sphere of disarmament and in the sphere of security progress must be made on parallel lines.

With this conclusion is connected another, which on the occasion of the discussions aroused by President Hoover's proposals met with unanimous approval—namely, that the task which lies before the Conference consists in increasing the comparative power of the defence through decreases in the power of the attack. With this end in view, reductions of effectives and quantitative and qualitative reductions of material have been contemplated. Considered from the aspect of material alone, there appeared to be a danger that the problem would prove insoluble; then, when effectives came to be considered, the difficulty arose of comparing different types of military organisation, each of which has its own special requirements and uses. The French delegation is convinced that the Conference, if it is to succeed, must not hesitate to examine the problem as a whole. It is much less important to enquire whether a particular type of material can facilitate aggression than to determine the form of military organisation which in a given area and in given political conditions would make a policy of aggression more difficult. Once this has been determined, the different armies of the area considered will by degrees have to be brought into line with this type.

By this method, and by this method alone, can a solution be found for a problem which has recently arisen in an acute form before the Conference.

While the French Government has objected to the conditions in which the claim for equality of rights has been put forward, while it does not recognise the force of the legal arguments on which this claim is based, and while it persists in the belief that any solution involving re-armament would be unacceptable as being contrary to the very purpose of the Conference, it has never denied that the problem was among the political problems brought up before the Conference, as was stated by the French Prime Minister on July 22nd, 1932, in the General Commission. The French delegation has every confidence that its proposals would permit of an equitable solution of this problem in the interests of general peace by the progressive equalisation of the

military status of the various countries and by an equal participation in the burdens and advantages of the organisation of common action, all question of re-armament being ruled out.

\* \* \*

Such being the complexity and multiplicity of the questions which are before the Conference, the French Government considers that it would be vain to endeavour to solve them all here and now by means of a plan of universal application. It therefore proposes that—subject to the adoption of a General Convention defining for all the Powers their obligations as regards limitation, reduction and supervision of land, sea and air armaments—provision should be made for an organisation for Europe capable of solving the problem of the reduction of armaments in that continent both in its political and in its technical aspects. The arrangements to be concluded will fix the reciprocal measures, whether more extensive or more definite, regarding limitation, reduction and supervision, which the States participating in this organisation will accept as a counterpart for mutual obligations in the matter of security and in relation with the conditions peculiar to Europe and to each one of them.

The French Government hopes that this European system will appear, to the Powers which will not belong to it, to be of sufficiently great general importance, from the point of view of the consolidation of peace, for them to render its application possible by agreeing, for their part, to give full effect to the guarantees arising out of the pacts by which they are already bound: the Pact of Paris or the Covenant of the League of Nations. Without this acceptance the plan would be impracticable.

\* \* \*

Accordingly, the French delegation has the honour to submit to the General Conference for the Limitation and Reduction of Armaments the following proposals which form an indivisible whole.

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## PROPOSALS.

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### Chapter I.

All the Powers taking part in the work of the Conference shall be called upon to establish in an effective manner the following principles, which are generally recognised to be a necessary consequence of the Pact for the Renunciation of War:

(a) Any war undertaken in breach of the Paris Pact is a matter of interest to all the Powers and shall be regarded as a breach of the obligations assumed towards each one of them;

(b) In the event of a breach or threat of breach of the Paris Pact, the said Powers shall concert together as promptly as possible with a view to appealing to public opinion and agreeing upon the steps to be taken;

(c) In application of the Pact of Paris outlawing war, any breach of that Pact shall involve the prohibition of direct or indirect economic or financial relations with the aggressor country. The Powers shall undertake to adopt the necessary measures to make that prohibition immediately effective;

(d) The said Powers shall declare their determination not to recognise any *de facto* situation brought about in consequence of the violation of an international undertaking.

### Chapter II.

The application of the principles laid down in the previous chapter will make it possible to give full effect to the obligations devolving upon the Members of the League of Nations under the Covenant and under the treaties they have concluded in conformity with the principles of the Covenant: the General Convention on Means of Preventing War, the Convention for Financial Assistance.

France considers the effective and loyal application of Article 16 of the Covenant as an essential element of the plan she has worked out.

### Chapter III.

The special organisation for Europe, which has already received a first realisation in the Locarno Treaties—which it must be understood must not be affected by any of the provisions of the present plan—will involve *political* arrangements and *military* arrangements. This organisation entails

in the first place their acceptance by a sufficient number of Powers, regard being had to their importance and geographical position, in order that the security of each of them should be ensured in all circumstances.

*Section A.*

The fundamental object of the *political* arrangements will be to define the conditions in which each of the States forming part of the European organisation will be entitled to the co-operation of the other contracting States.

1. These arrangements will establish the right to assistance when a territory under the authority of one of the signatory Powers is attacked or invaded by foreign forces. An aggression as thus defined cannot be taken to include certain cases such as the existence of an agreement to the contrary, the case of self-defence (*i.e.*, the repulsing of armed forces which have entered by violence the territory of the State which is defending itself), and action undertaken in execution of Article 16 of the Covenant of the League of Nations or specially authorised for any other reason by the Council or Assembly of the League.

2. The object of the assistance will be to put an end to the aggression, and to create a *de facto* situation which will allow of a fair settlement of the consequences of the aggression.

3. The Council of the League of Nations will decide that assistance shall be given on simply ascertaining that an attack or invasion has taken place.

In order to facilitate any steps that may be necessary to ascertain the facts, there shall be established in each of the signatory States a commission consisting of diplomatic agents and military, naval and air attachés accredited to the Government of that State, the members of this commission being appointed by the Council of the League of Nations. Any State which believes itself to be threatened or alleges that it has been attacked may demand that the necessary measures be taken to establish the facts.

4. The peaceful settlement of disputes between States which have signed the European agreement will be ensured by the compulsory accession of those States to the General Act of Arbitration.

Should one of the signatories refuse to conform to the methods for the peaceful settlement of disputes, or to execute an arbitral award or judicial decision, or to take necessary action when the Council of the League has established that there has been a breach of an international undertaking, the other party will submit the matter to the Council, which will decide what steps are to be taken. The contracting Powers will lend assistance in carrying the decision into effect.

5. In the cases considered above, the Council's decisions will be taken by a majority vote.

6. To enable first-aid to be given without delay to any State entitled to the assistance provided for in paragraphs 2, 3 and 4 above, the contracting Powers will agree to the specialisation of portions of their military forces under the conditions laid down in Section B below.

*Section B.*

Corresponding to the political arrangements in Section A above, there will be *military* arrangements aiming, on the basis of an equality of defensive status, at:

(1) Reducing the offensive character of the national forces in accordance with the principle laid down in the American proposal of June 22nd last;

(2) Specialising certain elements with a view to the most urgent operations involved in the *common action* provided for in paragraph 1 of Article 8 and paragraph 2 of Article 16 of the Covenant of the League of Nations.

I.

(a) The land forces assigned for the defence of the home frontiers of the States of *continental* Europe will be reduced to a *uniform general type* — that of a national short-service army with *limited effectives* — not adapted to a sudden offensive.

For this purpose, under the conditions defined in paragraphs (b), (c) and (d) below, as and when those conditions are fulfilled, the said forces will be organised on the following bases:

Their effectives and period of training shall be fixed so as to secure their defensive character, in conformity with the provisions of Article 8 of the Covenant of the League of Nations — that is, in such a way as to ensure the national security of each State, taking account of its geographical situation and circumstances. In particular, the numerical limitation of the short-service effectives will be adapted to the inequalities and variations of the resources of recruitment of the various signatory Powers; the same will apply to the period of training, which will have to include, in a form to be determined, the time spent in pre-regimental training or in military training received, for example, in political organisations.

(b) Apart from the specialised elements for common action referred to in paragraph II, no contracting party will be able to retain in the forces assigned for the defence of its home territory units consisting of professional effectives or soldiers serving longer than the period fixed for its national army.

(c) The professional or long-service effectives (instructors, specialists and cadres) of the national armies referred to in paragraph (a) will be limited on common bases and in relation to the effectives of those armies.

(d) The effectives of home police forces of a military character, more especially those living in barracks, will be limited on a basis of calculation common to all signatory States. Any excess over the figure resulting from these calculations must be set off by an equivalent reduction in the effectives defined in paragraph (c).

(e) There shall be prohibited, for the national armies of the contracting Powers, at least all powerful mobile material, especially such as would facilitate an attack on permanent fortifications (powerful artillery and powerful tanks). It is quite obvious that the General Convention will have to be established in conformity with these restrictions of material and with the provisions which follow.

## II.

(a) Each of the contracting Powers will place permanently at the disposal of the League of Nations, as a contingent for joint action, a small number of *specialised units* consisting of troops serving a relatively long term and provided with the powerful materials prohibited for the national armies.

In order to be able, at the first call from the League of Nations, and according to plans drawn up by a delegation of the League's Permanent Advisory Commission, to provide the speedy aid to which any State party to the European arrangements would be entitled in the conditions contemplated in Section A above, these specialised contingents will be kept constantly ready for action, and will be formed on similar lines. The Convention will stipulate the quota to be contributed by each State for such purpose.

(b) Apart from the normal armament of the contingents contemplated above, any mobile land material which is prohibited for the national armies contemplated in Section I will be stored in each of the contracting States under international supervision. These stocks will, if necessary, be placed at the disposal of the parties in aid of which collective action is taken.

(c) Any contracting party engaged in legitimate self-defence, as defined in the political arrangements in Section A above, will regain the free use of the contingent maintained by it and of the stocks of materials in its territory.

## III.

In all the contracting Powers, *war materials*, both those of the national defensive armies and those of the contingents for common action, will gradually be *made uniform, their manufacture being internationally supervised and organised*.

## IV.

There will be organised among the contracting Powers a *regular and permanent supervision* of the execution of their obligations in regard to their armaments. This supervision will involve an investigation at least once a year.

## V.

The general organisation—to be established within a period to be fixed—being defined on the foregoing bases, the *successive stages of its establishment* will be settled, all arrangements being made for any of the parties concerned to be given at any time the necessary safeguards in regard to effectives and the value of the forces to be compared, and to ensure that there is no increase of forces or expenditure on armaments for any State, apart from any exceptions duly justified and accepted by the Conference.

## Chapter IV.

*Naval and oversea forces* are evidently not affected directly by a continental system of the kind set out above.

They stand primarily in relation, on the one hand, to the special needs for the protection of the territories for which certain Powers are responsible overseas, as well as for the defence of the coasts of the home country or colonies and of the communications by sea, and on the other hand to the naval or military forces of such Powers as may not be parties to the arrangements proposed in Chapter III.

That will not make it any less necessary to maintain the interdependence of the general system of military reductions adopted on the European continent and of the limitation of sea and oversea armaments.

*Oversea forces* should strictly, therefore, be calculated and specialised for the particular tasks incumbent upon them; the resulting limitations shall be fixed by the General Convention.

As regards *naval forces*, the solutions to be contemplated, whether in connection with security or in connection with the limitation and reduction of armaments, necessarily find a place within a *general* framework applying equally to all maritime Powers. But the conclusion at the Washington Conference of the Pacific Agreement which made possible the signature of the Naval Treaty of 1922 has clearly shown the advantage of *regional* understandings of a political character for the purpose of facilitating the reduction of fighting fleets. If such was the effect of an agreement whose scope was limited to certain restrictions on the use of naval bases and a simple undertaking on the part of the signatories to consult one another, it is reasonable to suppose that very much larger reductions of tonnage would be facilitated by agreements organising, with all the necessary stipulations of detail, the co-operation of fleets in cases analogous to those contemplated in Section A of Chapter III. This applies in particular to the case of the conclusion of a Mediterranean Pact between the naval Powers concerned.



However this may be, it is in accordance with the spirit of the Hoover proposals that, in the case of naval armaments as in that of land armaments, the principal reductions should be effected in those categories of vessels which have been recognised as the most offensive by means of the *qualitative* reduction of the characteristics at present fixed for certain types of war vessels.

As regards *quantitative* reductions, since, under the terms of the Hoover proposal, "the naval armaments have grown up in mutual relation to one another", it will be desirable to look for "real and positive" reductions of tonnage, while leaving this relativity as it stands.

Consequently, subject to a special system applicable to fleets whose aggregate tonnage does not exceed 100,000 tons, the uniform percentage of reduction to be accepted should apply to the aggregate tonnages declared in 1931 by the different naval Powers in reply to the questionnaire of the Council of the League as to the position of their armaments.

It is unnecessary, from the standpoint of armaments, to distinguish, in the case of naval forces, between general and specialised forces. But, for the purpose of supplementing at sea the land action provided for in Chapter III, Section B, II, every contracting Power possessing naval forces shall, when called upon by the League of Nations, supply the emergency assistance to which any State which is a victim of aggression would be entitled under the conditions laid down in Chapter III, Section A. Such assistance shall include a certain proportion of vessels of every category, that proportion being stipulated beforehand in the Convention.

### Chapter V.

It is clear that, like the naval forces, the *air forces* cannot be directly affected by a continental system like that outlined in Chapter III. Nevertheless, in the matter of reduction of *air armaments* it would now appear possible to take a most important step forward within the framework of the *General Convention*, in view of the fact that the Conference, acting on the proposals put before it for qualitative disarmament (to which were added the proposals of President Hoover), provided in its resolution of July 23rd last for the total prohibition of bombardment from the air, subject to special guarantees of security in connection with non-military aviation.

It will be all to the good, however, if these results are defined, when the time comes, in a *regional* system, which can be made even more effective in the case of the air, if all the great air Powers of Europe—continental and non-continental—agree to participate.

Consequently, in addition to the provisions already proposed in the draft Convention of the Preparatory Commission, the French delegation proposes the following body of measures:

(1) All bombardment from the air shall be prohibited and bombing aircraft shall be abolished under the conditions for which the resolution of July 23rd provides;

(2) The necessary provisions for this purpose shall be settled in principle by the General Convention; but these will be supplemented by a special arrangement with regard to the air, applicable to Europe alone, regarding points which do not form part of the general agreement—in particular, concerning the establishment of a "European Air Transport Union", which will entrust the management and supervision in Europe of public air-transport to an international body, and will ensure the application of a system of safeguards against the use of civil aircraft for military purposes;

(3) The importance of the obligations assumed in connection with the air is so great, and the consequences of their violation would be so serious, that it appears essential to give the League of Nations, at any rate in Europe, a powerful means of action capable of immediate intervention as necessity arises to guarantee the execution of the obligations in question. Specialised air units, as in the case of the land army, possessing more powerful machines and more powerful equipment than the ordinary air units, will be able to place adequate means of action at the disposal of the League.

Going still further in this category of ideas, certain delegations, including the French delegation, have already suggested the establishment of an *organically international air force* to be set up and maintained permanently by the League of Nations. The provision of material for the force will be made easier by the abolition of bombing aircraft in the different national air forces, these aircraft being handed over to the League in accordance with executory regulations to be drawn up. Staff will be provided by direct recruiting from volunteers of different nationalities in accordance with a quota system to be laid down.

\* \* \*

In conclusion, be it noted afresh that the several parts of this plan constitute one indivisible whole. Examination has shown it to be based integrally on the application of the Pact of Paris and of the Covenant of the League of Nations, from which the French Government has declared its doctrine to be derived. This plan can only be carried out by stages, each of these stages being justified and naturally introduced by the experience gained in the previous ones. This means that its success will depend on the progress of the confidence which must grow up between peoples and on the loyalty with which it is carried out. It presupposes the concentration of efforts and the determination to overcome the inevitable difficulties and not to sacrifice the realities of positive action to facile negations or criticisms.

France has desired to perform this duty, which is an imperative one for every country.

Genève, le 17 novembre 1932.

SOCIETE DES NATIONS

CONFERENCE POUR LA REDUCTION ET LA LIMITATION DES ARMEMENTS.

ERRATUM

au

MEMORANDUM DE LA DELEGATION FRANÇAISE  
(Conf.D/146).

- 1 - IMMEDIATEMENT APRES LE TITRE "Memorandum de la Délégation française", ajouter:  

PLAN D'ORGANISATION DE LA PAIX.
- 2 - PAGE 1, 4ème LIGNE A PARTIR DU BAS DE LA PAGE, avant les mots "dès le 22 juillet", mettre un point virgule, au lieu d'une virgule.
- 3 - PAGE 3, LA PREMIERE PHRASE commençant par "Cette organisation, etc." doit être un NOUVEL ALINEA.
- 4 - PAGE 5, AVANT-DERNIER ALINEA, 3ème LIGNE, remplacer la phrase suivant les mots "emprunter sa doctrine." par le texte ci-après:

Comme l'a fortement observé Sir John Simon devant la Chambre des Communes, le 10 novembre courant, ce plan ne peut être réalisé que par échelons, "chacun de ces échelons étant justifié et tout naturellement amené par l'expérience que l'on aura fait des précédents". C'est dire que, etc....."

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

ERRATUM

to the

MEMORANDUM OF THE FRENCH DELEGATION  
(Conf.D/146).

- 1 - IMMEDIATELY AFTER THE TITLE "Memorandum of the French delegation", add:  

PLAN FOR THE ORGANISATION OF PEACE.
- 2 - PAGE 2, LAST LINE, the sentence beginning "The organisation, etc." should be a NEW PARAGRAPH.
- 3 - PAGE 5, LAST BUT ONE PARAGRAPH, 4th LINE, instead of the sentence following the words "declared its doctrine to be derived", read the following text:

As Sir John Simon emphatically observed in the House of Commons on November the 10th, such a plan can only be carried out by stages, "each subsequent step being justified and prepared for by the proved consequences of what has gone before". This means that etc....."

Official No. : **Conf. D. 145.**

[Conf. D./Bureau. 35.]

Geneva, November 12th, 1932.

**LEAGUE OF NATIONS**

**CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS**

**COMMITTEE FOR THE REGULATION OF THE TRADE IN,  
AND PRIVATE AND STATE  
MANUFACTURE OF, ARMS AND IMPLEMENTS OF WAR**

57

**REPORT ON PROGRESS OF WORK**

*Rapporteur* : M. KOMARNICKI (Poland).

1. In conformity with the General Commission's resolution of July 23rd, which contains *inter alia* the following passage :

" The Bureau will set up a special Committee to submit proposals to the Conference, immediately on the resumption of its work, in regard to the regulations to be applied to the trade in, and private and State manufacture of, arms and implements of war,"

the Bureau of the Conference, on September 22nd, constituted the " Committee for the Regulation of the Trade in, and Private and State Manufacture of, Arms and Implements of War ", and invited the following countries to send representatives to sit on that Committee : the Union of South Africa, Belgium, the United Kingdom, China, Denmark, France, Italy, Japan, Mexico, Persia, Poland, Spain, Turkey, the Union of Soviet Socialist Republics, the United States of America,

The Committee sat from October 4th to 19th ; it elected as Chairman M. DE SCAVENIUS (Denmark) and as Rapporteur, M. Titus KOMARNICKI (Poland).

It has the honour to submit the following preliminary report concerning the progress and present position of its work. The report does not include the arguments for and against the suggestions made—these arguments will be found in the Minutes of the Committee's meetings. The report is based upon the discussions in the Committee and the information supplied by the delegations.

2. The Committee began by a general discussion covering the trade in and manufacture of arms.

Two currents of opinion soon became apparent ; several delegations were of opinion that radical measures should be taken regarding the manufacture of and also the traffic in arms. In the opinion of these delegations, the work already done on these subjects—*i.e.*, the Convention on Trade in Arms of 1925, and particularly the draft Convention of the Special Commission for the Manufacture of Arms of 1929—no longer corresponds to present-day requirements, as they do not take account of the new facts and ideas which have come into existence since 1929. The important and even radical proposals submitted by these delegations aim at taking account of these developments and at providing appropriate means for regulating the manufacture of and trade in arms. It was also suggested that these radical proposals should supplement the stipulations of the Convention and draft Convention which, in principle, they were anxious to maintain.

Other delegations, on the contrary, considered that it would be inexpedient to digress unduly from the texts of the Convention and of the draft Convention already framed after long effort. These delegations were not prepared to accept the radical proposals submitted, but were not opposed to their discussion in due course ; they also considered that the General Commission should take certain decisions of principle before the questions of manufacture and trade in arms could be usefully studied by the Committee.

3. In view of this divergence of opinion, the Committee noted that it would not be possible for it to submit forthwith concrete proposals for regulating the manufacture of and trade in arms; it decided accordingly to confine itself during the first phase of its work to a discussion of all the questions coming within its terms of reference and the proposals relating thereto.

It considered it desirable, furthermore, to draw up the present report in order to facilitate its future work and to inform the Bureau of the Conference of the difficulties which it had encountered, the problems for which a preliminary solution was desirable and the questions regarding which it desired further directions. The Committee trusts that this report will assist delegations in defining their point of view on the subject of trade in and manufacture of arms, so that members of the Committee may be in a position to discuss the various questions with full knowledge of all the factors in the case when the Committee meets again, and that the Governments whose delegations are not participating in the Committee's work may have an opportunity of submitting observations, should they so desire, and, if need be, new proposals.

4. Some delegations who consider that it would be useless and even unfair to attempt to control the traffic in arms, unless effective measures are also taken for the supervision of both private and State manufacture of arms, stated that they would be unable to accept any sort of measure of supervision for the traffic in arms so long as manufacture was not effectively controlled.

The Committee noted that the existing differences between producing and non-producing States could not be abolished but merely modified by stipulations in connection with the trade in and manufacture of arms. The principle of equality of treatment would, in particular, apply to the publicity and supervision of both private and State manufacture and of the export of arms from producing countries as well as their import into non-producing countries.

5. Some delegations considered that the proposals to be submitted by the Committee for regulating trade in and manufacture of arms should be in the form of a special Convention for these two questions; others were in favour of separate Conventions; certain delegations also thought that the stipulations regarding manufacture of and trade in arms might form an integral part of the general Convention for the limitation and reduction of armaments. The greater number of delegations thought that, in any case, the stipulations regarding the trade in and manufacture of arms should be connected as closely as possible with the future Convention; it was, however, decided to adjourn the question of the legal form in which the Committee should submit its proposals until it has defined the proposals themselves.

6. After the general discussion referred to above, the Committee agreed that it would be useful to examine first the question of the manufacture of arms and then that of trade in arms.

#### A. MANUFACTURE OF ARMS AND IMPLEMENTS OF WAR.

7. Questions relating to the private manufacture of arms and those relating to State manufacture were studied together. Several delegations asked that private and State manufacture should be treated on an equal footing. Some thought that private manufacture should be subject to a stricter supervision than that provided for State manufacture. The discussion was adjourned without any formal decision having been taken on this point, and certain delegations accordingly reserved the right to revert to this question during the second stage of the work.

8. The Danish delegation had proposed to the Committee that a questionnaire be sent to delegations with the object of obtaining information on certain questions relating to the private manufacture of arms, and had submitted a draft questionnaire on the subject.

The Committee first applied to the Secretariat, in order to ascertain whether the statistics which it possessed and the answers to the questionnaire which had been sent in 1926 to the different Governments regarding the private manufacture of arms offered an adequate reply to the questions raised by the Danish delegation. Having found that that was not the case, the Committee referred the question of the framing of a questionnaire to a Drafting Committee. The latter decided to divide the questions raised by the Danish delegation's questionnaire into two categories, the first concerning in particular the laws on the manufacture of arms, the proportion of exports in relation to the home market and particulars of private and State factories of arms and implements of war, while the second category concerns special questions regarding private industry. In conformity with the Drafting Committee's suggestion, the Committee, through its Chairman, referred to the President of the Conference the questions belonging to the first category, together with an extract from the Minutes in which those questions were dealt with, giving the necessary explanations regarding the revised questionnaire. The questionnaire, together with the relevant Minutes, was sent to the Governments by the President of the Conference (document Conf.D./C.L.5).

9. As regards the special questions relating to private manufacture, the Committee felt that it could not take the responsibility of including them in the questionnaire to be addressed to Governments, since all the Governments had not the necessary powers to obtain definite and accurate information concerning those questions without amending their laws. As, however, the Danish delegation, supported by several other delegations, stressed the importance of the special questions raised by its proposal, the Committee examined them along with a proposal of the Soviet delegation (document Conf.D./Bureau.10) to the effect that Governments should be requested to furnish particulars of the private capital invested in the armament industry. In conformity with the Drafting Committee's views, the Danish delegation slightly amended the special questions relating to private manufacture, and the Committee decided that the Danish proposal should be inserted in the report, as in the opinion of several members of the Committee it seemed likely to assist the delegations in examining the question of the abolition, internationalisation or regulation of the private manufacture of arms.

The Danish delegation proposes that the delegations should obtain information on the following points :

(1) In the case of undertakings exploited, subsidised, under concession or under supervision by the State, or entirely private undertakings, what is the amount of the private capital invested in these undertakings and what are its annual dividends ?

(2) Do commercial agreements (cartels, etc.) exist relating to prices or the distribution of production or profits, etc., between the said undertakings or between any one of them and establishments of the same kind abroad ?

If the answer is in the affirmative, what is the tenor of such agreements ?

(3) What is the number of persons employed in each establishment ?

10. Several delegations were of opinion that the best solution of the question of the private manufacture of arms would be to abolish private manufacture altogether, in view of the undesirable results which it produced. Other delegations were of opinion that the Committee was called upon to submit proposals for the regulation and not for the abolition of private manufacture, and they were not prepared as yet to agree to such abolition. After obtaining an opinion from the Legal Section of the Secretariat to the effect that the Committee was not precluded by its terms of reference from recommending the abolition of the private manufacture of arms, the Committee decided to continue its discussion on the subject. The enquiry into this question has been provisionally adjourned.

11. Some delegations had proposed the internationalisation of all arms factories, regarding this as the best solution in order that non-producing States might be placed on an equal footing with producing States. The examination of this question was also adjourned.

12. The Committee studied all the questions—with the exception of the questions of abolition and internationalisation already mentioned—within the framework of the 1929 draft Convention concerning the Supervision of the Private Manufacture and Publicity of the Manufacture of Arms and Ammunition and Implements of War, including the various proposals submitted during the Conference. Several delegations having said that the provisions of this draft Convention seemed to them inadequate or incomplete and not in keeping with the general tendencies of the Conference, it was pointed out that the draft Convention would simply serve as a guide for the discussions, without prejudice to the final proposals that the Committee might have to submit to the Conference.

The Committee has not yet discussed the legal form of the stipulations (see paragraph 5 above), the title of the instrument, the preamble or the general provisions.

The present report mentions only those articles of the draft Convention concerning which proposals have been submitted, together with proposals whose adoption would imply the insertion of new articles in the future Convention.

13. The Committee agreed that as little change as possible should be made in the list of categories of arms drawn up for the Convention on Trade in Arms in 1925, that list being reproduced with a few amendments in Article I of the 1929 draft Convention on the manufacture of arms.

Certain changes were, however, suggested, though the Committee could not take a decision in regard to them, as they all bear some relation to other aspects of the work of the Conference. A proposal that civil aircraft be excluded from category IV may be discussed when the Conference has taken a decision regarding civil aviation. Another proposal to add to the list of arms a sixth category comprising chemical and bacteriological weapons will be studied when the Conference has passed a definite decision regarding such arms and means of warfare. As regards arms affected by qualitative disarmament, account has been taken of the possible necessity of forming a special category for arms whose manufacture is prohibited. It is proposed further, for practical reasons, to simplify the rubrics of the various categories.

The Committee is of opinion that the same categories should be established for the manufacture of arms as for trade in arms ; on the other hand, it was urged that these categories must also correspond to those to be adopted for the limitation and publicity of arms and material in service and in stock, a question which has not yet been settled by the Conference.

14. Article 3 of the draft Convention provides that the manufacture of arms shall not be permitted except under Government licence valid for a period to be determined by the Government concerned.

Several members of the Committee considered this stipulation inadequate. Some members observed that the period of validity of such licences should not be left to the Government, that licences should be issued, not by the Government, but by the Permanent Disarmament Commission, or that the number of factories to which licences would be granted should be limited.

15. Certain delegations directed the Committee's attention to the 1924 report of the Temporary Mixed Commission (document Conf.D.77) and to the minority proposals contained therein, and suggested that, in conformity with that report, measures should be taken to prevent arms manufacturers from influencing newspapers and standing for parliament.

All the members of the Committee have not yet had an opportunity of expressing their views on this proposal.

16. The Soviet delegation had submitted to the National Defence Expenditure Commission a proposal that private capital invested in the armament industry or auxiliary industries should be limited and reduced (Conf.D./Bureau.10). The Committee has not yet taken a decision on this proposal.

17. Certain members of the Committee proposed the explicit prohibition of the manufacture of prohibited weapons and of the building of vessels of war and the manufacture of artillery exceeding the tonnage and calibre that might be authorised by the Convention. Stipulations similar to the last-named provisions appear in the Treaties of Washington (Articles V, IX, XI) and London (Article 7) and in the draft Convention framed by the Preparatory Commission (Article 17).

18. Article 5 of the draft Convention concerns publicity; it provides that the total private manufacture of arms and implements of war shall be published in value, number and weight in respect of each of the headings of the principal categories. In this connection, it was pointed out, on the one hand, that the report of the experts on budgetary questions<sup>1</sup> might be interpreted as proof of the impracticability of the criterion of value, and, on the other hand, that the whole question had been taken up afresh by the National Defence Expenditure Commission, which had not yet completed its enquiry.

The second paragraph of Article 5 states that this publicity shall also apply to the material manufactured in establishments of which the State is the sole proprietor, or in any other establishment on behalf of the State. Several delegations had stated in the Special Commission that they could not accept this last clause as long as the question of publicity of material remained unsettled.

This last-named question not having yet been settled by the Conference, the Committee found itself in the same difficulty. In conformity with their declaration of principle, several members ask that publicity shall be the same in the case of State manufacture as in that of private manufacture. The question has not yet been solved by the Committee. It was also claimed that manufactured material should receive the same publicity as material in service and in stock.

Several members were in favour of publicity and suggested that, with this object, the Governments should submit periodical reports to the Permanent Disarmament Commission. It was suggested that the Commission might publish the reports and statistics which it received, so that public opinion might be duly informed.

On the other hand, it was urged that publicity should in any case be confined to the value of the material manufactured.

Several members considered that publicity could not be regarded as an adequate means of supervision with a view to ensuring the observance of the provisions regarding the manufacture of arms.

19. Certain delegates directed the Committee's attention to the desirability of redrafting—in conformity with the Treaty of London and Article 34 of the draft Convention—Article 6, which concerns publicity in regard to the construction of vessels of war.

20. The draft Convention framed by the Special Commission does not refer to supervision, since it recognises that this will be carried out adequately by the States issuing licences and by means of publicity concerning the production of arms. On the other hand, the draft Convention framed by the Preparatory Commission provides for international supervision in regard to the reduction and limitation of armaments, and the General Commission of the Conference decided, by its resolution of July 23rd, that a Permanent Disarmament Commission should be set up.

Several members expressed themselves in favour of strict and effective international supervision, that being in their view essential in order to ensure the enforcement of the provisions of the Convention. Certain members of the Committee were of opinion that supervision was a question of capital importance from the standpoint of regulation in general, since the question of how far a draft Convention could be framed in detail would depend on the degree of supervision that States were prepared to accept. In order to ensure supervision, it was suggested that the Permanent Disarmament Commission should be informed of orders for

<sup>1</sup> Document C.182.M.69.1931.IX.

arms and of the expenditure attaching thereto, and that it should have the right of supervision over manufacture on the basis of documentary evidence and, if necessary, on the spot.

Certain members of the Committee proposed that supervision should be further carried out by the workers' organisations whose members are employed in the manufacture of arms.

The same members were anxious to deal at once with the question of supervision which they regarded as their principal task, and pointed out that this procedure would be in conformity with the view expressed by M. Bourquin in reply to a letter on the subject from the Chairman of the Committee.

At the same time, other members of the Committee pointed out that the question of international supervision over the manufacture of arms was a particularly delicate matter, as it encroached on the domain of domestic legislation and that therefore it would be necessary to be content with supervision carried out by the States. Several members of the Committee asked also, as regards supervision, that the same rules should be laid down for State and for private manufacture; moreover, emphasis was laid on the necessity of establishing similar supervision for manufactured material in service and in stock.

Some members of the Committee stated that they must wait until the general principles of supervision have been established by the Conference before examining the methods of its application to the manufacture of arms, while other members, as mentioned above, were anxious to examine these methods immediately.

The Committee finally agreed to adjourn consideration of the question of supervision until it is in possession of the report to be submitted to the Bureau on the question of supervision in general.

21. Article 8 of the draft Convention provides that the application of the Convention shall be suspended as regards belligerents in time of war. Some delegations are in favour of this stipulation being extended and conferring the same rights on neutrals, as in the case of the 1925 Convention on Trade in Arms, while other delegations ask that the regulations shall apply to all the contracting parties both in time of war and in time of peace.

22. It is clear from the foregoing that the final proposals that the Committee will have to submit for the regulation of arms will differ from the draft Convention framed by the Special Commission in 1929, but it is impossible to say yet to what extent this will be the case.

23. In order to facilitate the examination of the question of the manufacture of arms, the Committee set up a Sub-Committee composed of representatives of the following States: Belgium, the United Kingdom, Denmark, France, Italy, Japan, Poland, Spain, Turkey and the United States of America.

This Sub-Committee, all the members of which are participating in the work of the General Commission, while most of them are also participating in the work of the Bureau of the Conference, will meet as soon as circumstances permit.

#### B. TRADE IN ARMS AND IMPLEMENTS OF WAR.

24. Although the Committee had decided that it would first examine the question of the manufacture of arms, it felt it desirable to hold a preliminary discussion also on trade in arms.

The Committee has agreed in principle to recommend the revision of the 1925 Convention, but to limit the amendments to the minimum strictly required.

25. Various proposals which would have the effect of modifying the 1925 Convention were submitted. Most of them are on the lines of similar proposals relating to the manufacture of arms; the suggestion is to amend the categories of arms, to limit exports and imports to the requirements of non-producing States, to provide for licences and special documents which would be issued by the Permanent Disarmament Commission, to ensure effective international control, to bring the naval stipulations into harmony with those of the Washington and London Treaties, etc.

As regards the suspension of the Convention in time of war (Article 33), a suggestion was submitted to the Committee to the effect that, in the event of armed conflicts not preceded by a declaration of war, the suspension of the provisions of the Convention should be effected only in favour of the contracting party that is recognised as possessing the right of legitimate defence.

26. The Persian delegation made a special declaration recalling the fact that Persia protests against the 1925 Convention on the grounds that the latter includes in the special zones the only sea which gives her access to other continents.

In order to meet this objection, which in the Persian delegation's view implies a discrimination not in keeping with the Covenant of the League, it will be necessary to amend certain provisions of the Convention relating to special zones (Articles 12 and 20).

The Committee, recognising the Persian Government's difficulty, stated that it was prepared to take the Persian proposal into consideration when the Convention comes to be examined with a view to its revision.

27. Questions concerning trade in arms will be studied by a special Sub-Committee. This Sub-Committee for trade in arms, consisting of representatives of the United Kingdom, China, France, Italy, Japan, Persia, Spain and the United States of America, will work in close collaboration with the Sub-Committee for the Manufacture of Arms.

\* \* \*

28. When proposing supervision by the workers (see paragraph 20, third Sub-paragraph), the delegate of Spain and the delegate of France agreed that it would be desirable to make provision for the protection of persons or organisations denouncing breaches of the Convention which the Conference is engaged in framing. The delegate of Spain suggested that the powers of the Permanent Court of International Justice might be extended to allow of that tribunal protecting and defending denunciators.

Certain members of the Committee stated that they were unable to support this suggestion.

#### CONCLUSIONS.

I. During the first phase of its work, the Committee passed in review all the questions raised in regard to trade in and manufacture of arms.

II. The problems with which the Committee dealt during these first discussions are brought to the knowledge of the Conference in the present report.

III. It appears from this report :

(a) That the Committee is not yet in a position to submit concrete proposals for regulating the trade in and manufacture of arms ;<sup>1</sup>

(b) That such proposals will be so framed *inter alia* as to place producing and non-producing States as far as possible on a footing of equality ;<sup>2</sup>

(c) That it is already clear that the proposals which the Committee will have to submit regarding the regulation of the manufacture of arms will differ from the draft Convention framed by the Special Commission in 1929 ;<sup>3</sup>

(d) That it is already agreed that the 1925 Convention concerning trade in arms will have to be revised.<sup>4</sup>

IV. The Committee set up :

(a) A Sub-Committee on the manufacture of arms, consisting of the representatives of the following States : Belgium, the United Kingdom, Denmark, France, Italy, Japan, Poland, Spain, Turkey and the United States of America ;<sup>5</sup>

(b) A Sub-Committee on trade in arms, consisting of representatives of the following States : the United Kingdom, China, France, Italy, Japan, Persia, Poland, Spain and the United States of America ;<sup>6</sup>

(c) It will be the duty of these two Sub-Committees to prepare as rapidly as possible the second phase of the Committee's work ;

(d) The plenary meetings of the Committee are provisionally postponed.

V. Before the resumption of the Committee's work, members will, as far as possible, obtain information on certain questions relating to private manufacture in regard to which the Danish delegation has submitted a special questionnaire.<sup>7</sup>

VI. It is desirable that the Committee should, before the resumption of its work, be in possession of :

(a) The replies to the questionnaire which the Committee requested should be sent to Governments concerning the manufacture of arms ;<sup>8</sup>

(b) The decisions of principle, and if possible regarding details, that the Conference may take regarding limitation<sup>9</sup> and publicity<sup>10</sup> of war material ;

(c) The reports on the question of supervision<sup>11</sup> and the question of chemical, incendiary and bacteriological weapons<sup>12</sup> and the resolutions that the Bureau and the General Commission may pass on the subject.

<sup>1</sup> See above, paragraph 3.

<sup>2</sup> See paragraph 4.

<sup>3</sup> See paragraph 22.

<sup>4</sup> See paragraph 24.

<sup>5</sup> See paragraph 23.

<sup>6</sup> See paragraph 27.

<sup>7</sup> See paragraph 9.

<sup>8</sup> See paragraph 8.

<sup>9</sup> See paragraph 13.

<sup>10</sup> See paragraphs 13 and 18.

<sup>11</sup> See paragraph 20.

<sup>12</sup> See paragraph 13.



Genève, le 17 novembre 1932.

SOCIETE DES NATIONS

CONFERENCE POUR LA REDUCTION ET LA LIMITATION DES ARMEMENTS.

ERRATUM

au

MEMORANDUM DE LA DELEGATION FRANÇAISE  
(Conf.D/146).

- 1 - IMMEDIATEMENT APRES LE TITRE "Memorandum de la Délégation française", ajouter:

PLAN D'ORGANISATION DE LA PAIX.

- 2 - PAGE 1, 4ème LIGNE A PARTIR DU BAS DE LA PAGE, avant les mots "dès le 22 juillet", mettre un point virgule, au lieu d'une virgule.
- 3 - PAGE 3, LA PREMIERE PHRASE commençant par "Cette organisation, etc." doit être un NOUVEL ALINEA.
- 4 - PAGE 5, AVANT-DERNIER ALINEA, 3ème LIGNE, remplacer la phrase suivant les mots "emprunter sa doctrine." par le texte ci-après:

Comme l'a fortement observé Sir John Simon devant la Chambre des Communes, le 10 novembre courant, ce plan ne peut être réalisé que par échelons, "chacun de ces échelons étant justifié et tout naturellement amené par l'expérience que l'on aura fait des précédents". C'est dire que, etc....."

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

ERRATUM

to the

MEMORANDUM OF THE FRENCH DELEGATION  
(Conf.D/146).

- 1 - IMMEDIATELY AFTER THE TITLE "Memorandum of the French delegation", add:

PLAN FOR THE ORGANISATION OF PEACE.

- 2 - PAGE 2, LAST LINE, the sentence beginning "The organisation, etc." should be a NEW PARAGRAPH.
- 3 - PAGE 5, LAST BUT ONE PARAGRAPH, 4th LINE, instead of the sentence following the words "declared its doctrine to be derived", read the following text:

As Sir John Simon emphatically observed in the House of Commons on November the 10th, such a plan can only be carried out by stages, "each subsequent step being justified and prepared for by the proved consequences of what has gone before". This means that etc....."

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Geneva, January 30th, 1933.

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND  
LIMITATION OF ARMAMENTS**

**DRAFT PROPOSALS  
BY THE UNITED KINGDOM DELEGATION**

58

At the request of the United Kingdom delegation, the Secretary-General has the honour to circulate to the members of the General Commission the following draft proposals:

His Majesty's Government in the United Kingdom desire to suggest that it would be advisable, as soon as the general discussion of the French Plan has been completed in the General Commission, to agree on a programme of work which would enable the Conference to embody in a Convention the proposals made by various delegations since the opening of the Conference. With that object, they suggest that the Bureau should submit to the General Commission a resolution containing directions for the ordering of the work, and they offer for consideration the following draft of such a resolution:

" The General Commission decides that the future work of the Conference should be conducted on the following lines, the direction of the work being placed in the hands of the Bureau:

" I.

" The aim of the Bureau should be to organise without delay practical discussion of the following topics, with the object of framing a Convention or Conventions embodying them so far as they are ultimately approved:

" (1) A solemn affirmation, to be made by all European States, that they will not in any circumstances attempt to resolve any present or future differences between them by resort to force.

" (2) The immediate study by the Continental European States with a view to their mutual security of the possibility of reaching political arrangements defining the conditions in which each of them will be entitled to the co-operation of the other contracting States.

" (3) The application of the principle that the limitations on the armaments of Germany and the other disarmed States shall be contained in the same Disarmament Convention as that which will define the limitations on the armaments of others, so that the articles in Part V of the Treaty of Versailles, which at present limit Germany's arms and armed forces, and the corresponding provisions of the other Peace Treaties, would be replaced by the Disarmament Convention as far as the disarmed States are concerned.

" (4) The application of the principle that the newly expressed limitations in the case of Germany and the other disarmed States shall last for the same period and be subject to the same methods of revision as those of all other countries; and the embodiment in the Disarmament Convention of an undertaking on the part of the signatory States to enter upon negotiations in due course before the expiry of this Convention with a view to concluding a new Disarmament Convention for the purpose of further adjustment of armaments.

" (5) The embodiment in the Convention, as regards war material, of the principle of qualitative equality, and the provision for the realisation of such equality, if not immediately after its entry into force, then by specified stages. The reduction of the armies of the Continental European States to a uniform general type of organisation would have to be considered in this connection.

“ II.

“ A. *Security.*

“ The Political Commission should be instructed at once to study the methods of giving effect to point (1) above.

“ A Committee of the Continental European States should be immediately constituted to examine point (2) above.

“ B. *Disarmament.*

“ (a) *Effectives.* — The Bureau shall at once undertake the following work:

“ (i) In accordance with the plan for the calculation of land forces contained in the proposals of President Hoover, compute the totals of personnel of the ‘ police component ’ (the irreducible component) of the existing land forces of each country, both metropolitan and overseas. For this purpose it shall instruct the Effectives Committee to make to it within . . . days recommendations concerning the ratios to be employed in this calculation. If within that time the Effectives Committee has been unable to reach a unanimous recommendation, it must report fully to the Bureau the state of its discussions, and it will be for the Bureau to take a definite decision.

“ (ii) Agree upon the percentage by which the ‘ defence component ’ (the excess over the ‘ police component ’) of each State shall be reduced, such reduction to be effected by a certain date or dates to be specified.

“ (iii) Determine the stages and methods by which Continental European armies may be brought into harmony with the general type of organisation adopted (see I (5)). For the discussion of this point, the Bureau may require the Effectives Committee to submit recommendations.

“ (b) *Land War Material.* — The Bureau shall:

“ (i) Fix the maximum tonnage of tanks;

“ (ii) Fix for the future the maximum calibre of mobile land guns;

“ (iii) Decide whether there should be a limitation of the number of tanks of allowed tonnage and of mobile land guns of allowed calibre;

“ (iv) If a limitation of the number of tanks is accepted, decide as to the disposal of tanks exceeding that limit.

“ (c) *Air.* — The Bureau shall at once constitute a committee of representatives of the principal air Powers to examine the possibility of the entire abolition of military and naval machines and of bombing from the air, combined with an effective international control of civil aviation. As a preliminary to the decision to be taken by the Committee of Air Powers, the Bureau shall at once:

“ (i) Fix the maximum unladen weight of military and naval aircraft;

“ (ii) Decide as to the disposal of machines exceeding that limit—whether they shall be scrapped, and, if so, the dates by which scrapping must have been effected;

“ (iii) Fix the numbers of machines not exceeding the unladen weight limit which may be allowed to each State.

“ (d) *Naval Forces.* — The Bureau shall fix the maximum tonnage and maximum calibre of gun for:

“ (i) Capital ships;

“ (ii) Aircraft-carriers (if these are allowed to be retained or replaced);

“ (iii) Cruisers;

“ (iv) Destroyers;

“ (v) Submarines (if these are allowed to be retained or replaced).”

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*Official No.:* Conf. D. 157.

Geneva, March 16th, 1933.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

59

DRAFT CONVENTION

SUBMITTED BY THE UNITED KINGDOM DELEGATION

Series of League of Nations Publications

IX. DISARMAMENT ✓  
1933. IX. 2.

**DRAFT CONVENTION**  
**SUBMITTED BY THE UNITED KINGDOM DELEGATION**

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**Part I.**

**SECURITY.**

*Article 1.*

The following articles (2 to 5) are concluded between those of the Parties to the present Convention who are Parties to the Pact of Paris.

*Article 2.*

It is hereby declared that any war undertaken in breach of that Pact is a matter of interest to all the High Contracting Parties and shall be regarded as a breach of the obligations assumed towards each one of them.

*Article 3.*

In the event of a breach or threat of breach of the Pact of Paris, a conference between the High Contracting Parties shall at once meet at the request of any five of them, provided that at least one of the Governments mentioned by name in Article 4 joins in that request. Such request may be addressed to the Secretary-General of the League of Nations, whose duty it will then be to make arrangements for the Conference and to notify the High Contracting Parties accordingly. The meeting shall take place at Geneva, unless any other meeting-place is agreed upon.

*Article 4.*

Any conclusions reached at such meeting shall, to be valid, require the concurrence of the representatives of the Governments of the United States of America, the United Kingdom of Great Britain and Northern Ireland, France, Germany, Italy, Japan and the Union of Soviet Socialist Republics, and of a majority of the representatives of the other Governments participating in the Conference, exclusive in each case of the parties to the dispute.

*Article 5.*

It shall be the object of the said Conference, if called in view of a threat of breach of the Pact, to agree upon the steps which could be taken in respect of such threat and, in the event of a breach of the Pact of Paris being found to have occurred, to determine which party or parties to the dispute are to be held responsible.

*Article 6.*

Special regional agreements made by certain of the High Contracting Parties for providing information intended to facilitate the decisions to be given under Article 5 and for co-ordinating action to be taken by these Parties as a result of such decisions are contained in Annexes X and Y.

## Part II.

### DISARMAMENT.

#### *Article 7.*

The High Contracting Parties agree to limit their respective armaments as provided in the present Convention.

#### SECTION I. — EFFECTIVES.

##### CHAPTER I. — PROVISIONS AS TO NUMERICAL LIMITATION.

#### *Article 8.*

The average daily effectives in the land, sea and air armed forces of each of the High Contracting Parties shall not exceed the figures laid down for such Party in the tables annexed to this chapter.

#### *Article 9.*

It is understood that effectives consist of:

(a) All officers, officer cadets, N.C.O.s, soldiers, sailors, airmen, reservists and all other persons (such as military officials of the administrative, sanitary or veterinary services or military agents) of equivalent status who perform a day's duty in the land, sea and air armed forces;

(b) Persons who perform a day's duty in police forces or similar formations under the conditions prescribed in Article 12;

(c) All other persons of at least 18 years of age who receive military training under the control of the State.

#### *Article 10.*

The High Contracting Parties undertake to prohibit any military training whatsoever except in organisations under the control of their respective Governments.

#### *Article 11.*

The average daily effectives are reckoned by dividing the total number of days' duty performed by actual effectives in each year by the number of days in such year.

In the case of continuous service, every day shall count as a day's duty. A deduction of 5 per cent may in each case be made from the total average daily effectives on account of persons sick in hospital, persons on leave for two or more days and persons prematurely discharged on leave. Any Party for which the above-mentioned absences represent a greater percentage may make a correspondingly larger deduction after furnishing to the Permanent Disarmament Commission details as to its basis of computation.

In the case of intermittent service or instruction, attendances aggregating six hours may count as the equivalent of one day's duty.

#### *Article 12.*

A police force or similar formation may be disregarded for the purpose of calculating effectives, unless it has at least one of the following characteristics:

(a) Arms other than individual (machine pistols, Lewis guns, machine guns and weapons of accompaniment, etc.);

(b) Training of a military nature other than close order drill, physical training or technical training in the use of individual arms;

(c) Transport, signalling or engineer equipment of a suitable nature and on a sufficient scale to enable it to be employed by units in tactical operations.

The possession by a force of one or more of the above characteristics will, in principle, determine its inclusion in whole or in part in the calculation of effectives of the land armed forces.



Doubtful cases should be referred to the Permanent Disarmament Commission, who will give a decision by reviewing the military capacity of the force in the light of all the above characteristics and taking into account, in particular, the following confirmatory conditions:

- (i) Quartering in barracks;
- (ii) Training in groups of one hundred men or more;
- (iii) Organisation on a military basis;
- (iv) Previous military training.

*Article 13.*

The following naval effectives should be included among the effectives of the land armed forces:

- (a) Effectives employed in land coast defence;
- (b) Marines who are normally in excess of those assigned to or destined for service afloat;
- (c) Effectives coming within the classification of similar formations (as defined in Article 12).

Naval personnel serving ashore in the fleet services (training, administrative, etc.), as well as those assigned to or destined for service afloat, will be included in the effectives of the sea armed forces.

**Table I.**

TABLE OF AVERAGE DAILY EFFECTIVES WHICH ARE NOT TO BE EXCEEDED IN THE LAND ARMED FORCES.

(Note. — This table contains only the figures which are suggested for the countries of continental Europe. It would, of course, require to be completed by the addition of figures in respect of all the other Parties.)

Party	Land armed forces	
	Stationed in home country	Total, including overseas
Germany . . . . .	200,000	200,000
Belgium . . . . .	60,000	75,000
Bulgaria . . . . .	60,000	60,000
Spain . . . . .	120,000	170,000
France . . . . .	200,000	400,000
Greece . . . . .	60,000	60,000
Hungary . . . . .	60,000	60,000
Italy . . . . .	200,000	250,000
Netherlands . . . . .	25,000	75,000
Poland . . . . .	200,000	200,000
Portugal . . . . .	50,000	60,000
Roumania . . . . .	150,000	150,000
Czechoslovakia . . . . .	100,000	100,000
Union of Soviet Socialist Republics . . . . .	500,000	500,000
Yugoslavia . . . . .	100,000	100,000
Each other continental European State . . . (no separate figure)		50,000

**Table II.**

TABLE OF AVERAGE DAILY EFFECTIVES WHICH ARE NOT TO BE EXCEEDED IN THE SEA ARMED FORCES.

(The figures will have to be related to the naval material allowed to each Party.)

**Table III.**

TABLE OF AVERAGE DAILY EFFECTIVES WHICH ARE NOT TO BE EXCEEDED IN THE AIR ARMED FORCES.

(The figures will have to be related to the air material allowed to each Party.)

CHAPTER 2. — SPECIAL PROVISIONS AS TO THE ORGANISATION OF THE LAND ARMED FORCES STATIONED IN CONTINENTAL EUROPE.

*Article 14.*

The provisions of this chapter apply only to the land armed forces stationed in continental Europe.

*Article 15.*

Troops whose primary function is to provide drafts or reinforcements for overseas garrisons are excluded from the provisions of this chapter.

*Article 16.*

The maximum total period of service for the effectives in the land armed forces stationed in continental Europe (excluding the troops mentioned in Article 15 above and the personnel referred to in Article 18) shall not exceed eight months.<sup>1</sup>

*Article 17.*

For each man the total period of service is the total number of days comprised in the different periods of service to which he is liable under national law or by the terms of his contract to perform.

*Article 18.*

In the land armed forces affected by this chapter the personnel whose length of service is greater than that prescribed in Article 16 shall not at any time exceed the following proportions of the average strength throughout the year of the said forces.

Officers, officer cadets and persons of equivalent status . . . . .	$\frac{1}{x}$
N.C.O.s, soldiers and persons of equivalent status . . . . .	$\frac{1}{y}$

CHAPTER 3. — PROVISIONS AS TO THE METHODS BY WHICH THE REDUCTIONS AND RE-ORGANISATIONS ENTAILED BY THE PRECEDING CHAPTERS SHALL BE EFFECTED.

(*Note.* — A series of articles will be required to deal with this matter.)

SECTION II. — MATERIAL.

CHAPTER I. — LAND ARMAMENTS.

*Article 19.*

The maximum limit for the calibre of mobile land guns for the future shall be 105 mm. Existing mobile land guns up to 155 mm. may be retained, but all replacement or new construction of guns shall be within the maximum limit of 105 mm.

For the purpose of this section, a gun of 4.5 inches calibre shall be regarded as equivalent to one of 105 mm. in the case of countries whose standard gun is of the former calibre.

The maximum limit for the calibre of coast defence guns shall be 406 mm.

*Article 20.*

For the purposes of the present Convention, a tank is defined as follows:

“A tank is a fully armoured, armed, self-propelled vehicle designed to cross broken ground, usually by means of tracks, and to overcome obstacles encountered on the battlefield.”

*Article 21.*

The maximum limit for the weight of tanks shall be 16 tons.

(*Note.* — It will be observed that one important aspect of land war material is not here fully dealt with. No proposals are here submitted for tanks under the 16-ton weight limit. In its proposals of November 17th last, the United Kingdom Government drew attention to the different characteristics of the heavy and the light tank. The problem created by the latter evidently requires further international examination, and the question is therefore left open for negotiation in order that agreement may be reached upon the future of this important modern weapon.)

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<sup>1</sup> In special cases to be decided by the Conference, the maximum total period of service may be extended to twelve months.

*Article 22.*

All mobile land guns above 155 mm. and all tanks above 16 tons shall be destroyed in the following stages:

- One-third within twelve months of the coming into force of the Convention;
- Two-thirds within three years of the coming into force of the Convention.

All guns above 105 mm. shall be destroyed so soon as they are replaced by new guns of or below 105 mm.

CHAPTER 2. — NAVAL ARMAMENTS.

SUB-CHAPTER I.

*Article 23.*

The naval armaments of the Parties to the Treaty of Washington, signed on February 6th, 1922, and the Treaty of London, signed on April 22nd, 1930, remain subject to the limitations resulting from the said Treaties.

*Article 24.*

Articles 25 and 26 constitute the agreement between the Parties to the Treaty of London referred to in Article 24, paragraph 4, of that Treaty. France and Italy will ratify the said Treaty not later than the date of their ratification of the present Convention.

*Article 25.*

Until December 31st, 1936, the naval combatant vessels of France and Italy, other than capital ships, aircraft-carriers and all vessels exempt from limitation under Article 8 of the Treaty of London, shall be limited, without prejudice to Article 12 of the said Treaty, by the provisions of Articles 26 and 27 of the present Convention. The definitions adopted in Annex I for the purposes of the present chapter will apply.

*Article 26.*

(a) The completed tonnage in the cruiser, destroyer and submarine categories which is not to be exceeded on December 31st, 1936, is to be the completed tonnage arrived at in consequence of the provisions of Article 27.

(b) France and Italy shall have complete freedom of transfer for the purposes of replacement between cruisers of sub-category (ii) and destroyers.

*Article 27.*

Until December 31st, 1936, the programmes of France and Italy in cruisers, destroyers and submarines will be as follows:

A. *Cruisers with guns of more than 6.1" (155 mm.) calibre.*

No further tonnage shall be laid down or acquired after the date of signing the present Convention.

B. *Cruisers with guns of 6.1" (155 mm.) calibre or less, and destroyers.*

The amount of further construction to be laid down or acquired by France during the period between January 1st, 1933, and December 31st, 1936, shall be limited to 34,298 (34,847 metric) standard tons as authorised in the French programme of 1932.

The amount of further construction to be laid down or acquired by Italy during the same period shall be limited to 27,173 (27,608 metric) standard tons.

Tonnage laid down or acquired in accordance with the French programme of 1931 and the Italian programme of 1931-32, and any tonnage laid down or acquired subsequently shall be devoted to the replacement of over-age cruisers of this sub-category or of over-age destroyers. Upon the completion of any replacement tonnage, a corresponding amount of over-age tonnage shall be disposed of in accordance with Annex VI to the present chapter.

C. *Submarines.*

Until December 31st, 1936, France and Italy will not lay down or acquire any further submarines. France will arrange her present submarine building and scrapping programme so that, on the said date, her completed tonnage will not be greater than . . . standard tons.

Any submarine tonnage under construction on that date shall be in anticipation of replacement requirements,

SUB-CHAPTER II.

*Article 28.*

No High Contracting Party shall lay down or acquire any capital ship during the period up to December 31st, 1936, except that Italy may lay down one ship not exceeding 26,500 (26,924 metric) standard tons and carrying guns not exceeding 13" (330 mm.) calibre.

Except as provided in Article 7, paragraph 2, of the Treaty of London, no High Contracting Party shall, until December 31st, 1936, lay down or acquire any submarine the standard displacement of which exceeds 2,000 (2,032 metric) standard tons or carrying a gun above 5.1" (130 mm.) calibre.

SUB-CHAPTER III.

*Article 29.*

In order to bring about a stabilisation of naval armaments until December 31st, 1936, the armaments of those High Contracting Parties to whom the Treaties of Washington and London do not apply shall, until the said date, be limited as follows:

(a) No cruisers carrying guns of a calibre above 6.1" (155 mm.) shall be constructed or acquired.

(b) On December 31st, 1936, the completed tonnage in cruisers of sub-category (ii), destroyers and submarines possessed by each of the said High Contracting Parties shall not exceed the amounts specified for such Party in Annex IV. This provision does not, however, apply to vessels exempt from limitation under Annex II to this chapter, nor to the special vessels shown in Annex III. These special vessels may not be replaced.

(c) Ships may only be laid down or acquired in accordance with the replacement rules contained in Annex V, and only in replacement of tonnage in the same category or sub-category which is or becomes over age in accordance with those rules.

Nevertheless there shall be complete freedom of transfer for purposes of replacement between the cruisers of sub-category (ii) and destroyers.

Vessels which have to be disposed of as being surplus to the tonnage figures set out in Annex IV shall be disposed of in accordance with the rules set out in Annex VI.

(d) Existing ships of various types which prior to April 1st, 1933, have been used as stationary training establishments or hulks may be retained in a non-seagoing condition.

*Article 30.*

The High Contracting Parties assent to the rules laid down in Part IV of the Treaty of London and accept them as established rules of international law.

The present article constitutes, as regards those High Contracting Parties to whom the Treaty of London does not apply, the accession contemplated by Article 25 of the said Treaty.

SUB-CHAPTER IV.

*Article 31.*

It is understood that none of the provisions of the present chapter shall prejudice the attitude of any of the High Contracting Parties at the conferences referred to in Article 32. The present Convention establishes no permanent ratio in any category of ship and creates no precedent as to whether, and if so in what manner, tonnage remaining over age on December 31st, 1936, for which replacement tonnage has not been laid down, may ultimately be replaced.

*Article 32.*

Concurrently with the Conference in 1935 provided for under Article 23 of the Treaty of London, or at least in the same year, there shall be a conference of all the High Contracting Parties possessing naval armaments with a view to the establishment of limitations to be observed after December 31st, 1936.

*Article 33.*

The Permanent Disarmament Commission set up under Article 64 of the present Convention will take immediate steps to prepare for the conferences of 1935 referred to in Article 32, by ascertaining the opinions of the High Contracting Parties concerned. It will also examine, with a view to reporting to the said conferences, technical questions of qualitative reduction in the sizes of vessels of war in the various categories, as well as any other questions relating

to the limitation of naval armaments which the Commission may consider could appropriately come before the said conferences.

**Annexes.**

- I. Definitions — Annex III of the Draft Convention, as amended by the Naval Commission.
- II. Exempt Vessels — Annex I of the Draft Convention, as amended by the Naval Commission.
- III. List of Special Vessels.
- IV. Tonnage Figures for Powers other than those Signatories of the Treaty of Washington. These figures will be the figures from the returns to the Secretary-General of the League of Nations reproduced in the *Armaments Year-Book*, 1932, "exempt" and "special" vessels being omitted.
- V. Replacement Rules — Annex IV of the Draft Convention, as amended by the Naval Commission.
- VI. Rules for Disposal — Annex V of the Draft Convention, as amended by the Naval Commission.

CHAPTER 3. — AIR ARMAMENTS.

*Article 34.*

The High Contracting Parties accept the complete abolition of bombing from the air (except for police purposes in certain outlying regions).

*Article 35.*

The Permanent Disarmament Commission set up under Article 64 of the present Convention shall immediately devote itself to the working out of the best possible schemes providing for:

- (a) The complete abolition of military and naval aircraft, which must be dependent on the effective supervision of civil aviation to prevent its misuse for military purposes;
- (b) Alternatively, should it prove impossible to ensure such effective supervision, the determination of the minimum number of machines required by each High Contracting Party consistent with his national safety and obligations, and having regard to the particular circumstances of each country.

The schemes prepared by the Permanent Disarmament Commission shall be reported to the second Disarmament Conference. In any case, the measures relating to civil aviation set out in Annex II will apply during the period of the present Convention.

*Article 36.*

With a view to effecting the reductions necessary to facilitate the attainment of the objects referred to in Article 35, the number of aeroplanes, capable of use in war, in commission in the land, sea and air armed forces of each of the High Contracting Parties who at present possess such aeroplanes shall, by the end of the period of the present Convention, not exceed the figures laid down for such Party in the table annexed to this chapter; as regards the other High Contracting Parties, the *status quo* existing on January 1st, 1933, shall be maintained during the said period.

Each of the High Contracting Parties mentioned in the table annexed to this chapter may keep a number of aeroplanes in immediate reserve, not exceeding in each case 25 per cent of the number of aeroplanes in commission in the land, sea and air forces of such Party.

*Article 37.*

The High Contracting Parties agree that their air armaments will not include aeroplanes exceeding 3 tons unladen weight. Exception, however, may be made in the case of troop-carriers and flying-boats. Complete particulars of any such machines exceeding the maximum unladen weight of 3 tons must be returned annually to the Permanent Disarmament Commission.

*Article 38.*

No dirigible shall be constructed or acquired during the period of the present Convention by any of the High Contracting Parties for commission in their land, sea or air forces. The High Contracting Parties who at present possess such dirigibles may, however, retain but not replace them during the said period.

*Article 39.*

The definition of unladen weight is given in Annex I.

Article 40.

Aeroplanes, capable of use in war, in commission in the land, sea and air armed forces of any of the High Contracting Parties in excess of the number indicated for such Party in the table annexed to this chapter must have been put out of commission or otherwise disposed of by the end of the period of the present Convention. At least one-half of such excess must, in the case of each such High Contracting Party, have been so dealt with by June 30th, 1936.

Article 41.

Aeroplanes exceeding the maximum unladen weight indicated in Article 37 and now existing in the armed forces of the High Contracting Parties must all, except in so far as exceptions may be made in accordance with that article, have been destroyed by the end of the period of this Convention. At least half of their number must, in the case of each High Contracting Party, have been destroyed by June 30th, 1936.

Table. — AEROPLANES.

(Note. — Figures will have to be inserted subsequently for the other Parties which at present possess military or naval aeroplanes).

Belgium . . . . .	150	Norway . . . . .	75
United Kingdom . . . . .	500	Poland . . . . .	200
China . . . . .	100	Portugal . . . . .	25
Czechoslovakia . . . . .	200	Roumania . . . . .	150
Denmark . . . . .	50	Siam . . . . .	75
Estonia . . . . .	50	Spain . . . . .	200
Finland . . . . .	25	Sweden . . . . .	75
France . . . . .	500	Switzerland . . . . .	75
Greece . . . . .	75	Turkey . . . . .	100
Italy . . . . .	500	Union of Soviet Socialist Republics . . . . .	500
Japan . . . . .	500	United States of America	500
Latvia . . . . .	50	Yugoslavia . . . . .	200
Lithuania . . . . .	50		
Netherlands . . . . .	150		

Annex I.

DEFINITION OF UNLADEN WEIGHT.

The unladen weight of an aeroplane is the weight of the aeroplane complete with all the elements necessary for flying but without crew, fuel, oil, cooling liquids or military equipment.

The unladen weight of an aeroplane comprises exclusively the weights of the following parts:

Complete aeroplane without engine (wings, movable or fixed, without safety slots, fuselage or hull, under-carriage or floats);

Power plant or plants complete; empty motor or motors,<sup>1</sup> propeller or propellers, with all the necessary accessories<sup>2</sup> required for their immediate operation and control;

Empty tanks, with release or drainage appliances (if any), but excluding supplementary tanks;

Permanent fixtures required for mounting instruments and equipment of all kinds.

Annex II.

Being convinced of the importance of taking measures designed to prevent the use of civil aviation for military purposes in the event of war, without at the same time hampering its legitimate development and usefulness to mankind in time of peace:

Recognising that, to be effective, such measures must be framed on a worldwide basis and, therefore, to be generally acceptable, must entail the minimum interference with the existing national and international organisations:

The High Contracting Parties agree as follows:

I. *Civil Aircraft.*

(a) (i) Not to permit the construction of civil aircraft with a view to their eventual use for war purposes;

<sup>1</sup> The empty motor comprises the motor proper with all the accessories necessary for its immediate operation, which form an integral part of it—that is to say:

Carburettor, with controls, feed-pipes, ignition and connections, cooling liquid and oil pumps with piping on the motor, charging or super-charging gear forming part of the motor, various attachments for revolution counters and auxiliaries forming part of the motor, reduction gear and propeller hub.

<sup>2</sup> Accessories to power plant:

(a) Motor controls complete;  
 (b) Fixed self-starters and accessories, starting magneto, claws and handles, and tanks;  
 (c) Fuel supply system: pumps not forming part of the motor, piping accessories, intermediate tanks, and various indicators;  
 (d) Lubrication system: pipes not forming part of the motor, radiators, shutters and controls;  
 (e) Cooling system: piping not forming part of the motor, radiators, shutters and controls, ventilators and ventilator shutters in the case of air-cooled motors, and their controls;  
 (f) Transmissions of propellers;  
 (g) Accessories: various instruments, revolution-counters, and fixed extinguishers.

- (ii) Not to permit in the design of civil aircraft, constructional features intended to facilitate the installation of military fixtures or fittings.
- (b) Not to license, or to permit to fly, any civil aircraft which infringes the prohibition contained in (a) above.
- (c) To furnish the following information within  $x$  months of the end of each year to the League:
  - (i) The total number of its national civil aircraft;
  - (ii) The following particulars as regards individual civil aircraft:
    - (a) Unladen weight;
    - (b) Authorised laden weight.
- (d) In the case of any civil aircraft having an unladen weight of over  $x$  tons:
  - (i) To inform the League forthwith of the issue of the licence to fly;
  - (ii) To render to the League a certificate that the aircraft does not infringe the provisions of paragraph (a) above;
  - (iii) To acquaint the League with the purpose for which the aircraft will be used, the route upon which the aircraft will normally be employed, the location of its usual station, its unladen weight and its authorised maximum laden weight.
- (e) To allow duly qualified representatives of the League of Nations to have free access at all reasonable times to all civil aircraft, for the purpose of ascertaining that such aircraft do not in fact infringe the prohibitions contained in paragraph (a) above.
- (f) In the event of the League representative, as a result of the inspection provided for in (e) above, being of opinion that a civil aircraft infringes the prohibitions contained in paragraph (a) above (either as a result of subsequent modification or any other cause) the League shall represent the matter to the Government concerned who undertake forthwith to suspend or cancel the licence of such aircraft pending further investigation.

(Note. — The effect of these proposals would be to establish, under the direction of the League, a complete international register of all civil aircraft—comparable to the registers of shipping at present maintained by Lloyd's and similar organisations.)

#### II. *Civil Aviation Personnel.*

The High Contracting Parties will not require civil aviation enterprises to employ personnel specially trained for military purposes, and will not prescribe the training of civil aviation personnel in military duties.

#### III. *Air Lines.*

The High Contracting Parties will not establish civil air lines principally or specifically intended for use for military purposes.

#### IV. *National Subsidies.*

(a) The High Contracting Parties will not subsidise, directly or indirectly, air lines other than those established or to be established for economic, administrative and social purposes.

(b) The amounts and conditions of all national subsidies shall be communicated to, and published by, the League of Nations.

### Part III.

#### EXCHANGE OF INFORMATION.

##### *Articles 42 to 46.*

[The provisions of this part will depend in the main on the limitations and restrictions imposed by the other parts of the Convention. It does not seem necessary therefore to attempt to draft them now. It is only necessary to note that Articles 34 and 35 of the draft Convention will have to be reproduced.]

### Part IV.

#### CHEMICAL WARFARE.

##### SECTION I. — PROHIBITION OF CHEMICAL, INCENDIARY AND BACTERIAL WARFARE.

##### *Article 47.*

The following provision is accepted as an established rule of International Law.  
The use of chemical, incendiary and bacterial weapons as against any State, whether or not a Party to the present Convention and in any war, whatever its character, is prohibited.

This provision does not, however, deprive any party, which has been the victim of the illegal use of chemical or incendiary weapons, of the right to retaliate, subject to such conditions as may hereafter be agreed.

With a view to the application of this rule, the High Contracting Parties agree upon the following provisions:

*Article 48.*

It shall be prohibited to use, by any method whatsoever, for the purpose of injuring an adversary, any natural or synthetic substance harmful to the human or animal organism, whether solid, liquid or gaseous, such as toxic, asphyxiating, lachrymatory, irritant or vesicant substances.

This prohibition shall not apply:

(a) To explosives;

(b) To the noxious substances arising from the combustion or detonation of explosives, provided that such explosives have not been designed or used with the object of producing noxious substances;

(c) To smoke or fog used to screen objectives or for other military purposes, provided that such smoke or fog is not liable to produce harmful effects under normal conditions of use.

*Article 49.*

The use of projectiles specifically intended to cause fires shall be prohibited.

This prohibition shall not apply to incendiary projectiles designed specifically for defence against aircraft, provided that they are used exclusively for that purpose.

*Article 50.*

The use of appliances designed to attack persons by fire, such as flame-projectors, shall be prohibited.

*Article 51.*

It shall be prohibited to use for the purpose of injuring an adversary all methods for the dissemination of pathogenic microbes, or of filter-passing viruses, or of infected substances, whether for the purpose of bringing them into immediate contact with human beings, animals or plants, or for the purpose of affecting any of the latter in any manner — for example, by polluting the atmosphere, water, foodstuffs or any other objects.

SECTION II. — PROHIBITION OF PREPARATIONS FOR CHEMICAL,  
INCENDIARY AND BACTERIAL WARFARE.

*Article 52.*

All preparations for chemical, incendiary and bacterial warfare shall be prohibited in time of peace as in time of war.

*Article 53.*

In order to enforce the aforesaid general prohibition it shall in particular be prohibited:

(1) To manufacture, import, export or be in possession of appliances or substances exclusively suited to chemical or incendiary warfare.

The quantities of chemical substances necessary for protective experiments, therapeutic research and laboratory work shall be excepted. The High Contracting Parties shall inform the Permanent Disarmament Commission of the quantities of the said substances necessary for their protective experiments.

The manufacture of and trade in these substances may not be undertaken without Government authorisation.

(2) To manufacture, import, export or be in possession of appliances or substances suitable for both peaceful and military purposes with intent to use them in violation of the prohibition contained in Article 48.

(3) To instruct or train armed forces in the use of chemical, incendiary and bacterial weapons and means of warfare, or to permit any instruction or training for such purposes within their jurisdiction.

*Article 54.*

The provisions of the preceding article shall not restrict the freedom of the High Contracting Parties in regard to material and installations intended exclusively to ensure individual or collective protection against the effects of chemical, incendiary and bacterial weapons, or to training with a view to individual or collective protection against the effects of the said weapons.



*Article 55.*

The High Contracting Parties shall inform the Permanent Disarmament Commission of the lachrymatory substances intended to be used by their authorities for police operations as well as of the number of the various appliances by means of which they are to be utilised.

SECTION III. — SUPERVISION OF THE OBSERVANCE OF THE PROHIBITION OF PREPARATIONS FOR CHEMICAL, INCENDIARY AND BACTERIAL WARFARE.

*Article 56.*

The Permanent Disarmament Commission shall examine the complaints put forward by any Party which may allege that the prohibition to prepare for chemical, incendiary or bacterial warfare has been violated.

SECTION IV. — ESTABLISHMENT OF THE FACT OF THE USE OF CHEMICAL, INCENDIARY OR BACTERIAL WEAPONS.

*Article 57.*

Any Party claiming that chemical, incendiary or bacterial weapons have been used against it shall notify the Permanent Disarmament Commission.

It shall at the same time notify the authority designated for the purpose by the Permanent Disarmament Commission or, failing such authority, the doyen of the diplomatic corps accredited to it, with a view to the immediate constitution of a commission of investigation.

If the above-mentioned authority has received the necessary powers, it shall itself act as a commission of investigation.

*Article 58.*

The commission of investigation shall proceed with all possible speed to the enquiries necessary to determine whether chemical, incendiary or bacterial weapons have been used or not.

It shall report to the Permanent Disarmament Commission.

*Article 59.*

The Permanent Disarmament Commission shall invite the Party against which the complaint has been made to furnish explanations.

It may send commissioners to the territory under the control of that Party for purposes of investigation.

*Article 60.*

The Permanent Disarmament Commission may also carry out any other enquiry that may be necessary.

*Article 61.*

The Parties involved in the above-mentioned operations and in general all the Parties to the present Convention shall take the necessary measures to facilitate these operations, particularly as regards the rapid transport of persons and correspondence.

*Article 62.*

According to the result of the above-mentioned operations, the Permanent Commission shall establish whether chemical, incendiary or bacterial weapons have been used or not.

*Article 63.*

The details of the application of the provisions of this chapter shall be fixed by regulations to be issued by the Permanent Disarmament Commission.

**Part V.**

**MISCELLANEOUS PROVISIONS.**

**SECTION I. — PERMANENT DISARMAMENT COMMISSION.**

**CHAPTER I. — COMPOSITION.**

*Article 64.*

There shall be set up at the seat of the League of Nations a Permanent Disarmament Commission composed of representatives of the Governments of the High Contracting Parties. Each such Government shall appoint one member of the Commission. Each member may be accompanied by substitutes and experts.

The Governments of the High Contracting Parties will inform the Secretary-General of the League of Nations of the names of their representatives, substitutes and experts on their nomination and on any changes being made.

*Article 65.*

The Commission shall set up committees, whose number, composition and functions shall be decided by the Commission.

*Article 66.*

The Commission may be assisted by experts chosen by itself, not being experts appointed by the High Contracting Parties to accompany their representatives.

*Article 67.*

The members of the Commission, their substitutes and experts, and the experts and officials of the Commission, when engaged on the business of the Commission, shall enjoy diplomatic privileges and immunities.

*Article 68.*

The Secretary-General of the League of Nations shall provide the Secretariat of the Commission.

**CHAPTER 2. — FUNCTIONS.**

*Article 69.*

It will be the duty of the Commission to watch the execution of the present Convention. The Commission shall receive all the information which the High Contracting Parties are bound to communicate to the Secretary-General of the League of Nations in pursuance of their international obligations in this respect. The Commission may request the High Contracting Parties to supply, in writing or verbally, any supplementary particulars or explanations in regard to the said information which it may consider necessary.

*Article 70.*

The Commission may take into account any other information which may reach it from a responsible source and which it may consider worth attention.

*Article 71.*

The Commission shall be entitled to have any person heard or consulted who is in a position to throw any light on the question which is being examined by the Commission.

*Article 72.*

Any High Contracting Party whose attitude may have been the subject of criticism shall be entitled to request the Commission to conduct in his territory such investigations as may be necessary in order to verify the execution of the obligations of the said Party under the present Convention.

On receipt of such a request, the Commission shall meet at once in order to give effect to it, to determine the scope of the investigation within the limits of the criticism which has been made, and to lay down the conditions in which the investigation is to take place.

*Article 73.*

At the request of one or more of the High Contracting Parties, the Commission may decide to have investigations of alleged infractions of the Convention conducted on the territory of any High Contracting Party.

On the receipt of such a request, the Committee shall meet at once in order to take a decision upon it.

Its decision, which will determine the scope of the investigation, shall be taken by a two-thirds majority of all the members of the Commission, whether present at the meeting or not.

*Article 74.*

The result of the investigations decided upon in accordance with Article 72 or 73 shall be embodied in each case in a special report by the Commission.

The High Contracting Parties shall promptly advise as to the conclusions of the report.

*Article 75.*

Independently of the investigations referred to in Articles 72 and 73, the Commission shall be entitled to conduct periodic investigations in regard to States which have made a special agreement to that effect.

*Article 76.*

The Commission shall make, at least once a year, a report showing the situation as regards the execution of the present Convention and containing any observations which this situation may suggest to it.

*Article 77.*

If one of the High Contracting Parties is of opinion that the provisions of the present Convention have been infringed, or that a threat of infringement exists, such Party may address a complaint to the Commission.

The Commission will invite the High Contracting Party whose attitude has produced the complaint to supply it with all explanations which may be useful. The Commission will proceed to investigate the matter and may employ with this object the various methods of obtaining information provided for in the present Convention.

The Commission will draw up as soon as possible a reasoned report on the result of its investigation.

The High Contracting Parties shall promptly advise as to the conclusions of the report.

*Article 78.*

Each member of the Commission shall be entitled to require that, in any report by the Commission, account shall be taken of the opinions or suggestions put forward by him, if necessary in the form of a separate report.

*Article 79.*

All reports by the Commission shall be immediately communicated to the High Contracting Parties and to the Council of the League of Nations and published.

*Article 80.*

The Commission shall prepare, for submission to the High Contracting Parties, such agreements as may be necessary to ensure the execution of the present Convention.

*Article 81.*

The Commission shall make preparations for the conference to be held in accordance with Article 95 of the present Convention in order to facilitate the subsequent stages of disarmament.

*Article 82.*

The Commission shall in general carry out any preliminary studies which may appear useful for the execution of its duties.

*Article 83.*

Within the limits of its functions, the Commission shall supply the Council of the League of Nations with any information and advice which the Council may request of it.

CHAPTER 3. — OPERATION.

*Article 84.*

The Commission shall meet for the first time, on being summoned by the Secretary-General of the League of Nations, within three months from the entry into force of the present Convention, to elect a provisional President and Vice-President and to draw up its Rules of Procedure.

Thereafter it shall meet at least once a year in ordinary session on the date fixed in its Rules of Procedure.

It shall also meet in extraordinary session:

- (1) When such a meeting is prescribed by the present Convention;
- (2) If its Bureau so decides, either of its own motion or on the request of one of the High Contracting Parties;
- (3) On the request of the Council of the League of Nations.

*Article 85.*

The High Contracting Parties will furnish the delegates of the Commission who are entrusted with the investigations referred to in Articles 72, 73 and 75 with the necessary facilities for the execution of their mission. The Parties will employ the means at their disposal to secure the attendance of any witnesses whom the delegates of the Commission may wish to hear.

*Article 86.*

Except where otherwise provided by the present Convention, the decisions of the Commission shall be taken by a majority of the members present at the meeting.

A minority report may be drawn up.

*Article 87.*

The general expenditure of the Commission shall form the subject of a special chapter in the budget of the League of Nations.

The High Contracting Parties who are not members of the League shall bear a reasonable share of the said expenditure. An agreement to this effect will be reached between these Parties and the Secretary-General of the Commission.

The travelling expenses and subsistence allowances of the members of the Commission, their substitutes and experts, shall be paid by their respective Governments.

The Commission shall draw up regulations relating to the expenditure necessitated by its work.

SECTION II. — DEROGATIONS.

*Article 88.*

Should any of the High Contracting Parties become engaged in war, or should a change of circumstances constitute, in the opinion of any High Contracting Party, a menace to his national security, such Party may suspend temporarily, in so far as he is concerned, any provision or provisions of the present Convention, other than those contained in Articles 30, 34 and 47 to 63, provided that:

(a) Such High Contracting Party shall immediately notify the other High Contracting Parties, and at the same time the Permanent Disarmament Commission, of such temporary suspension and of the extent thereof;

(b) In the event of the suspension's being based upon a change of circumstances, the High Contracting Party concerned shall, simultaneously with the said notification, communicate to the other High Contracting Parties and to the Permanent Disarmament Commission a full explanation of such change of circumstances.

Thereupon the other High Contracting Parties shall promptly advise as to the situation thus presented.

When the reasons for such temporary suspension have ceased to exist, the said High Contracting Party shall reduce his armaments to the level agreed upon in the Convention and shall make immediate notification to the other High Contracting Parties.

SECTION III. — FINAL PROVISIONS.

*Article 89.*

It is hereby declared that the loyal execution of the present Convention is a matter of common interest to the High Contracting Parties.

*Article 90.*

The present Convention is not to be interpreted as restricting the provisions of the Covenant of the League of Nations—in particular, those which fix the powers of the Council and the Assembly.

*Article 91.*

If a dispute arises between two or more of the High Contracting Parties concerning the interpretation or application of the provisions of the present Convention, and cannot be settled either directly between the parties or by some other method of friendly settlement, the parties will, at the request of any one of them, submit such dispute to the decision of the Permanent Court of International Justice, or to an arbitral tribunal chosen by them.

*Article 92.*

The present Convention shall be ratified by the High Contracting Parties in accordance with their respective constitutional methods. The instruments of ratification shall be deposited with the Secretary-General of the League of Nations.

The present Convention shall come into force, for each Party whose instrument of ratification has been deposited, as soon as the instruments of ratification have been deposited by .....  
(list to be drawn up by the Conference).

*Article 93.*

Each of the High Contracting Parties will take the necessary measures for carrying the provisions of the present Convention into effect as soon as it has come into force for such Party.

*Article 94.*

Except as provided in the following paragraphs of this article, the present Convention shall remain in force for five years from the date on which it comes into force in accordance with the second paragraph of Article 92.

Chapter 2 of Section II of Part II (Naval Armaments), and Table II annexed to Section I of Part II (Naval Effectives) shall remain in force until December 31st, 1936.

The rules referred to in Article 30 remain in force, as provided in Article 23 of the Treaty of London, without limit of time. Article 34 and Sections I, II and III of Part IV shall also remain in force without limit of time.

*Article 95.*

Not later than . . . years from the date on which the present Convention comes into force, a conference of the High Contracting Parties shall meet at Geneva. It will be the duty of the said conference to prepare and conclude a new Convention, which will replace the present Convention and will carry on the work of the limitation and reduction of armaments begun by the present Convention.

*Article 96.*

The present Convention, together with the further Conventions to be concluded in accordance with Article 95 and Article 32, will replace, as between the respective Parties to the Treaties of Versailles, St. Germain, Trianon and Neuilly, those provisions of Part V (Military, Naval and Air Clauses) of each of the Treaties of Versailles, St. Germain and Trianon, and of Part IV (Military, Naval and Air Clauses) of the Treaty of Neuilly, which at present limit the arms and armed forces of Germany, Austria, Hungary and Bulgaria respectively.

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*Official No.:* Conf. D. 157. Addendum.

Geneva, March 17th, 1933.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

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DRAFT CONVENTION

SUBMITTED BY THE UNITED KINGDOM DELEGATION

ANNEXES TO CHAPTER 2 — NAVAL ARMAMENTS

(To be inserted on Page 8, after Article 33.)

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IX. DISARMAMENT ✓  
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## Annex I.

### DEFINITIONS.

For the purposes of the present Convention, the following expressions are to be understood in the sense defined in this Annex:

(a) *Capital Ships.*

(i) Vessels of war, not aircraft-carriers, whose displacement exceeds 10,000 tons (10,160 metric tons) standard displacement, or which carry a gun with a calibre exceeding 8 inches (203 mm.).

(ii) For Parties who do not possess any capital ship exceeding 8,000 tons (8,128 metric tons) standard displacement:

Vessels of war not exceeding 8,000 tons (8,128 metric tons) standard displacement and the calibre of whose guns exceeds 8 inches (203 mm.).

(b) *Aircraft-Carriers.*

Surface vessels of war, whatever their displacement, designed for the specific and exclusive purpose of carrying aircraft and so constructed that aircraft can be launched therefrom and landed thereon.

(c) *Cruisers.*

Surface vessels of war, other than capital ships or aircraft-carriers, the standard displacement of which exceeds 1,850 tons (1,880 metric tons) or with a gun above 5.1 inches (130 mm.) calibre.

The cruiser category is divided into two sub-categories as follows:

(i) Cruisers carrying a gun above 6.1 inches (155 mm.) calibre.

(ii) Cruisers not carrying a gun above 6.1 inches (155 mm.) calibre.

(cd) *Light Surface Vessels.*

Surface vessels of war, other than aircraft-carriers, the standard displacement of which does not exceed 10,000 tons (10,160 metric tons), and with guns not exceeding 8 inches (203 mm.) calibre.

The category of light surface vessels is divided into two categories, as follows:

(i) Vessels carrying a gun above 6.1 inches (155 mm.) calibre.

(ii) Vessels not carrying a gun above 6.1 inches (155 mm.) calibre.

(d) *Destroyers.*

Surface vessels of war, the standard displacement of which does not exceed 1,850 tons (1,880 metric tons) and with a gun not above 5.1 inches (130 mm.) calibre.

### *Standard Displacement.*

1. The standard displacement of a surface vessel is the displacement of the vessel complete, fully manned, engined and equipped ready for sea, including all armament and ammunition, equipment, outfit, provisions and fresh water for crew, miscellaneous stores and implements of every description that are intended to be carried in war, but without fuel or reserve feed water on board.

2. The standard displacement of a submarine is the surface displacement of the vessel complete (exclusive of the water in non-watertight structure), fully manned, engined and equipped ready for sea, including all armament and ammunition, equipment, outfit, provisions for crew, miscellaneous stores and implements of every description that are intended to be carried in war, but without fuel, lubricating oil, fresh water or ballast water of any kind on board.

3. Each naval combatant vessel shall be rated at its displacement tonnage when in the standard condition.

The word "ton", except in the expression "metric tons", shall be understood to be the ton of 2,240 pounds (1,016 kilos).

## Annex II.

### EXEMPT VESSELS.

Subject to any special agreements which may submit them to limitation, the following vessels are exempt from limitation:

(a) Naval surface combatant vessels of 600 tons (610 metric tons) standard displacement and under;

(b) Naval surface combatant vessels exceeding 600 tons (610 metric tons), but not exceeding 2,000 tons (2,032 metric tons) standard displacement, provided they have none of the following characteristics:

- (1) Mount a gun above 6.1-inch (155 mm.) calibre;
- (2) Mount more than four guns above 3-inch (76 mm.) calibre;
- (3) Are designed or fitted to launch torpedoes;
- (4) Are designed for a speed greater than twenty knots.

(c) Naval surface vessels not specifically built as fighting ships which are employed on fleet duties or as troop transports or in some other way than as fighting ships, provided they have none of the following characteristics:

- (1) Mount a gun above 6.1-inch (155 mm.) calibre;
- (2) Mount more than four guns above 3-inch (76 mm.) calibre;
- (3) Are designed or fitted to launch torpedoes;
- (4) Are designed for a speed greater than twenty knots;

- (5) Are protected by armour plate;
- (6) Are designed or fitted to launch mines;
- (7) Are fitted to receive aircraft on board from the air;
- (8) Mount more than one aircraft-launching apparatus on the centre line: or two, one on each broadside;
- (9) If fitted with any means of launching aircraft into the air, are designed or adopted to operate at sea more than three aircraft.

**Annex III.**

**LIST OF SPECIAL VESSELS.**

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**Annex IV.**

**TONNAGE FIGURES FOR POWERS OTHER THAN THOSE SIGNATORIES OF THE TREATY OF WASHINGTON.**

These figures will be the figures from the returns to the Secretary-General of the League of Nations reproduced in the *Armaments Year-Book*, 1932, "Exempt" and "Special" vessels being omitted.

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**Annex V.**

**RULES FOR REPLACEMENT.**

1. Except as provided in paragraph 4 of this Annex, no vessel limited by this Convention shall be replaced until it becomes "over-age".
2. A vessel shall be deemed to be "over-age" when the following number of years have elapsed since the date of its completion:
  - (a) Capital ships: 26 years, subject to special provision as may be necessary for the replacement of existing ships.
  - (b) Aircraft-carriers: 20 years, subject to special provision as may be necessary for existing ships.
  - (c) Surface vessels other than those covered by paragraphs (a) and (b) above exceeding 3,000 tons (3,048 metric tons), but not exceeding 10,000 tons (10,160 metric tons) standard displacement:
    - (i) If laid down before January 1st, 1920, 16 years;
    - (ii) If laid down after December 31st, 1919, 20 years.
  - (d) Surface vessels other than those covered by paragraphs (a), (b) and (c) above not exceeding 3,000 tons (3,048 metric tons) standard displacement:
    - (i) If laid down before January 1st, 1921, 12 years;
    - (ii) If laid down after December 31st, 1920, 16 years.
  - (e) Submarines: 13 years.
3. The keels of replacement tonnage shall not be laid down more than three years before the calendar year in which the vessel to be replaced becomes "over-age": but this period is reduced to two years in the case of any replacement surface vessel not exceeding 3,000 tons (3,048 metric tons) standard displacement.  
The right of replacement is not lost by delay in laying down replacement tonnage.
4. In the event of loss or accidental destruction, a vessel may be replaced immediately; but such replacement tonnage shall be subject to the limits of displacement and to the other provisions of this Convention.

**Annex VI.**

**RULES FOR DISPOSAL OF VESSELS OF WAR.**

The present Convention provides for the disposal of vessels of war in the following ways:

- (1) By scrapping (sinking or breaking up);
- (2) By converting the vessel to a hulk;
- (3) By converting the vessel to target use exclusively;
- (4) By retaining the vessel exclusively for experimental purposes;
- (5) By retaining the vessel exclusively for training purposes.

Any vessel of war to be disposed of may either be scrapped or converted to a hulk at the option of the High Contracting Party concerned.

Vessels which have been retained for target, experimental or training purposes, shall finally be scrapped or converted to hulks.

*Section I. — Vessels to be scrapped.*

- (a) A vessel to be disposed of by scrapping, by reason of its replacement, must be rendered incapable of warlike service within six months of the date of the completion of its successor, or of the first of its successors if there are more



than one. If, however, the completion of the new vessel or vessels be delayed, the work of rendering the old vessel incapable of warlike service shall, nevertheless, be completed within four and a-half years from the date of laying the keel of the new vessel, or of the first of the new vessels; but should the new vessel, or any of the new vessels, be a surface vessel not exceeding 3,000 tons (3,048 metric tons) standard displacement, this period is reduced to three and a-half years.

(b) A vessel to be scrapped shall be considered incapable of warlike service when there shall have been removed and landed or else destroyed in the ship:

- (1) All guns and essential parts of guns, fire-control tops and revolving parts of all barbettes and turrets;
- (2) All hydraulic or electric machinery for operating turrets;
- (3) All fire-control instruments and range-finders;
- (4) All ammunition, explosives, mines and mine rails;
- (5) All torpedoes, war heads, torpedo-tubes and training-racks;
- (6) All wireless telegraphy installations;
- (7) All main propelling machinery, or alternatively the armoured conning-tower and all side armour-plate;
- (8) All aircraft-cranes, derricks, lifts and launching apparatus. All landing-on or flying-off platforms and decks, or alternatively all main propelling machinery;
- (9) In addition, in the case of submarines, all main storage batteries, air-compressor plants and ballast pumps.

(c) Scrapping shall be finally effected in either of the following ways, within twelve months of the date of which the work of rendering the vessel incapable of warlike service is due for completion:

- (1) Permanent sinking of the vessel;
- (2) Breaking the vessel up; this shall always include the destruction or removal of all machinery, boilers and armour, and all deck, side and bottom-plating.

*Section II. — Vessels to be converted to Hulks.*

A vessel to be disposed of by conversion to a hulk shall be considered finally disposed of when the conditions prescribed in Section I, paragraph (b), of this Annex, have been complied with, omitting sub-paragraphs (6), (7) and (8), and when the following have been effected:

- (1) Mutilation beyond repair of all propeller-shafts, thrust-blocks, turbine-gearing or main propelling-motors and turbines or cylinders of main engines;
- (2) Removal of propeller-brackets;
- (3) Removal and breaking up of all aircraft-lifts, and the removal of all aircraft-cranes, derricks and launching apparatus.

The vessel must be put in the above condition within the same limits of time as provided in Section I for rendering a vessel incapable of warlike service.

*Section III. — Vessels to be converted to Target Use.*

(a) A vessel to be disposed of by conversion to target use exclusively shall be considered incapable of warlike service when there have been removed and landed, or rendered unserviceable on board, the following:

- (1) All guns;
- (2) All fire-control tops and instruments and main fire-control communication wiring;
- (3) All machinery for operating gun-mountings or turrets;
- (4) All ammunition, explosives, mines, torpedoes and torpedo-tubes;
- (5) All aviation facilities and accessories.

The vessel must be put into the above conditions within the same limits of time as provided in Section I for rendering a vessel incapable of warlike service.

(b) Each High Contracting Party is permitted to retain, for target use exclusively, at any one time:

- (1) Not more than three vessels (cruisers or destroyers), but of these three vessels only one may exceed 3,000 tons (3,048 metric tons) standard displacement;
- (2) One submarine.

(c) On retaining a vessel for target use, the High Contracting Party concerned undertakes not to re-condition it for warlike service.

*Section IV. — Vessels retained for Experimental Purposes.*

(a) A vessel to be disposed of by conversion to experimental purposes exclusively shall be dealt with in accordance with the provisions of Section III (a) of this Annex.

(b) Without prejudice to the general rules, and provided that due notice be given to the other High Contracting Parties, reasonable variation from the conditions prescribed in Section III (a) of this Annex, in so far as may be necessary for the purposes of a special experiment, may be permitted as a temporary measure.

Any High Contracting Party taking advantage of this provision is required to furnish full details of any such variation and the period for which they will be required.

(c) Each High Contracting Party is permitted to retain for experimental purposes exclusively at any one time:

- (1) Not more than two vessels (cruisers or destroyers), but of these two vessels only one may exceed 3,000 tons (3,048 metric tons) standard displacement;
- (2) One submarine.

(d) On retaining a vessel for experimental purposes, the High Contracting Party concerned undertakes not to re-condition it for warlike service.

*Section V. — Vessels retained for Training Purposes.*

(a) The following vessels may be retained, for training purposes exclusively, by the High Contracting Parties concerned:

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(b) Vessels retained for training purposes under the provisions of paragraph (a) shall, within six months of the date on which they are required to be disposed of, be dealt with as follows:

1. *Capital Ships.*

The following is to be carried out:

- (1) Removal of main-armament guns, revolving parts of all barbetstes and turrets; machinery for operating turrets; but three turrets with their armament may be retained in each ship;
- (2) Removal of all ammunition and explosives in excess of the quantity required for target-practice training for the guns remaining on board;
- (3) Removal of conning-tower and the side-armour belt between the foremost and aftermost barbetstes;
- (4) Removal or mutilation of all torpedo-tubes;
- (5) Removal or mutilation on board of all boilers in excess of the number required for a maximum speed of eighteen knots. If the vessel is motor-driven, removal or mutilation on board of all motors in excess of the number required for a maximum speed of 18 knots.

2. *Other Surface Vessels.*

The following is to be carried out:

- (1) Removal of one-half of the guns, but four guns of main calibre may be retained on each vessel;
- (2) Removal of all torpedo-tubes;
- (3) Removal of all aviation facilities and accessories;
- (4) Removal of one-half of the boilers. If the vessel is motor-driven, removal or mutilation on board of all motors in excess of the number required for a maximum speed of 18 knots.

(c) The High Contracting Party concerned undertakes that vessels retained in accordance with the provision of this Section shall not be used for any combatant purpose.

**Corrigendum to Document  
Conf. D.157.**

Geneva, April 28th, 1933.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS

**DRAFT CONVENTION  
SUBMITTED BY THE UNITED KINGDOM DELEGATION  
(Conf. D.157.)**

**Part II. — Section II : Material.**

CHAPTER 2. — NAVAL ARMAMENTS.

The United Kingdom delegation suggest the following minor corrections in Section II, Chapter 2, of the draft Convention and in the Annexes thereto :

Article 26, paragraph (a). — *After* " not to be exceeded ", *insert* " by France and Italy ".

Article 29, paragraph (c). — *After* " Ships ", *insert* " in the categories subject to limitation ".

Annex I (d). — *For* " and with a gun not ", *substitute* " and which do not carry a gun ".<sup>1</sup>

Annex I (cd). — *For* " and with guns not exceeding ", *substitute* " and which do not carry a gun above ".<sup>1</sup>

**Part IV. — Chemical Warfare.**

*Note by the United Kingdom Delegation.*

Owing to an oversight, this part of the draft Convention presented by the United Kingdom delegation was based, not on the text prepared by the Drafting Committee (document Conf. D./Bureau 45), but on the earlier text adopted at the first reading on February 7th, 8th and 9th, 1933. As it will no doubt be desirable that the text to be discussed should be based on the later version, the United Kingdom delegation proposes that Part IV of the draft Convention as printed should be replaced by the following text :

SECTION I. — PROHIBITION OF CHEMICAL, INCENDIARY OR BACTERIAL WARFARE.

*Article 47.*

The following provision is accepted as an established rule of International Law :

The use of chemical, incendiary or bacterial weapons as against any State, whether or not a Party to the present Convention, and in any war, whatever its character, is prohibited.

This provision does not, however, deprive any Party which has been the victim of the illegal use of chemical or incendiary weapons of the right to retaliate, subject to such conditions as may hereafter be agreed.

With a view to the application of this rule to each of these categories of weapons, the High Contracting Parties agree upon the following provisions :

<sup>1</sup> These two amendments do not involve any alteration in the French text.

*Article 48.*

The prohibition of the use of chemical weapons shall apply to the use, by any method whatsoever, for the purpose of injuring an adversary, of any natural or synthetic substance harmful to the human or animal organism, whether solid, liquid or gaseous, such as toxic, asphyxiating, lachrymatory, irritant or vesicant substances.

This prohibition shall not apply :

- (a) To explosives ;
- (b) To the noxious substances arising from the combustion or detonation of explosives provided that such explosives have not been designed or used with the object of producing noxious substances ;
- (c) To smoke or fog used to screen objectives or for other military purpose, provided that such smoke or fog is not liable to produce harmful effects under normal conditions of use.

*Article 49.*

The prohibition of the use of incendiary weapons shall apply to :

- (1) The use of projectiles specifically intended to cause fires.

The prohibition shall not apply to :

- (a) Projectiles specially constructed to give light or to be luminous and generally to pyrotechnics not intended to cause fires, or to projectiles of all kinds capable of producing incendiary effects accidentally ;
- (b) Incendiary projectiles designed specifically for defence against aircraft, provided that they are used exclusively for that purpose.

- (2) The use of appliances designed to attack persons by fire, such as flame-projectors.

*Article 50.*

The prohibition of the use of bacterial arms shall apply to the use for the purpose of injuring an adversary of all methods for the dissemination of pathogenic microbes, or of filter-passing viruses, or of infected substances, whether for the purpose of bringing them into immediate contact with human beings, animals or plants, or for the purpose of affecting any of the latter in any manner—for example, by polluting the atmosphere, water, foodstuffs or any other objects.

SECTION II. — PROHIBITION OF PREPARATIONS FOR CHEMICAL, INCENDIARY AND BACTERIAL WARFARE.

*Article 51.*

All preparations for chemical, incendiary or bacterial warfare shall be prohibited in time of peace as in time of war.

*Article 52.*

In order to enforce the aforesaid general prohibition it shall in particular be prohibited :

- (1) To manufacture, import, export or be in possession of appliances or substances exclusively suited to chemical or incendiary warfare.

The quantities of chemical substances necessary for protective experiments, therapeutic research and laboratory work shall be excepted. The High Contracting Parties shall inform the Permanent Disarmament Commission of the quantities of the said substances necessary for their protective experiments.

The manufacture of and trade in these substances may not be undertaken without Government authorisation.

- (2) To manufacture, import, export or be in possession of appliances or substances suitable for both peaceful and military purposes with intent to use them in violation of the prohibition contained in Article 48.

- (3) To instruct or train armed forces in the use of chemical, incendiary or bacterial weapons and means of warfare, or to permit any instruction or training for such purposes within their jurisdiction.

*Article 53.*

The provisions of Articles 51 and 52 shall not restrict the freedom of the High Contracting Parties in regard to material and installations intended exclusively to ensure individual or collective protection against the effects of chemical, incendiary or bacterial weapons, or to training with a view to individual or collective protection against the effects of the said weapons.

*Article 54.*

The High Contracting Parties shall inform the Permanent Disarmament Commission of the lachrymatory substances intended to be used by their authorities for police operations as well as of the number of the various appliances by means of which they are to be utilised.

SECTION III. — SUPERVISION OF THE OBSERVANCE OF THE PROHIBITION OF PREPARATIONS FOR CHEMICAL, INCENDIARY OR BACTERIAL WARFARE.

*Article 55.*

The Permanent Disarmament Commission shall examine the complaints put forward by any Party which may allege that the prohibition to prepare for chemical, incendiary or bacterial warfare has been violated.

SECTION IV. — ESTABLISHMENT OF THE FACT OF THE USE OF CHEMICAL, INCENDIARY OR BACTERIAL WEAPONS.

*Article 56.*

Any Party claiming that chemical, incendiary or bacterial weapons have been used against it shall notify the Permanent Disarmament Commission.

It shall, at the same time, notify the authority designated for the purpose by the Permanent Disarmament Commission or, failing such authority, the Doyen of the Diplomatic Corps accredited to it, with a view to the immediate constitution of a commission of investigation.

If the above-mentioned authority has received the necessary powers, it shall itself act as a Commission of Investigation.

*Article 57.*

The Commission of Investigation shall proceed with all possible speed to the enquiries necessary to determine whether chemical, incendiary or bacterial weapons have been used.

It shall report to the Permanent Disarmament Commission.

*Article 58.*

The Permanent Disarmament Commission shall invite the Party against which the complaint has been made to furnish explanations.

It may send commissioners to the territory under the control of that Party for the purpose of proceeding to an enquiry, to determine whether chemical, incendiary or bacterial arms have been used.

*Article 59.*

The Permanent Commission may also carry out any other enquiry with the same object.

*Article 60.*

The Parties involved in the above-mentioned operations, and, in general, all the Parties to the present Convention, shall take the necessary measures to facilitate these operations, particularly as regards the rapid transport of persons and correspondence.

*Article 61.*

According to the result of the above-mentioned operations, the Permanent Commission, acting with all possible speed, shall establish whether chemical, incendiary or bacterial weapons have been used.

*Article 62.*

The details of the application of the provisions of this chapter shall be fixed by regulations to be issued by the Permanent Disarmament Commission.

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## EXPLANATORY NOTE.

At the Council's meeting on November 28th, 1932, the Spanish representative, M. de Madariaga, proposed that the Secretary-General should be entrusted with the task "of drawing the attention of the Disarmament Conference to the results obtained in connection with the supervision of the manufacture of and traffic in opium, in so far as the information on this subject might be material for the supervision of the manufacture of and trade in arms".

The Secretary-General assured the Council that the question would be examined by the Secretariat, which would consider what material could usefully be put before the Conference.

The Secretary-General has undertaken this study, of which the present memorandum is the outcome.

This memorandum does not claim to deal exhaustively with the subject, which is a vast and complicated one.<sup>1</sup> It represents simply an attempt to bring out the points which appear essential.

If the Conference, after considering the general aspects of the problem as outlined in the present document, should express the wish to obtain explanations or further particulars on any special point relating to the question, the Secretariat will undertake any new studies which may be asked for.

The Secretary-General wishes to point out that some caution should be exercised in seeking analogies between the question of the traffic in narcotic drugs and that of the manufacture of and trade in arms. The study he has made has shown him that a comparison between the two regimes reveals, in addition to points of similarity, certain differences which will have to be taken into account.

## INTRODUCTION.

The question of the regulation of the trade in and manufacture of arms offers some analogy with that of the regulation of the trade in and manufacture of narcotic drugs, which has been dealt with in several Conventions, dated January 23rd, 1912, February 19th, 1925, and July 13th, 1931, respectively.<sup>2</sup>

Before examining the possible adaptation of certain rules concerning narcotics to armaments, it may be well to indicate the position of the two problems.

1. As regards narcotics, the aim pursued by regulation is always the same—namely, to prohibit substances not required for medical or scientific purposes and which would only serve to foster drug addiction, and, above all, to prevent certain substances capable of being used both for medical or scientific purposes and for addiction from being employed for the latter purpose.

As regards the trade in and manufacture of arms, the aim in view may be more or less wide. The more modest aim would be to prevent arms being sent to persons other than Governments or persons authorised by Governments. Another purpose would be to make known the movement of manufactures and exports of arms, in order to achieve a certain degree of publicity desirable from various points of view. A last aim would be to ensure observance of the prohibition of certain arms and of the quantitative limitation of other arms, which presupposes that a Disarmament Convention will have laid down certain quantitative and qualitative prohibitions. The regime applicable to narcotic drugs covers indeed these three kinds of purposes, but it is only if the regulation of the trade in arms is intended to fulfil the last-mentioned purpose that a close analogy can be established with the highly developed system for the regulation of narcotics introduced by the 1931 Convention.

2. Nevertheless, the two questions present certain differences of a material and political nature. As regards narcotics, technical supervision is, from a certain point of view, more difficult, for it relates to substances of great value and small bulk. On the other hand, the economic importance of the narcotics industry is much smaller than that of the armaments industry, the supervision of which would affect numerous and large undertakings.

The manufacture of narcotics is generally private, while the manufacture of arms is at the same time private manufacture and State manufacture. This difference modifies the aspects of the different questions.

The narcotics manufacturing industry only affects secondary interests of States and these interests are mainly of an economic character. In the case of armaments, apart from the fact that considerable economic interests are at stake, still more considerable political interests are involved.

Subject to these reservations, it would seem that the methods for the regulation of the trade in and manufacture of narcotics are, from the technical point of view, capable to some extent of being adapted to the regulation of the arms traffic.<sup>3</sup>

<sup>1</sup> Although the narcotics subject to control comprise several categories of substances, it was found that comparison with armaments, to be of any value, should be confined to manufactured narcotics. The question of raw opium, coca leaves and Indian hemp and the question of prepared opium were therefore left on one side.

<sup>2</sup> This latter Convention will come into force on July 9th, 1933.

<sup>3</sup> *Remark.* — This memorandum, which is chiefly devoted to the study of the regime of narcotics and of the possibilities of adapting this regime to armaments, does not mention the preparatory work already done in regard to the trade in and manufacture of arms. See, in this connection, the Convention on the Trade in Arms, 1925, draft Convention on Manufacture of 1929, work in progress of the Committee on the Trade in and Manufacture of Arms.



## CHAPTER I. — THE NOTION OF ILLICIT TRAFFIC.

1. At the root of all regulation of *narcotics* we find the fundamental distinction between licit traffic and illicit traffic. Generally speaking, the term traffic applies to manufacture as well as to trade proper (sale), the latter including distribution, import and export.

In the case of armaments, it is not usual to speak of traffic to describe both trade and manufacture. In this document, however, we shall use the word traffic in the widest sense (trade and manufacture).

The licit traffic in narcotics, according to Article 9 of the 1912 Convention, Article 5 of the 1925 Convention and the Preamble and Article 4 of the 1931 Convention, aims at satisfying the world's legitimate requirements of manufactured narcotics—*i.e.*, to provide it with narcotics in quantities and qualities corresponding solely to medical and scientific requirements.

Any other traffic is illicit traffic.

2. In the case of armaments, the situation is somewhat different.

A striking analogy would exist with regard to substances capable of being used both for peaceful purposes and for the conduct of chemical warfare, but the Special Committee on Chemical, Incendiary and Bacterial Arms has declared that any regulation of the chemical industry for the purpose of preventing substances capable of a twofold use being produced with a view to war would be impracticable.<sup>1</sup>

As regards other arms, the notion of illicit traffic can only have a meaning in the following cases :

(1) If weapons of war are only allowed to be delivered to Governments. Illicit traffic is then that which is intended for private persons.

(2) If certain arms are absolutely prohibited, or if the quantities of certain arms which may be possessed by Governments are limited. Illicit traffic would be that dealing with prohibited weapons or weapons in excess of the quantities allowed.

(3) If, without proceeding to qualitative or quantitative disarmament, it was desired to render the traffic in arms public, because this publicity was held to present certain advantages, even if it was not supplemented by any other measure. In such a case, clandestine traffic would be illicit traffic.

## CHAPTER II. — PUBLICITY OF TRAFFIC.

In the case of narcotics, publicity has never been regarded as a measure sufficient in itself. The starting-point was the notion of illicit traffic—*i.e.*, of traffic aimed at the satisfaction of the drug habit, which it was desired to prevent—and the Convention of January 23rd, 1912, which is the first on this subject, laid down measures other than mere measures of publicity.

Nevertheless, any regulation of the trade in and manufacture of narcotics must be based on measures of publicity, which as such may be mentioned separately.

Measures of publicity proper consist of declarations :

(1) Declarations made in each country to the State authorities ; declaration of establishments in which products are manufactured ; declaration of persons who take part in the traffic in products ; declaration of the nature and quantities of narcotics manufactured, sold, exported and imported ;

(2) Declarations made by the Governments to an international body.<sup>2</sup>

### *Section I. — Declarations made to the State Authorities.*

These declarations refer to : (1) the establishments in which manufacture is carried on ; (2) the persons engaged in the traffic ; (3) the nature and quantities of narcotics with which the traffic deals.

1. *Registration of Establishments.* — The 1912 Convention provides that States will have to " obtain information respecting the establishments and premises in which (these) drugs are manufactured and to keep a register of them " (Article 10a).

<sup>1</sup> See report of December 13th, 1932, document Conf.D.152.

<sup>2</sup> A remark of a general character must here be made. It would be misleading to deduce from the use of certain general terms which are found in the Conventions—such as " census ", " authorisations ", " permits ", " licences "—that a definite and precise legal system exists. For example, the term " permits " might imply that the freedom of the industry in question had, generally speaking, been abolished ; the term " licences " would imply a sort of privilege granted and withdrawn at discretion. Such deductions would not completely answer to the reality. Each provision must be interpreted in itself and in relation with the other provisions contained in the Convention, without setting out from the idea that the choice of a general term explains everything.

2. *Declaration of Persons who in Any Way engage in the Traffic.* — The 1912 Convention provides that States shall require “that all persons engaged in the manufacture, import, sale, distribution or export . . . shall make to the competent authorities an official declaration” (Article 10b).

3. *Declaration of Quantities.* — The 1912 Convention provides that such persons “shall enter in their books the quantities manufactured, imports, sales and all other distribution and exports . . .” (Article 10c).

The 1925 Convention reproduces the previous clause in the same terms, but lays a formal obligation on States “to require that such persons shall enter in their books the quantities manufactured, imports, exports, sales and all other distribution of the said substances” (Article 6c).

The 1931 Convention maintains the same obligation and extends it. Article 17 states that “each High Contracting Party shall require each manufacturer within his territories to submit quarterly reports”. These reports must state: (a) for each drug the quantities received and the quantities manufactured in the factory; (b) the quantities utilised; (c) the quantities remaining in stock.

#### *Section II. — Declarations made by States to International Bodies.*

The international bodies to which States must send their declarations are: (1) the Secretariat of the League of Nations; (2) the Permanent Central Board (Chapter VI of the 1925 Convention); (3) the Supervisory Body provided for in Article 5, paragraph 6, of the 1931 Convention.

The declarations of the States are intended to make known: (1) authorisations to manufacture narcotics; (2) requirements in narcotics; (3) the quantities of narcotics manufactured, imported, exported, consumed, confiscated and in stock.

(1) *Declaration of Authorisations to manufacture.* — See page 9.

(2) *Declaration of Requirements.* — According to Article 2, paragraph 1, of the 1931 Convention, the contracting parties are obliged to furnish estimates of their requirements in narcotics annually to the Permanent Central Board. The Permanent Central Board has to transmit these estimates to the Supervisory Body, which examines them and can ask the Governments which have supplied them for further information; the Supervisory Body further has the right, with the consent of the Government concerned, to amend any estimate in accordance with the information so obtained (Article 5, paragraph 6).

The estimates must be based solely on the medical and scientific requirements of the State which furnishes them article 4, paragraph 1, and refer to the quantities intended for domestic consumption, conversion and the constitution and maintenance of stocks (reserve stocks and Government stocks) (Article 5, paragraph 2). In this way, the maximum volume of licit imports and exports of all States is determined.

If a Contracting Party, or a country or territory to which the 1931 Convention does not apply, fails to furnish an estimate of its requirements, the Supervisory Body can itself make this estimate (Article 2, paragraphs 2 and 3).

(3) *Declaration of the Quantities manufactured, converted, imported, exported, consumed, confiscated and in stock.* — In Article 22, paragraph 1, the 1925 Convention lays down that, every year, in the first three or five months of the year, Governments must send the Permanent Central Board “as complete and accurate statistics as possible relative to the previous year” concerning manufacture, stocks, consumption, etc.

#### *Possibility of adapting this System to the Traffic in Arms.*

Leaving on one side all political considerations, and viewing the problem from the purely technical standpoint, it would appear that all the measures of publicity mentioned above could, in general, be applied to the traffic in arms.

1. In the first place, within the different States, it is possible to require, as regards the traffic in arms, a declaration of the establishments in which they are manufactured, and of the persons participating in any capacity in the traffic, and a declaration of the products (quality and quantity) manufactured, sold, exported and imported.

Actually, the number of undertakings and the weight and volume of products would be much greater than in the case of narcotics. Moreover, the raw material factor, which plays a considerable part in the case of certain narcotics, might here be ignored. The raw materials in this case are basic metallurgical and chemical products regarding which it seems neither possible nor desirable to require detailed information.

2. In the second place, the declarations of States which might be sent to the Permanent Disarmament Commission would correspond to the declarations sent to the Secretariat of the League of Nations, to the Permanent Central Board and to the Supervisory Body.

These declarations would make known for all requisite purposes the general movement of the production of and trade in arms. If the Governments adopted as regards armaments

a convention of the same kind as that of 1931 concerning narcotics, it would be much easier to obtain complete and reliable results in the sphere of armaments than in that of narcotics, which by their nature lend themselves much more readily to clandestine traffic.

CHAPTER III. — RESTRICTIONS ON THE FREEDOM OF TRAFFIC.

Section I. — Outline of the Regulations as a Whole.

Dealings in narcotic drugs are subjected to a system of strict regulation affecting the whole industry. The main provisions of these regulations may be summarised under the following three heads :

1. Anyone engaging in the industry requires a licence. Under Article 6 of the 1925 Convention it is stipulated that : (1) only "establishments and premises" in possession of an authorisation are permitted to manufacture narcotic drugs (paragraph a); (2) only such persons as have obtained a licence or permit shall be allowed "to engage in manufacture, import, sale, distribution or export" (paragraph b). Similarly, an authorisation is required for purchases within the country. See Article 11 of the 1912 Convention<sup>1</sup> and Article 7 of the 1925 Convention.<sup>2</sup> See also Article 13 of the 1931 Convention.

In all these cases, the authorisations granted are general and do not apply to any particular transaction. This system of authorisations issued to individuals, which is the basis of the system of control and which is intended to ensure the observance of the regulations as a whole, raises delicate questions which will be examined separately.

2. In the case of international dealings an *authorisation is required for each transaction.*

This is stipulated in Article 12 of the 1925 Convention in respect of imports.<sup>3</sup> A similar stipulation is made in Article 13 of the same Convention in regard to exports.<sup>4</sup> A similar stipulation is made in Article 15 of the same Convention in respect of transit.<sup>5</sup> The 1931 Convention maintains this system in its entirety (Article 13).

Article 2 of the 1912 Convention provides for a further restriction upon the freedom of international dealings in raw opium, as it limits the number of localities in which export or import is permitted.<sup>6</sup>

3. *Limitation of Manufacture.* — The 1931 Convention is the first Convention which directly limits manufacture. It appeared that this radical measure was the only means of achieving completely satisfactory results.

<sup>1</sup> 1912 Convention, Article 11. — "The Contracting Powers shall take measures to prohibit, as regards their internal trade, the delivery of morphine, cocaine, and their respective salts to any unauthorised persons, unless regulations on the subject are already in existence."

<sup>2</sup> 1925 Convention, Article 7. — "The Contracting Parties shall take measures to prohibit, as regards their internal trade, the delivery to or possession by any unauthorised persons of the substances to which this Chapter applies."

(See also Article 13 of the 1931 Convention.)

<sup>3</sup> Article 12 is as follows :

"Each Contracting Party shall require a separate import authorisation to be obtained for each importation of any of the substances to which the present Convention applies. Such authorisation shall state the quantity to be imported, the name and address of the importer and the name and address of the exporter.

"The import authorisation shall specify the period within which the importation must be effected and may allow the importation in more than one consignment."

<sup>4</sup> Article 13 is as follows :

"1. Each Contracting Party shall require a separate export authorisation to be obtained for each exportation of any of the substances to which the present Convention applies. Such authorisation shall state the quantity to be exported, the name and address of the exporter and the name and address of the importer.

"2. The Contracting Party, before issuing such export authorisation, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person or establishment applying for the export authorisation.

"Each Contracting Party agrees to adopt, so far as possible, the form of import certificate annexed to the present Convention.

"3. The export authorisation shall specify the period within which the exportation must be effected, and shall state the number and date of the import certificate and the authority by whom it has been issued."

<sup>5</sup> Article 15 is as follows :

"1. No consignment of any of the substances covered by the present Convention which is exported from one country to another country shall be permitted to pass through a third country . . . unless the copy of the export authorisation . . . which accompanies the consignment is produced to the competent authorities of that country."

<sup>6</sup> Article 2 is as follows :

"Due regard being had to the differences in their commercial conditions, the Contracting Powers shall limit the number of towns, ports, or other localities through which the export or import of raw opium shall be permitted."

The limits in respect of each country and each separate year are fixed mainly in the light of : (1) the internal consumption of the manufacturing country with a view to meeting its medical or scientific requirements ; (2) its export trade with a view to meeting the legitimate requirements of other countries ; (3) the stocks to be maintained.

How is the quantity to be manufactured determined ?

(a) It is fixed by a special body, known as the Supervisory Body, consisting of 4 members (Article 5, paragraph 6).

(b) Not later than November 1st in each year this body addresses a " statement containing the estimates for each country or territory " (Article 5, paragraph 7) of the quantities required for its home consumption for medical and scientific purposes and also for other purposes specified in the same article.

The sum total of these estimates indicates the total legitimate consumption of the world and lays down the limits for legitimate manufacture.

(c) On what basis does the Supervisory Body determine this amount ? This is done in the light of estimates supplied by the Governments, and when such estimates are not supplied by the Governments they are prepared by the Supervisory Body itself.

As regards quantities manufactured for export, these are not fixed in advance in respect of each manufacturing country. They are, nevertheless, limited by the orders placed by other countries for the purposes of their legitimate consumption. At the end of each year, there is a general stocktaking. If it is discovered that there is a balance in excess of the quantity the manufacture of which is authorised under Article 6, paragraph 1, the surplus is deducted from the quantity to be manufactured the following year (Article 6, paragraph 2).

As regards the means used to ensure the allocation of manufactures within each country, the Convention lays down no rules ; it merely requires compliance with limitation. For this latter purpose the Convention, as will be described further on (Chapter IV. — Control) prescribes the setting up of a special administrative authority and the introduction of a strict system of regulations.

In point of fact, two circumstances facilitate the successful practical limitation of the manufacture of narcotic drugs within each country. These are the " cartellisation " of the industry and the specialisation of the individual undertakings.

## Section II. — Status of Manufacturers.

The provisions governing the status of manufacturers is one of the essential parts of the system for the regulation of narcotic drugs. Only authorised persons are permitted to engage in manufacture and licences are only issued to persons of good repute. Should it transpire that persons to whom licences were previously issued do not afford reasonable guarantees of integrity, the licence may be withdrawn. This presupposes special legal provisions in respect of manufacture.

It was thought that a system of licences in respect of manufacture was the best method. The Advisory Committee on Traffic in Opium and Other Dangerous Drugs adopted a model Administrative Code at its eleventh session in April 1928.<sup>1</sup>

When drafting this Code, the Commission selected from the regulations applied by certain States where a full system of control is in operation those provisions which, in its opinion, were of real value and whose worth had already been proved by experience. This Code provides for a licence system. Let us now examine how it works in practice.

1. *Issue of Licence.* — The Code states that the issue of the " licence is an essential part of the supervisory organisation ".

The Code requires that the licence should only be issued after a thoroughgoing enquiry with a view to ascertaining that the applicant is of good repute.

2. *Specification of the Products in respect of which a Licence is granted.* — The manufacturer may be authorised under his licence to manufacture " all products coming under the Convention or . . . certain of these drugs only ".

3. *Period of Validity of the Licence.* — As regards the period of validity of the licence, the Code provides that " the licence shall be valid for one calendar year and shall be renewable from year to year at the request of the licensee, so long as the conditions under which it was issued remain unchanged ".

4. *Withdrawal of the Licence.* — " The licence may be withdrawn if, in the opinion of the authorities, the licensee no longer fulfils the conditions under which the licence was granted, if he can reasonably be proved to be engaging in illicit trade or if he has been sentenced for infringing the law. The duration of this withdrawal shall be determined by the authorities. "

5. *Lapsing of Licences.* — " The licences shall lapse on the death of the licensee or in the case of the transfer or liquidation of the business. In the event of the licensee transferring or liquidating his business, he must immediately inform the authorities of the fact ".

<sup>1</sup> Its official title is " Model Administrative Code to the International Opium Convention signed in Geneva, February 19th, 1925 " (document C.774.M.365.1932.IX).

In order to enable Governments to take action at any time to prevent manufacturers from producing in the course of a given year a total amount in excess of the maximum authorised under the Convention, a new Model Code concerning the application of the 1931 Convention "suggests that licences issued by the Governments to the manufacturers should contain a condition requiring them to reduce or to cease manufacture on notification by the Government".

*Possibility of adapting this System to the Traffic in Arms.*

1. The adaptation of the entire system to the traffic in arms depends upon the end in view.

If the intention is merely to publish details of the trade in arms without placing any other restrictions upon its liberty, the mere issue of permits to manufacturing establishments and the issue of licences to persons engaged in such trade may perhaps suffice as a means of ensuring publicity. On the other hand, regulations requiring a licence for every import or export transaction would be scarcely comprehensible, unless the trade itself ceases to enjoy full liberty under international law.

2. But even on the assumption that trade in arms was not to remain entirely free, the system of licences in respect of the manufacture of narcotic drugs introduced by the Model Code of 1928 should perhaps not be reproduced as it stands. The traffic in arms, indeed, does not possess certain features peculiar to the drugs industry.

(a) As manufacturers of drugs are in a position to engage in illicit traffic which, in certain circumstances, might elude all forms of supervision, consideration of the personal character of the holders of licences is of capital importance. They should be refused to all persons unable to afford absolutely unimpeachable guarantees of good character, even if no clear evidence were forthcoming that such persons have committed any serious offence constituting a stain upon their character.

As regards the manufacture of armaments, the character of the industry is such that the danger of manufacturers' engaging in illicit traffic is much less serious. Such traffic would presumably only be possible with the connivance of the State on the territory of which manufacture was taking place. The personal character of the manufacturer is therefore less important.

Nevertheless, in the case of narcotic drugs, the existence of licences which must be communicated to an international supervisory body appears to be a valuable means of control in several ways. When devising a system for the regulation of the manufacture of and trade in armaments, due weight should be given to the experience thus acquired.

(b) It may be asked whether from another standpoint direct limitation of the production of armaments would not require a more thoroughgoing system of regulation on the part of the States responsible for its application. The specialisation and "cartellisation"<sup>1</sup> peculiar to the drugs industry and which greatly facilitates the limitation of manufacture does not exist in the armaments industry to the same extent. Can limitation of the manufacture of armaments be achieved in practice without the introduction of a quota system limiting the production of each undertaking? The matter is doubtful. If, however, it were desired to introduce such a system, mention of the quotas would have to be made on the licences.

#### CHAPTER IV. — CONTROL.

There are two quite distinct categories of control measures. On the one hand, there is the internal control which each country exercises in its own territory and is obliged to institute under the Conventions (national control).

On the other hand, there is the control which is designed to ensure that the countries meet their obligations (international control). International control is exercised by the organs of the League (Assembly, Council, Advisory Committee, and Secretariat) under Article 23(c) of the Covenant, and also by the special organisations set up by the 1925 and 1931 Conventions (Permanent Central Board and Supervisory Body) (see page 4).

##### *Section I. — General Outline of the Machinery of National and International Control provided in the 1931 Convention.*

The 1931 Convention for the first time laid down the principle of *integral control* applying to the whole of the traffic in narcotic drugs. It is, indeed, the whole movement of manufacture, transformation, national and international trade, consumption, stocks, and seizures, that calls for control.

How, when, and by whom is this control exercised?

1. The whole traffic of any given year will in future be controlled by different organisations in three stages extending over three years.

<sup>1</sup> The result of specialisation is that certain products are only manufactured by certain undertakings and in some cases only by a single firm. Cartellisation makes it possible to allot a total manufacturing quota to the cartel as a whole, which is subsequently responsible for reallocation to its various members.

*First Stage: Provision for Requirements of the Coming Year.*

The Supervisory Body provides the basis of all control (national and international) by drawing up a statement, before November 1st in each year, containing estimates of the requirements of each country and territory, stating the licit quantum of world consumption and manufacture for the coming year (see above, pages 4 and 6).

*Second Stage: Control of the Programme in Course of Execution.*

(a) *National Control of Manufacture.* — The Governments of the Contracting Parties, which, if they have not already done so, are to establish a special administration for the purpose (Article 15), will exercise, under Article 16, "a strict supervision" over every manufacturer of narcotic drugs in their territories. This supervision will relate to: (a) the amounts of raw materials or drugs in the possession of the manufacturer for the purpose of manufacture or otherwise; (b) the quantities of drugs produced; and (c) their disposal on delivery from the factory.<sup>1</sup>

By the exercise of this strict supervision, the Governments of the manufacturing countries are required to ensure that the quantities of drugs manufactured in their territories do not exceed the maximum fixed by Article 6 and other clauses of the Convention.

(b) *National Control of Imports and Exports.* — The Governments of the Contracting Parties (acting through the "Special Administration" referred to above) will control their international trade in drugs, in accordance with the provisions of Article 13 of the 1931 Convention (which refers to Articles 12, 13, and 15 of the 1925 Convention), by means of import and export certificates. Under the terms of the articles quoted from the 1925 and 1931 Conventions, the Contracting Parties are required: (1) to insist that a separate import authorisation by the authorities of the importing countries be obtained by the importer for each import, with indications of the quality and quantity of the drugs imported and the names and addresses of the importer and exporter; (2) to require that a separate export authorisation by the authorities of the exporting country, with similar indications, be obtained by the exporter for each export on presentation of the import authorisation.

The Government of any given country cannot issue import certificates for quantities exceeding those fixed for such country in the statement drawn up by the Supervisory Body (Article 12, paragraph 2, of the 1931 Convention).

The operation of the system of import and export certificates is supervised by the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs.

(c) *International Control of Imports and Exports.* — The Permanent Central Board (see page 4), to which the Contracting Parties are obliged, under Article 13 of the 1931 Convention, to forward "within four weeks after the end of each period of three months . . . statistics of their imports from and exports to each country . . . during the preceding three months" (Article 22, paragraph 2, of the 1925 Convention), "continuously" watches "the course of the international trade".

"If the information at its disposal leads the Board to conclude that excessive quantities of any substance"—i.e., quantities exceeding those fixed for it in the statement drawn up by the Supervisory Body—"are accumulating in any country", it will ask, through the Secretary-General of the League, for explanations from the country in question. If no satisfactory explanation is given, the Central Board will call the attention of the other Contracting Parties and of the Council of the League of Nations to the matter, and the procedure for which paragraphs 2 to 7 of Article 24 of the 1925 Convention provide will be applicable (Article 14, paragraph 3, of the 1931 Convention).

(d) *National Control of National Trade.* — The Governments of the Contracting Parties (through the "Special Administration") will control, in accordance with the provisions of Article 13 of the 1931 Convention, "all persons . . . selling" or "distributing" drugs (Article 6 of the 1925 Convention).

*Third Stage: Retrospective Control for the Past Year.*

This is a case of *international control* relating to the whole of the trade of the previous year.

The Permanent Central Opium Board, which will receive each year the statistics relating to the whole of the trade of the previous year,<sup>2</sup> will prepare a statement indicating for the preceding year, in the case of each country or territory, the quantity of each drug consumed,

<sup>1</sup> The "Model Administrative Code for the application of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs of July 13th, 1931," contains detailed recommendations with regard to the practical fulfilment of the obligations assumed by the Contracting Parties under Article 16 (see document C.774.M.365.1932.XI, pages 7 and 8).

<sup>2</sup> See above, Section II, "Declarations made by the States to International Bodies", page 4.

manufactured, transformed, imported, or exported, and in a parallel column the estimates previously drawn up. Article 14 of the 1931 Convention says: "If such statement indicates that any High Contracting Party has or may have failed to carry out his obligations under this Convention, the Board shall have the right to ask for explanations through the Secretary-General of the League of Nations from that High Contracting Party", and the procedure for which paragraphs 2 to 7 of Article 24 of the 1925 Convention provide will be applicable.

*Section II. — Different Measures of Control.*

The control measures indicated above are supplemented by the following provisions:

1. Each High Contracting Party is required, under Article 20 of the 1931 Convention, to notify the Secretary-General of every authorisation to manufacture drugs which it may issue in its territory (see page 4).

2. Article 21 of the 1931 Convention imposes an obligation on the Contracting Parties to communicate to one another, through the Secretary-General of the League, the laws and regulations promulgated in order to give effect to the Convention.

3. The same article imposes on them the obligation to forward to the Secretary-General an annual report on the working of the Convention.

4. Article 23 of the 1931 Convention imposes on them an obligation to communicate to each other, through the Secretary-General of the League of Nations, detailed particulars of each case of illicit traffic.

5. Article 28 of the 1925 Convention provides that breaches of the laws or regulations by which the provisions of the Convention are enforced are to be punishable by adequate penalties.

*Possibility of adapting this System to the Traffic in Arms.*

1. *Internal Control by States.* — Control of this kind must be contemplated in the case of the traffic in arms; but it is of less importance than in the case of the traffic in drugs, since the possibilities of secret manufacturing and trading are less.

Subject to this reservation, it would seem that recourse might be had to the measures indicated in connection with the traffic in drugs.

2. *International Control over States.* — International control for the purpose of preventing breaches of the regulations committed with the active or passive complicity of the Governments is—unlike internal control—even more important in the case of the traffic in arms than in the case of the traffic in drugs.

An International Supervisory Body is indispensable. But the solution appears to be ready to hand. The proposed Permanent Disarmament Commission would presumably be the Supervisory Body in the case of the manufacture of and trade in arms, should provisions for the establishment of such a body be included in the Disarmament Convention. It will be remembered that, when the organisation of the Disarmament Commission was being evolved, the precedent of the Permanent Central Opium Board was not ignored.

If the Convention for the Reduction and Limitation of Armaments includes a quantitative limitation of all or part of such arms as are not to be prohibited, and if it is desired to have recourse to regulation of the manufacture of and trade in arms as a direct means of ensuring the observance of such limitation, it would seem that the general system of control set up by the 1931 Convention in the case of drugs might well serve as a guide.

The system, the main lines of which have thus been adumbrated, involves three essential stages in the matter of international control—namely:

(1) Estimate of licit requirements, so as to determine the world quantum of licit manufacture for the coming year;

(2) Supervision of the programme of licit manufacture and trade in course of execution;

(3) Retrospective control of manufacture and trade during the past year and measures to be taken in the event of any breaches of the regulations found to have occurred.

**GENERAL CONCLUSIONS.**

1. All measures of publicity (see Chapter II), the object of which is to make known the whole movement of the manufacture of and trade in arms, might well (it would seem) be reproduced from the Conventions relating to drugs.

Such measures would relate to:

(1) Factories;

(2) Persons engaging in the trade;

(3) Nature and quantity of products manufactured, imported, exported, etc.

2. The adaptation to the traffic in arms of measures (other than measures of publicity) for the regulation of the traffic in drugs would appear to depend on the object with which an international regime for the traffic in arms is to be established.

But, in any case, it would seem, regard being had to the different conditions of the two trades, that the regulations in the case of manufacturers of drugs—*i.e.*, the licence system—could not be reproduced unaltered.

3. The question of the supervisory body to control the traffic in arms would appear to have a solution ready to hand in the proposed Permanent Disarmament Commission.

Further, in the matter of control, since international control is relatively more important as compared with internal control, in the case of the traffic in arms than in the case of the traffic in drugs, there would seem no reason why—technically speaking and apart from political considerations—the extremely complete and rigorous control that has been set up in the matter of drugs should not be reproduced in connection with the manufacture of and trade in arms, subject to such adjustments of detail as may be necessary.

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Geneva, June 3rd, 1933.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

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62

COMMITTEE FOR THE REGULATION  
OF THE TRADE IN AND THE PRIVATE  
AND STATE MANUFACTURE OF ARMS  
AND IMPLEMENTS OF WAR

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**PROGRESS REPORT**

TO THE GENERAL COMMISSION

*Rapporteur*: M. T. KOMARNICKI (Poland)

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Series of League of Nations Publications

IX. DISARMAMENT ✓

1933. IX. 7.

## PROGRESS REPORT OF THE COMMITTEE FOR THE REGULATION OF THE TRADE IN AND THE PRIVATE AND STATE MANUFACTURE OF ARMS AND IMPLEMENTS OF WAR

*Rapporteur*: M. T. KOMARNICKI (Poland).

1. Under the resolution of July 23rd, 1932, it is the duty of the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War to submit proposals to the Conference in regard to the regulations to be applied to the trade in and private and State manufacture of arms and implements of war. It submitted a progress report (document Conf.D.145) to the Bureau of the Conference on November 12th, 1932, and, on November 26th, 1932, the Bureau passed a resolution on the trade in and manufacture of arms (document Conf. D.149) by which the Committee's subsequent work has been guided.

2. The Committee received from the Danish, French, Polish and Spanish delegations a proposal for the abolition of the private manufacture of arms, and from the Turkish delegation a proposal for the internationalisation of all arms manufacture. The Persian delegation would be prepared to agree to the abolition of private manufacture only provided State manufacture were internationalised.

With the assistance of a legal opinion, the Committee had satisfied itself that it was not precluded by its terms of reference from investigating these two questions; but, feeling that it could not come to an agreement upon them, it decided at the meeting on February 22nd, 1933, by a majority vote,<sup>1</sup> not to discuss the substance of these two problems, but to refer them to the General Commission (Annex 1).

3. In order to secure certain information regarding the manufacture of arms, the Committee drew up a questionnaire which was laid before the President of the Conference and addressed by him to all the States invited to the Conference by a circular letter (document Conf.D./C.L.5) dated October 28th, 1932. Forty replies have been received. They appear, together with a summary of them, in Annexes 2 and 3.

4. The Committee set up three Sub-Committees—one on the manufacture of arms, one on the trade in arms (both presided over by M. KOMARNICKI (Poland)), and a Technical Committee on the categories of arms subject to the regulation of the manufacture of and trade in arms. This Technical Committee, whose Chairman was General BENITEZ (Spain), secured the valuable assistance of M. MAGNETTE (Belgium), Rapporteur on the Arms Section of the draft Tariff Nomenclature prepared by the Sub-Committee of Experts for the Unification of Tariff Nomenclature of the Economic Committee of the League of Nations.

5. It should be noted that the report of the Sub-Committee on the Manufacture of Arms (Annex 4) is of a purely preliminary nature, because it was drawn up before the Committee had received the replies to the questions put to the General Commission (see paragraph 2 above), before the United Kingdom delegation had tabled its draft Convention, and before the Technical Committee on Categories had established its report. Moreover, the report on the manufacture of arms was drawn up before the German delegation joined the Committee. The reports on the categories of arms and the trade in arms (Annexes 5 and 6) were drawn up without waiting for the General Commission's decision, but, as those two questions are closely linked with that of the manufacture of arms, the two reports have not yet been studied by the Committee.

The Committee has also not studied the memorandum on the "Analogies between the Problem of the Traffic in Narcotic Drugs and that of the Trade in and Manufacture of Arms" (document Conf.D.159) or the French proposal of May 27th, 1933, regarding the trade in and manufacture of arms (Annex 7).<sup>2</sup>

6. The Committee had called the attention of the General Commission on March 6th, 1933, to the question of the suspension of the provisions of the Convention in war-time and that of derogations (Annex 8).

It will rest with the General Commission to pronounce in the last resort on the questions raised by that document, and to decide whether they are to be dealt with in the future Convention.

7. The Committee would ask the Commission to decide in principle on certain questions on which the Committee has not been able to arrive at an agreement:

- (1) Ought the private manufacture of arms to be abolished?
- (2) Ought the manufacture of arms to be internationalised?

<sup>1</sup> Belgium, the United Kingdom, Germany, Italy, Japan, Spain, the United States of America.

<sup>2</sup> This is not the same proposal as that submitted by the French delegation to the General Commission (document Conf.D./C.G.122).

The reasons for these two drafts are set out in the covering letter to document Conf.D./C.G.122.

(i) The United Kingdom, German, Italian, Japanese, Persian and United States delegations, in addition to the above questions, wish to draw the attention of the General Commission to certain matters which are outside its competence. It seems to them that decisions on these matters are necessary before a solution can be reached on the principal difficulties encountered by the Committee.

The following are the principal points referred to:

1. *Publicity of War Material.* — In the absence of a decision on the general question of publicity, the Committee has been unable to pronounce on the degree of publicity to be extended to the manufacture of and trade in war material.

2. *Supervision.* — In the absence of a decision regarding the system of supervision to be laid down in the Convention, the Committee has found difficulty in pronouncing finally on the application of this system to the manufacture of and trade in arms.

3. *Quantitative Limitation of War Material.* — The Committee observes that the French delegation's proposals of May 27th are closely connected with this question.

4. *Civil Aviation.* — In the absence of a decision on the system of control to be applied to civil aviation, the Committee has been unable to make final recommendations on any question concerning aircraft.

The Committee, taking note of the decision of the Bureau of November 22nd that the articles regarding the trade in and manufacture of arms shall be incorporated in the General Disarmament Convention, believes that there will be no difficulty in drafting these articles so soon as definite decisions have been reached by the General Commission on the above-mentioned questions.

(ii) By reason of the above declarations, the Danish, French, Polish, Spanish and Turkish delegations consider it necessary that the General Commission should take a decision on the following questions:

(1) Is it possible to limit and supervise material without also limiting and regulating the manufacture of and trade in such material ?

(2) In order to make this supervised limitation more effective, and to facilitate the standardisation of material, is it expedient to internationalise State manufacture and abolish private manufacture ?

(3) In order to make supervision of future arms possible and effective, is it expedient to limit them by rationing the manufacture of and trade in such arms ?

(4) In order to make supervision of future arms possible and effective, is it expedient to make the manufacture of and trade in such arms subject to the grant of individual licences giving details as to the nature and destination of such arms, such licences to be submitted for the consideration of the Permanent Disarmament Commission ?

(5) In order to make possible quantitative and qualitative limitation and reduction of military aviation, is it expedient to internationalise the manufacture of civil aircraft or, failing this, to submit the manufacture of and trade in such aircraft to the supervision of the Permanent Disarmament Commission ?

(6) How should the general measures of supervision already provided for in regard to arms in use be applied to the special requirements of the manufacture of and trade in future arms ?

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Geneva, March 4th, 1933.

ANNEX 1.

ABOLITION OF PRIVATE MANUFACTURE  
AND THE INTERNATIONALISATION OF THE MANUFACTURE OF ARMS.

REPORT OF THE COMMITTEE FOR THE REGULATION OF THE TRADE IN AND  
PRIVATE AND STATE MANUFACTURE OF ARMS AND IMPLEMENTS OF WAR.

At its meeting on February 22nd, 1933, the Committee, before beginning its examination of the report of the Sub-Committee on the Manufacture of Arms, adopted by a majority vote the following resolution:

“ That this Committee, before proceeding further with the consideration of the manufacture of arms, finds it necessary to request the General Commission to decide two questions, on which it has not been able to reach a unanimous decision, and a solution of which is indispensable for the continuation of its work:

“ (1) Shall the private manufacture of arms be suppressed ?

“ (2) Shall the manufacture of arms be internationalised ? ”

In consequence of that vote, the Committee adjourned its examination of the report of the Sub-Committee on the manufacture of arms, and it requests the General Commission to take decisions on the two questions raised in the foregoing resolution.

*Ad 1.* — A. The Danish, French, Polish and Spanish delegations propose the abolition of the private manufacture of arms and submit the following considerations on the subject:

1. Article 8, paragraph 5, of the Covenant of the League of Nations draws the attention of Members of the League to the dangers inherent in the private manufacture of arms:

“ The Members of the League agree that the manufacture by private enterprise of munitions and implements of war is open to grave objections. The Council shall advise how the evil effects attendant upon such manufacture can be prevented, due regard being had to the necessities of those Members of the League which are not able to manufacture the munitions and implements of war necessary for their safety.”

For Members of the League, the solution of this problem must therefore be of an international character.

Everywhere the private manufacture of arms and ammunition, like all other private economic activities, aims primarily at a profitable return upon the invested capital. There must therefore be a constant increase in the demand for arms, which can only be maintained in an atmosphere of strained international relations.

For examples of the evil effects of such enterprises, reference may be made to the report of the Temporary Mixed Commission of September 15th, 1921:

“ Armament firms have attempted to bribe Government officials both at home and abroad.

“ Armament firms have disseminated false reports concerning the military and naval programmes of various countries in order to stimulate armament expenditure.

“ Armament firms have sought to influence public opinion through the control of newspapers in their own and foreign countries.

“ Armament firms have organised international armament rings through which the armament race has been accentuated by playing off one country against another.

“ Armament firms have organised international armament trusts which have increased the price of armaments sold to Governments.”

The situation has not improved since 1921. Without mentioning well-known events which occurred in connection with the 1927 Geneva Naval Conference, we may quote the Latvian Government's reply to the enquiry organised in 1926 by the League of Nations. The Latvian Government's statement was as follows:

“ The Latvian Government, however, thinks it desirable to indicate certain concrete examples drawn from its own experience:

“ (a) Cases have occurred in which private armaments firms endeavour to induce Governments to purchase war material by encouraging competition between neighbouring States;

“(b) After selling out-of-date armaments on the strength of dishonest advertisement, such firms offer to supply improved armaments, in this way inducing Governments to accumulate unnecessary stocks;

“(c) As a result of concerted action on the part of armaments firms, prices are unduly high, especially if, as is the case in Latvia, supplies are bought in small quantities.”

The international character of any solution of the problem of private manufacture is further confirmed by the fact that the present Conference is proceeding to a limitation and reduction of existing armaments. As soon as States cease to be completely free to develop their existing armaments at their own discretion, the question of how the armaments limited by the Convention are to be renewed can no longer be regarded as a purely domestic matter. As armaments can only be renewed by home production or by imports, the two questions of private and State manufacture and traffic in arms take on an international character and must be dealt with within the framework of a single Convention on the same footing and in the same fashion as the problem of the limitation and reduction of armaments.<sup>1</sup>

2. The abolition of the system of private manufacture would not necessarily entail the closing down of all private factories as has been suggested. In so far as their production corresponded to the requirements of the States as limited by the Disarmament Convention, such factories might remain in operation. What would be changed is the system of ownership, which would cease to be private. If repercussions upon the organisation of national industry are inevitable, they would be the result, not of the abolition of private manufacture, but of the reduction of armaments.

3. The fear of the non-producing States that the abolition of the private manufacture of arms would be detrimental to their interests is unjustified, as, even in the present state of affairs, arms are only consigned by a private factory with the assent of the Government on whose territory that factory is situated. At the present time the control over all exports of arms and munitions from their territory exercised by producing States in the sole interests of their national policy leads to the result that the non-producing States derive no benefits from the system of private manufacture. The abolition of this system would not therefore modify the situation of non-producing States in any respect.

There is already a tendency among non-producing States to create arms factories on their own territory with a view to making themselves independent of foreign countries in respect of the organisation of their national defence. This policy has nothing to do with the problem of the abolition of private manufacture, as, from the point of view of a non-producing State, it is immaterial whether it is dependent in time of peace upon supplies obtained from the factories of a foreign State or upon supplies from factories which, though private, are in practice under the control of a foreign State.

4. Under the Hague Convention, belligerent States are only entitled to obtain new stocks from neutral private manufacturers and are prevented from procuring them from neutral State enterprises. From that it has been inferred that the abolition of private manufacture would prevent non-producing States from obtaining fresh supplies in time of war.

The problem of neutrality cannot, however, be considered solely in the light of the Hague Conventions irrespective of the other international agreements, more especially the Covenant

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<sup>1</sup> Taking as its starting-point the idea referred to in this paragraph, an idea which it considers essential, the French delegation desires to lay before the General Commission the following questionnaire:

(1) Does the General Commission consider that the problems raised by the private and State manufacture of war material should be examined in connection with the general problem of the limitation and reduction of armaments and that the solutions to be applied to these problems should be included in the General Convention for the Limitation and Reduction of Armaments? \*

(2) Does the General Commission consider that the General Convention should include limitations of the manufacture of arms and implements of war or simply publicity as regards such manufacture?

(3) Does the General Commission consider it necessary or not, in order to ensure the efficacy of such limitations or the sincerity of such publicity, to include in the General Convention on the Limitation and Reduction of Armaments provisions under which the various Governments would bind themselves to prohibit the manufacture of arms and implements of war or of certain categories of arms and implements of war by private undertakings? †

In the affirmative, on the basis of what rules will the Committee for the Regulation of the Trade in and Manufacture of Arms and Implements of War have to draw up the list of arms and implements which may only be manufactured in State undertakings?

(4) Does the General Commission consider that, in order to ensure the effectiveness of limitations or the sincerity of publicity regarding the manufacture of arms and implements of war, it is necessary or not to organise this manufacture on an international basis and to appoint an international body affording all the necessary guarantees for the purpose of distributing orders and the material manufactured between suitable centres of production?

(5) Does the General Commission consider that it is sufficient:

(a) To regulate the manufacture of arms and implements of war on a basis common to all States by a uniform system of licences sufficiently stringent to permit of effective supervision, this manufacture being at present subject to very different regulations, often of a very inadequate character, in the various States?

(b) To organise an international supervision of private or State manufacture in the different countries?

(c) To instruct the Committee to lay before it definite proposals for uniform national regulations and for an international supervision of private or State manufacture?

\* The Bureau of the Conference proposed (document Conf.D.149, No. 3) that “the provisions relating to the trade in and manufacture of arms and implements of war shall be included in the same legal instrument as the Convention for the Reduction and Limitation of Armaments”.

† The Secretariat has prepared a memorandum (document Conf. D./C.C.F.25) outlining the various arguments for or against the abolition of private manufacture

of the League and the Pact of Paris, which have profoundly altered the legal and moral aspects of this problem. Can States bound by the Covenant of the League or the Pact of Paris use their neutrality as a pretext for treating a State which has resorted to war contrary to the aforementioned instruments and a State victim of an aggression on a footing of equality?

The abolition of private manufacture would make it possible to avoid cases in which Governments, while co-operating with international organisations for the pacific settlement of a dispute, would be exposed, in the absence of international regulation, to pressure from some of their nationals engaged in the private manufacture of arms. By claiming the right to sell arms and munitions to one, and sometimes to both, of the parties to the dispute on the ground that their foreign competitors will do so if they refrain, such private manufacturers would help to defeat international efforts for the pacific settlement of the dispute.

The contradiction would be even more striking if for the same private reasons the nationals of States bound by the Covenant of the League or the Pact of Paris were, in contravention of these instruments, to furnish arms and munitions to a State resorting to force in violation of international law.

5. The fear expressed in certain quarters that non-producing States would constitute considerable stocks of arms with a view to making themselves independent of foreign imports in case of war would appear to be exaggerated. Whatever the extent of the limitation of material under the terms of the Convention, no State—not excluding non-producing States—will be able to constitute stocks in excess of the direct or indirect limits fixed in respect of each of them under the Convention.

6. It has been noted on occasion that, in certain countries, it would be more difficult for Governments to reduce their arms factories on the cessation of hostilities than for private factories, owing to the pressure brought to bear in Parliament by representatives of workers employed in the manufacture of armaments.

It is not for the Disarmament Conference to concern itself with what may happen on the cessation of hostilities—that is, after a war is over. Its purpose is rather to prevent any outbreak of war.

Moreover, so far as is known, it is not the representatives of the workers who, in their respective countries, bring pressure to bear on the public authorities with a view to preventing the abolition or reduction of arms manufacture.

7. The abolition of private manufacture and the concentration of the manufacture of arms in the hands of the State would establish a more clearly defined distinction between war production and peace production; this is highly desirable, since, in view of the fact that many industrial undertakings manufacture both arms and other products, there is a risk of the clandestine manufacture of war material in spite of the existence of strict international supervision.

Furthermore, a clear distinction between peace-time and war-time production would render much more difficult the peace-time adaptation of private factories working mainly for pacific requirements to military use in case of war. The potential of industrial countries, without being abolished, might, however, not be utilised for war until after a certain process of adaptation, which would begin only after the opening of hostilities. The private manufacture of arms, by reason of its mixed character, enables industrial States to prepare well in advance in peace-time for the immediate utilisation of factories for military purposes.

8. It was observed that it would be difficult to define war industries; that difficulty, however, is not peculiar to the problem of the abolition of private manufacture, but recurs also in connection with the regulation of such manufacture. The difficulty is less serious in reality than in appearance, since the point is not to suppress the private manufacture of all products capable of being used for purposes of war (*e.g.*, chemical products), but only those which are obviously designed for military purposes (*e.g.*, rifles, machine-guns, guns), the sale of which has often produced "evil effects". This distinction might be exactly defined as a result of a study which has not yet been undertaken by the Committee.

9. The abolition of arms manufacture is not designed to concentrate in the hands of the State all manufacture that might serve to produce arms. The sole object is to reserve to the State that part of industrial production whereby a product undergoes the first transformation which renders it unfit for pacific purposes and destines it exclusively for military use.

10. The abolition of private manufacture and the substitution of some other system may, no doubt, involve financial burdens for the producing States. But certain countries, it should be noted, are at present re-organising their affairs in the opposite direction—*i.e.*, they are attempting to reduce their State production by encouraging the development of the private war industry. This transformation, which is proceeding with the assistance of direct or indirect subsidies to private manufacturers, undoubtedly involves expenditure no less considerable than would be involved by the substitution of another system for private manufacture. Further, any expenditure arising out of the abolition of private manufacture could be distributed over a period of several years without constituting any very considerable burden on the annual budgets of the States.

11. The national laws now in force are not such as to prevent the evil effects of an international character which are brought about by private manufacture. These laws aim at ensuring the internal security of the State and take into account only the internal repercussions of private manufacture. They do not place at the disposal of Governments, exempt from any international undertaking in the matter, the means necessary to prevent the evil international effects of private manufacture.

12. The interests of private manufacture encourage differentiation and an increase in the power of the weapons produced, a state of affairs which is not in keeping with the spirit of the Disarmament Convention; the aims should be rather to encourage the standardisation of armaments with a view to making them more readily comparable.

13. To sum up, since the "evil effects" on armaments and on peace cannot be done away with by the solutions proposed by those who are in favour of the maintenance of private manufacture (publicity of licences for manufacture and export), the abolition of private manufacture must be envisaged irrespective of any social or political preoccupations, simply to meet the requirements of the Convention for the Reduction and Limitation of Armaments.

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B. The delegations of Belgium, United Kingdom, Germany, Italy, Japan and the United States of America are of opinion that the proposal for the abolition of private manufacture of arms should not be adopted. In their opinion, the dangers arising from the adoption of this proposal would be greater than those which may be inherent in the existence of private manufacture.

The principal considerations appear to them to be the following:

1. The evil effects alleged to result from private manufacture fall roughly into two classes:

(a) "Misconduct" by individual concerns (interference with the Press, improper influence on Parliaments, etc.);

(b) The supply of arms to undesirable quarters.

Evil effects of the former class, if and where they exist, can be adequately dealt with by national legislation; evil effects of the latter class (which may also arise from State manufacture), would be obviated by proper regulations for the international traffic in arms.

Such evil effects of all kinds as may result from the manufacture of arms, both State and private, will be automatically reduced by the acceptance of an effective limitation and reduction of war material.

2. Those countries which possess private manufacturing establishments would, if these were suppressed, be compelled to extend greatly their State establishments, either by building new State factories or by buying out the existing private concerns. Either alternative would require a very heavy outlay of capital and an increase in military budgets, which many States are not in a position to incur, and would also entail a serious and undesirable dislocation of labour.

3. A large proportion of private firms who receive contracts for the manufacture of arms are primarily engaged on other branches of production of a purely civil character. By placing orders with such firms Governments are afforded an elastic source of supply. If they were deprived of it they would be compelled to expand their State factories to a disproportionate and uneconomic extent.

4. Governments may, in some cases, find it difficult to reduce their armament establishments to minimum limits owing to their obligations to the labour engaged therein. Under a system of private manufacture, labour displaced by a reduction of orders for armaments can usually be diverted to other branches of production.

5. Countries in which manufacturing establishments do not exist, or exist only on a restricted scale, would inevitably tend to set up their own State factories. Under the terms of the thirteenth Hague Convention (Article 6) of 1907,<sup>1</sup> it is a breach of neutrality for a neutral Government to supply ammunition or war material to a belligerent Government. If, therefore, private manufacture were abolished, a belligerent Government would be dependent exclusively in time of war on its own output and that of its allies. Governments might thus feel bound to prepare for the eventualities of war by collecting large stocks of arms and by themselves setting up arms factories, or extending those which they already have.

6. The discussion which has already taken place in the Committee shows that a preliminary decision on the two points under reference (abolition and the internationalisation of the manufacture of arms) is a condition precedent to any useful work by this Committee with regard to the manufacture of arms.

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*Ad 2.* — The Committee submits the following observations on the subject of the internationalisation of arms factories:

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<sup>1</sup> Convention concerning the rights and duties of neutral Powers in case of maritime war.



A. The Turkish delegation proposes the internationalisation of all arms factories and puts forward the following arguments in favour of its proposal:

Producing countries are bound to develop their war industry unduly and the industry will daily become more powerful, leading necessarily to a race in armaments. With regard to private manufacture, the position is the same, for the reasons already referred to when it was proposed to abolish the private manufacture of arms.

If there is a real desire to prevent war and to bring about a genuine reduction of armaments, there must be effective supervision over the manufacture of arms. No effective supervision over arms factories will be possible so long as they are dependent on private capital and private interests, or so long as they depend on the will of States. The only means of regulating the private or State manufacture of arms and implements of war is to internationalise that manufacture.

The internationalisation of the manufacture of arms might be carried out according to the following principles :

1. The capital of all factories of arms and war material, whether private or State-owned, should be placed on an international basis, and international supervision should be exercised over them; moreover, they should be directed by organisations consisting of representatives of all countries in a number proportionate to the armament needs of those countries, which will be fixed in the future Disarmament Convention.

2. The internationalised arms factories will be distributed in producing centres which, from the economic standpoint (regard being had to their geographical situation, means of communication, etc.), are considered most appropriate and most favourable.

3. This distribution should be effected wisely and in such a manner as to allay misgivings. In other words, each producing centre will confine itself to the manufacture of certain arms or ammunition, so that no State can ever have within the limits of its authority a complete range of war equipment, and no country can arm itself simply from the resources of its own industry.

4. In this internationalised manufacture, each State will have an equal interest in the whole of its orders, so that for all States the idea of earning private profit from the manufacture of war material will completely disappear. It should be clearly understood that the orders of every State, in no matter what producing centre, will be executed under the effective and real supervision of all States, which will participate therein on a footing of complete equality. This control may be exercised, for instance, by Parliaments and national assemblies, which will, of course, include workers and peasants' organisations and representatives of other bodies.

As a result of this economic, prudent and reassuring distribution of war industries, a certain number of arms and ammunition factories could be done away with altogether.

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B. This point was not discussed, in view of the interdependence which exists between the question of the abolition of private manufacture and that of internationalisation and of the decision adopted by a majority of the Committee to submit this question of principle to the General Commission for decision.

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Conf. D./C.C.F.21, 21a, 21b and 21c.

Geneva, January 17th to June 1st, 1933.

#### ANNEX 2.

### REPLIES TO THE QUESTIONNAIRE CONCERNING THE PRIVATE AND STATE MANUFACTURE OF ARMS AND IMPLEMENTS OF WAR.

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At the request of the Chairman of the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War, the President of the Conference sent, on October 28th, 1932, a questionnaire (document Conf. D./C.L.5) to the States invited to the Conference, with a view to obtaining certain information regarding the manufacture of arms in the different countries.

Up to June 1st, the Secretariat has received replies from the following forty States:

State	Letter dated	State	Letter dated
1. Panama . . . . .	November 4th, 1932	21. Roumania . . . . .	January 21st, 1933
2. Bulgaria . . . . .	November 4th, 1932	22. Japan . . . . .	January 24th, 1933
3. Estonia . . . . .	November 17th, 1932	23. France . . . . .	January 26th, 1933
4. Latvia . . . . .	November 25th, 1932	24. Irish Free State	January 27th, 1933
5. Albania . . . . .	December 5th, 1932	25. Belgium . . . . .	January 30th, 1933
6. Portugal . . . . .	December 5th, 1932	26. China . . . . .	January 30th, 1933
7. Afghanistan . . . . .	December 6th, 1932	27. Sweden . . . . .	February 3rd, 1933
8. Turkey . . . . .	December 14th, 1932	28. Yugoslavia . . . . .	February 6th, 1933
9. Siam . . . . .	December 16th, 1932	29. Finland . . . . .	January 25th, 1933
10. Poland . . . . .	December 17th, 1932	30. Netherlands . . . . .	January 13th, 1933
11. South Africa . . . . .	December 20th, 1932	31. Venezuela . . . . .	February 9th, 1933
12. Greece . . . . .	December 20th, 1932	32. Italy . . . . .	February 10th, 1933
13. Iraq . . . . .	December 21st, 1932	33. Hungary . . . . .	February 13th, 1933
14. Norway . . . . .	December 29th, 1932	34. Germany . . . . .	February 16th, 1933
15. United Kingdom . . . . .	December 30th, 1932	35. Persia . . . . .	February 17th, 1933
16. Lithuania . . . . .	January 3rd, 1933	36. India . . . . .	February 18th, 1933
17. Egypt . . . . .	January 4th, 1933	37. Austria . . . . .	April 8th, 1933
18. Denmark . . . . .	January 13th, 1933	38. Chile . . . . .	April 10th, 1933
19. United States of America . . . . .	January 19th, 1933	39. Switzerland . . . . .	April 21st, 1933
20. New Zealand . . . . .	December 28th, 1932	40. Australia . . . . .	May 24th, 1933

Most States have answered the various questions separately, which has made it possible to classify the replies by questions.

The categories referred to in certain replies are those established in the draft Convention of 1929 drawn up by the Special Commission for the Supervision of the Private Manufacture and Publicity of the Manufacture of Arms and Ammunition and of Implements of War (document A.30.1929.IX).

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#### FIRST QUESTION.

*For the purposes of the manufacture of arms and implements of war, is a special permit required? If so, please give particulars.*

#### REPLIES FROM THE GOVERNMENTS OF:

##### 1. Panama.

Article 127 of the Constitution of the Republic of Panama provides that "only the Government of the nation may import and manufacture arms and implements of war".

##### 2. Bulgaria.

In accordance with the law on the disarmament of the population in Bulgaria, enacted in conformity with the Treaty of Neuilly, the carriage of arms and the manufacture, acquisition and sale of arms, ammunition and implements of war are prohibited.

##### 3. Estonia.

For the purposes of the manufacture of arms and implements of war, a special permit is required, which is issued by the Minister of National Economy in agreement with the Minister of Justice and the Interior and the Minister of National Defence.

##### 4. Latvia.

A special authorisation is necessary for the establishment of industrial undertakings in general. This authorisation is delivered by the Department of Industry of the Ministry of Finance, the Ministry of War being consulted in the case of the manufacture of arms.

#### 6. Portugal.

The manufacture of arms and implements of war is organised in the form of a State monopoly.

##### *Annex.*

In connection with this reply the Military General Staff provides the following information:

“Up to the present, no factories for the private manufacture of arms and implements of war have been established in Portugal. It is true that, during the war of 1914-1918, private industry contributed to supplying the Allied Armies with war material, but such manufacture was only authorised as an exception. The Portuguese State therefore has a monopoly for the manufacture and possession of war material in its establishments, recourse to private industry even for repairs being strictly prohibited.

“Strictly speaking, there are no legal provisions forbidding soldiers serving with the colours to hold paid posts in private armament undertakings. There are, however, legal provisions absolutely forbidding any soldier, whatever his rank, to engage in any kind of trade.”

#### 7. Afghanistan.

For purposes of the manufacture of arms and implements of war, no special permit is required within the territory under the jurisdiction of the Royal Afghan Government.

#### 8. Turkey.

The manufacture of arms and implements of war is subject to a State monopoly in Turkey. Individuals and private undertakings wishing to manufacture or sell arms and implements of war are obliged to obtain a special permit in accordance with the stipulations of Article 57, paragraph 1, of the Budgetary Law of April 18th, 1341, No. 627.

#### 9. Siam.

A special permit must be obtained in accordance with Section 22 of the Fire-arms and Ammunition Act:

“Section 22. — Any person wishing to manufacture or trade in fire-arms and ammunition, or repair fire-arms, must apply for permission to the competent Minister, who may grant a licence for that purpose as he may think fit.”

#### 10. Poland.

In order to undertake the manufacture of arms and ammunition, it is necessary to have a licence in accordance with Article 8, paragraph 4, of the Decree of the President of the Republic, dated June 7th, 1927, with regard to industrial legislation (*Legal Gazette of the Polish Republic*, No. 53, item 468).

The said Decree in its Article 8, paragraph 3, subordinates the manufacture of pyrotechnic and explosive materials to the same conditions.

The manufacture of side arms is not subject to regulations; nevertheless, the central authorities are entitled to subordinate this manufacture to the conditions applicable to the production of fire-arms.

#### 11. South Africa.

No special permit is required to manufacture arms, etc., but no individual other than a member of the Union Defence Forces may be in possession of a fire-arm without a permit.

#### 12. Greece.

A special authorisation from the Minister of the Interior is necessary to engage in the manufacture of arms and implements of war in Greece.

**13. Iraq.**

Article (1) of Arms Act Regulations of 1919 provides that no person within the areas to which this act applies shall:

- (a) Carry any fire-arm without an official licence; or,
- (b) Possess any fire-arm; or,
- (c) Sell, buy, repair any fire-arm or any part thereof. Also he is not allowed to deal in cartridges, bullets, primers and gunpowder.

Article (1) of the Law Amending Arms Act Regulations of 1919, No. 47 of 1932, amending Article (4) of the said act provides that licences may be issued to possess or carry a rifle, or to traffic in arms or ammunition, or repairing or accepting them for repair.

Such licences may be issued with or without fees at the discretion of the Minister of Interior.

**14. Norway.**

No special authorisation is necessary in Norway to engage in the manufacture of arms and implements of war.

**15. United Kingdom.**

The Explosives Act, 1875, the Fire-arms Act, 1920 (Sections 2, 6 and 8, and the Second Schedule), the Treaties of Washington Act, 1922, and the London Naval Treaty Act, 1930, are the legal instruments governing the need for permits for the purposes of the manufacture of arms and implements of war in the United Kingdom.

**16. Lithuania.**

The manufacture of arms and implements of war may only be carried on in the State factories.

“ Among the establishments exclusively reserved to the State are the ordnance and arms factories, with the exception of factories of sporting-guns, which may be set up by private persons. ” (Industrial Code, 1893 edition, Section 63.)

**18. Denmark.**

There are no special legislative provisions in Denmark regarding authorisation to carry on the manufacture of arms and implements of war; such manufacture is free.

A special permit from the Ministry of Justice, however, is required for the manufacture of explosives, in addition to the requirements laid down in the general legislation for the exercise of industry and trade.

No such permit is necessary, however, for the manufacture of powder consisting of saltpetre, carbon and sulphur only, or for the manufacture of cartridges containing smokeless shooting powder, when they are intended for use in small arms, or, lastly, for the manufacture of primings and detonators to be used in making percussion caps or similar inflammable appliances or in manufacturing lighters or other articles of everyday use.

**19. United States of America.**

No special permits are required by the Federal Government. Some of the several States of the Union require special licences for the manufacture of and traffic in arms, but these licences are required solely with a view to the prevention of crime and the safety of the public against accidents resulting from carelessness in the storage and transportation of explosives.

**20. New Zealand.**

Case not yet envisaged, and no legislation exists, but certain permits would be required if the case ever arose.

21. Roumania.

Under present legislation, no *special* authorisation is required, but all authorisations for any industrial undertakings utilising a considerable amount of power are subject to the previous consent of the Ministry of National Defence.

22. Japan.

(a) Not only are the manufacture, transformation and improvement (repair) of fire-arms and gunpowder (non-military as well as military) forbidden to anyone not especially authorised by the competent administrative office, but such operations (*i.e.*, manufacture, transformation and improvement) are subject to strict Governmental supervision and control. (Cf. Law for the Control of Fire-arms and Gunpowder, 1910; Rules concerning the Operation of the Law for the Control of Fire-arms and Gunpowder, Imperial Ordinance No. 16, 1911; Detailed Provisions concerning the Operation of the Law for the Control of Fire-arms and Gunpowder, ordinance of the Department of Interior No. 2, 1911. Regulations of similar purport are in force also in Chosen, Taiwan and the Kwantung Leased Province.)

(b) Special authorisation by the competent administrative office must be obtained also in connection with naval vessels; and all operations (*i.e.*, construction, repair, etc.) in connection with naval vessels are subject to the control of the competent administrative office. (Cf. Law concerning the Execution of the Treaty for the Limitation of Naval Armaments, Law No. 2, 1924. This law applies also in Chosen and Taiwan, and governmental control is exercised in pursuance of this law also in the Kwantung Leased Province and the mandated South Sea Islands. Cf. Regulations relating to the Law concerning the Execution of the Treaty for the Limitation of Naval Armaments, Ordinance of the Department of Navy No. 7, 1924.)

23. France.

A distinction must be made between arms and unfilled ammunition on the one hand and explosives and filled ammunition on the other.

A. The manufacture of, and trade in, arms of all kinds which are not French service patterns are entirely free under the Law of August 14th, 1885. The law is very general in its terms and is applicable to guns, gun-carriages, cartridge cases and unfilled shells.

Manufacture, trade, import and transit are entirely free in the case of arms, parts of arms, or unfilled ammunition of French service patterns under the Law of August 14th, 1885, subject to a declaration to be made previously to the Prefect of the Department and the keeping of a register, duly numbered and initialled, of day-to-day operations.

It should, however, be pointed out that the Law of April 13th, 1895, allows of the prohibition of export of all arms or ammunition by decree issued on the proposal of the Minister of War, with the approval of the Minister of Commerce and the Finance Minister, subject to exceptions justified by the destination, which is guaranteed by releases on deposit (*acquits à caution*) discharged by consular agents in France.

B. In the case of the trade in, and manufacture of, explosives and filled ammunition, the position is as follows:

(a) The Powder Monopoly is alone responsible under the Law of Fructidor 13th of the Year V (August 30th, 1797) for the manufacture of the following explosives: gunpowder, sporting gunpowder, guncottons of all kinds, and nitred, nitrated or chlorated high explosive.

(b) The possession, circulation and public sale of such are entrusted to superintendents of the Finance Administration.

(c) The manufacture of dynamite is subject to authorisation to be obtained beforehand by decree in accordance with a special procedure which involves, among other things, a cautionary deposit, and includes provision for the possible cancellation of the concession by decree on the advice of the Council of State, without compensation, for reasons of public safety (Decree of August 24th, 1875). Liquid oxygen explosives may also be manufactured since the passing of the Law of April 29th, 1926.

(d) Explosives depots are subject to the regulations of the Decrees of June 20th, 1915, as amended by the Decree of February 2nd, 1928. Rail transport of explosives is governed by the regulations of 1897.

(e) Pyrotechnic factories and cartridge-filling workshops for mining and all other explosives are subject to the Law of 1917 on inconvenient, unhealthy and dangerous establishments.

No special regulation governs the production of the material coming under Category IV of the draft Convention of 1929 (aircraft and aircraft engines).

24. **Irish Free State.**

A special permit for the manufacture of arms and implements of war would be required. (See also reply to question 2.)

25. **Belgium.**

No special permit is required for the purposes of the manufacture of arms except in the case of material for the Belgian army.

There is, however, a law governing the manufacture of, and trade in, arms and ammunition and the carrying of arms.

Under this law, any person wishing to manufacture and trade in arms and ammunition is required to make a declaration in advance to the municipality of the place in which the factory, warehouse or workshop is situated.

The Belgian Government exercises very strict supervision over the whole of the arms industry through the fire-arms testing centre at Liège, which is responsible for enforcing the Law of May 24th, 1888, according to which:

“ No person may sell, offer for sale, or have in his warehouse, shops or workshops any arm or part of an arm liable to be tested which has not been tested and marked with the proper stamps for its degree of completion.

“ Any person selling, offering for sale, or keeping in his warehouses or workshops an arm of a different calibre from that shown by the stamp it bears is liable to a fine, and the arm in question shall be confiscated.

In consequence of these regulations, the Royal Government has a very accurate knowledge of the output of the Belgian arms industry.

In order to be able, if necessary, to supervise the external traffic in arms, the Government has caused the Houses of Parliament to ratify the Geneva Convention of June 17th, 1925, on the Supervision of the International Trade in Arms, Ammunition and Implements of War.

The Convention is ready to be approved and published as soon as the suspensory condition on which the Belgian Government made its ratification contingent is fulfilled.

26. **China.**

In China there is no private manufacture of arms and implements of war. Therefore, the question of private permits does not arise.

27. **Sweden.**

No. No special authorisation is required in order to undertake the manufacture of arms or of war materials.

28. **Yugoslavia.**

Under the terms of the law on the manufacture, import, export and sale of gunpowder, explosives and other detonating compounds passed in 1930:

(a) The manufacture, import, export and sale of gunpowder, fuses for explosives, other detonating compounds, military weapons and parts thereof, as also the import of non-military weapons and parts thereof, is the exclusive monopoly of the State.

(b) The State has the sole right to import or manufacture gunpowder, military weapons and ammunition.

(c) In agreement with the Minister of Commerce and Industry, the Ministry for the Army and the Marine may cede to the private industry of the country for a period of fifteen years the right to manufacture, and sell wholesale, fuses for explosives, explosives, other detonating compounds, imported non-military weapons, non-military ammunition and parts thereof, and also the right to manufacture parts of military weapons and ammunition. The setting-up and working of such establishments are subject to the general provisions of the law; the supreme control over them is exercised exclusively by the Minister for the Army and the Marine.

It follows from the foregoing that, not only is the establishment of undertakings for the manufacture of arms and other implements of war dependent upon a Government permit, but the State alone has the right of manufacture and export. In exceptional cases and only for articles specified under (c), the right to manufacture and to sell wholesale may be ceded to private enterprise in the country; but, even in such cases, the supreme control over the manufacture and sale is exercised by the Ministry for the Army and the Marine. Permits for such concessions to private industry

for the manufacture and sale of the articles specified is granted by the Minister for the Army and the Marine on the request of the undertakings concerned, in accordance with the provisions of the law as set up by a special regulation.

29. **Finland.**

The Law on Arms and Ammunition which will come into force on April 15th, 1931, stipulates that fire-arms and ammunition may only be manufactured after obtaining a special permit which may, according to the draft regulations for the said law, be issued by the Governor of the province concerned.

The manufacture of other categories of implements of war is not subject to any special legislation.

30. **Netherlands.**

A. *Mother Country.* — A special authorisation is necessary in order to undertake the manufacture of arms and implements of war; the authorisation may be subject to special conditions so as to ensure that, during manufacture, the Government's wishes are taken into account.

B. *Oversea Territories.* — A special permit is required for purposes of the manufacture of arms and implements of war.

31. **Venezuela.**

According to Article 5 of the National Law on the subject, the National Government alone may undertake the manufacture of arms and war material, in accordance with rules laid down by it in advance.

32. **Italy.**

According to Article 28 of the single text of the laws on Public Security, approved by Royal Decree of June 18th, 1931, No. 773, a licence from the Ministry of the Interior is necessary for the manufacture, import and export of weapons of war and similar arms, or parts thereof, ammunition, military uniforms, or other articles intended for the arming or equipment of the armed forces.

33. **Hungary.**

Arms and implements of war can only be manufactured with a permit from the Ministry of National Defence except in the case of arms not exclusively intended for military purposes—such as sporting rifles and pistols—the manufacture of which is regulated on the basis of a permit from the Ministry of Commerce.

34. **Germany.**

In Germany, a special permit is required for the manufacture of arms and implements of war. This permit is granted in virtue of the law of July 27th, 1927.

35. **Persia.**

The manufacture of arms and ammunition is solely reserved to State undertakings.

36. **India.**

No special permit for the manufacture of arms and implements of war is required by Government factories. As stated in reply to question 4, there are no private undertakings engaged in the manufacture of the articles coming under the draft Convention. There is, however, in existence a provision of law (Section 5 of the Indian Arms Act, 1878) which requires that, in so far as private manufacture is concerned:

“ No person shall manufacture, convert, or sell, or keep, offer or expose for sale, any arms, ammunition or military stores except under a licence and in the manner and to the extent permitted thereby. ”

37. **Austria.**

In accordance with the Law of January 17th, 1928, on the manufacture, importation and exportation of war material, the manufacture of implements of war of all kinds (arms, ammunition and miscellaneous material) is forbidden in Austria. In these circumstances, the private manufacture of arms and ammunition is confined to articles not covered by that law—namely, the arms and ammunition included in Category V of the draft Convention (document A.30.1929.XI) and certain arms and ammunition in Category II, as the arms and ammunition included in the latter category do not altogether correspond to the terms of the Austrian law mentioned above.

In so far as the private manufacture of the arms and ammunition coming under Category II is permitted under the Law of January 17th, 1928 (and also for the manufacture of the arms and ammunition coming under Category V), a permit (licence) is required in accordance with Section 15, paragraph 10, of the Trade Code. As under the Law of December 13th, 1919, all powder, ammunition and explosives constitute a Government monopoly, their manufacture is also subject to a special permit from the Federal Ministry of Military Affairs.

### 38. Chile.

There is no legislation governing the installation in Chile of private undertakings for the manufacture of arms and implements of war.

### 39. Switzerland.

In Switzerland, no special authorisation is required in order to manufacture arms and implements of war, as the manufacture of fire-arms and other implements of war is entirely unrestricted. There are, however, certain exceptions, which are as follows:

(a) The regulation arms of the Federal Army (small arms: rifles and carbines) cannot be sold or manufactured as such by private individuals within the country, as the models, even when not protected by patents, are the property of the Confederation. In practice, the sole purpose of this prohibition is to prevent gunsmiths or arms factories from manufacturing detached parts which might be used for repairing military weapons. For repairs to regulation weapons a special authorisation is required, and the detached parts may only be supplied by the Federal Arms Factory.

(b) Ammunition for military weapons is not manufactured by private individuals, as the Confederation, in the exercise of its sovereign rights, has retained a monopoly of such manufacture. Sporting ammunition for game shooting, which includes both buckshot cartridges and ball cartridges, may be and is actually manufactured by private enterprise. Gunsmiths purchase powder from the Powder Administration for this purpose. As regards cartridge cases, projectiles and buckshot, they may procure supplies without restriction.

### 40. Australia.

A special permit for the private manufacture of arms and implements of war is not required by any law of the Commonwealth.

## SECOND QUESTION.

*What undertakings in the territory under jurisdiction of your State are chiefly or largely engaged in the manufacture of the articles coming under categories I, II, III and IV of the 1929 draft Convention with regard to the Supervision of the Manufacture of Arms and Implements of war (document A.30.1929.IX) ?*

- (a) *Are they State-owned ?*
- (b) *Or are they operated, subsidised, under concession or under supervision by the State ?*
- (c) *Or are they entirely private undertakings ?*

### REPLIES FROM THE GOVERNMENTS OF:

#### 1. Panama.

There are none. The country depends on abroad for all supplies of arms. The replies to questions (a), (b) and (c) are in the negative.

#### 2. Bulgaria.

In accordance with the law on the manufacture, importation and exportation of war material, it is forbidden to manufacture in Bulgaria other implements of war than those required by the Army, the Gendarmerie and the Police.



Only the State war factory may manufacture the implements of war required by the Army, the Gendarmerie and the Police.

### 3. Estonia.

In the territory under the jurisdiction of Estonia there are no undertakings for the manufacture of the articles coming under categories I, II, III and IV of the 1929 Draft Convention with regard to the Supervision of the Manufacture of Arms and Implements of War.

### 4. Latvia.

The undertakings engaged in the manufacture of articles coming under category I of the 1929 Draft Convention with regard to the Supervision of the Manufacture of Arms and Implements of War are the following:

- (a) Arsenal of the Ministry of War (State-owned); ordnance laboratory of the Ministry of War (State-owned);
- (b) Ammunition factory (private undertaking under concession by the State).

### 6. Portugal.

The undertakings which are engaged in the manufacture of the articles coming under categories I, II and IV are the following:<sup>1</sup>

Factory of artillery ammunition, armaments and carriages.  
General workshops of aeronautical material:

- (a) They are State-owned.
- (b) No.
- (c) No.

### 7. Afghanistan.

The only undertaking in the country worth mentioning is an adequate workshop for the repairing of arms and implements which, in addition, makes a very few shells periodically for purely experimental purposes, and a small quantity of swords for the officers only. There are no other establishments for the manufacture of arms and implements of war.

- (a) The above-mentioned workshop for repairs is State property.
- (b) Nil.
- (c) Nil.

### 8. Turkey.

There are no private undertakings engaged in the manufacture of arms and ammunition in Turkey. The war factories, which belong to the State, are administered by the Ministry of National Defence.

There is no undertaking in Turkey coming under the categories enumerated in paragraphs (b) and (c) of this questionnaire.

Note. — The gunpowder and explosives factory placed under the orders of the Ministry of Monopolies is intended, in conformity with Law No. 672 of November 28th, 1341, to manufacture and sell material the use of which by individuals is not prohibited.

### 9. Slam.

There are two workshops in the Ministry of Defence: one is under the control of the military arsenal and the other under the naval arsenal. These workshops are engaged in the repair of arms and implements of war bought from foreign countries. They have no equipment for manufacturing arms; they can produce a small quantity of ammunition, powder and explosives.

Besides the two workshops mentioned above, there are the naval dock and the aeronautical workshop. The naval dock, however, is not capable of constructing warships and the aeronautical workshop is not capable of constructing motors or complete flying machines.

All these enterprises are State-owned and under the management of His Majesty's Government. There are no private undertakings engaged in the manufacture of arms and implements of war.

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<sup>1</sup> In the reply to No. 2 of the questionnaire, no reference has been made to the manufacture of the articles mentioned in category III of the draft Convention (document A.30.1929.IX), which relates to "warships and their armament".

#### 10. Poland.

1. The State factories for the manufacture of arms (Panstwowe Wytwornie Uzbrojenia):

- (a) Arms factory at Radom;
- (b) Rifle factory at Warsaw;
- (c) Factory for arms-testing implements at Warsaw;
- (d) Ammunition factory at Skarzysko.

All the factories mentioned above are State-owned.

- 2. The works of the "Pocisk" ammunition factory at Warsaw, which produce arms and ammunition. This is a private undertaking and an incorporated company.
- 3. The military pyrotechnic establishment at Rembertow, which engages in the preparation of shells. State-owned.
- 4. "Norblin, Br. Buch i T. Werner" works at Warsaw. Production of ammunition for fire-arms. Private property; incorporated company.
- 5. "Perkun" engine factory at Warsaw. Manufacture of bayonets. Privately owned; limited liability company.
- 6. "H. Kolberg and Co.", factory of optical instruments and apparatus at Warsaw. Manufacture of optical instruments. Privately owned.
- 7. State aeronautical works at Warsaw. Manufacture of aeroplanes. State-owned.
- 8. "Skoda" works at Warsaw; Okecie. Manufacture of aeroplane engines. Privately owned; incorporated company.
- 9. State military engineering works at Warsaw. Manufacture of tanks. State-owned.
- 10. "Plage and Leskiewicz" works at Lublin. Manufacture of aeroplanes. Privately owned.
- 11. "Arma" arms and industrial machinery factory at Lwow. Repair of arms. Privately owned; limited liability company.
- 12. Aeroplane manufacturing works at Biala Podlaska. Manufacture of aeroplanes. Private establishment under supervision by the State; limited liability company.
- 13. "Granat" metallurgical works at Kielce. Production of ammunition. Privately owned; incorporated company.
- 14. "Starachowickie Zaklady Gornicze" works at Starachowice. Production of arms and ammunition. Incorporated company, but about 55 per cent of the shares held by the State, which thus has a controlling interest.

#### 11. South Africa.

There are no undertakings in the Union of South Africa engaged in the manufacture of articles coming under Categories I, II and III of the 1929 Draft Convention with regard to the Supervision of the Manufacture of Arms and Implements of War.

With regard to Category IV, certain military aircraft are manufactured at the headquarters of the South African Air Force, the raw material and engines being imported from overseas.

The undertaking is State-owned and does not manufacture for trade.

#### 12. Greece.

(a) "Greek Gunpowder and Cartridge Works." The cartridges manufactured correspond exactly to the definition given under A, Category I, in Article 1 of the Draft Convention (document A.30.1929.IX). This is an entirely private undertaking.

(b) "Phalera Aeroplane Factory." State-owned. This factory is operated by the British "Blackburn Aeroplane and Motor Company", subsidised and supervised by the State. It only manufactures military aeroplanes and undertakes the overhauling and repair of engines.

#### 13. Iraq.

Nil.

#### 14. Norway.

The following is a list of the undertakings existing in Norwegian territory and chiefly engaged in the manufacture of articles coming under categories I, II, III and IV of the 1929 draft Convention with regard to the Supervision of the Manufacture of Arms and Implements of War:

- Norma Limited, projectile factory;
- Raufoss ammunition factories;

Kongsberg arms factory;  
Army aeroplane factories;  
Principal naval dockyard;  
Naval artillery workshop;  
Naval mines workshop;  
Naval aeroplane factories;

Of these undertakings, only the first, Norma Limited, is an entirely private undertaking. All the others are State undertakings.

#### 15. United Kingdom.

The conditions under which the manufacture of articles coming under Categories I, II, III and IV of the 1929 Draft Convention is carried out are such as to present difficulties in answering categorically the points arising under this question. To attempt to do so, in fact, might result, not only in confusing the issues, but in giving a false impression of the methods employed.

The State factories which are chiefly or largely engaged in armament manufacture are:

The Royal Arsenal, Woolwich;  
The Royal Gunpowder Factory, Waltham Abbey;  
The Royal Small Arms Factory, Enfield;  
The Royal Naval Torpedo Factory, Greenock;  
The Royal Naval Cordite Factory, Holton Heath;  
The Royal Naval Dockyards—Portsmouth, Devonport and Chatham.

With the possible exception of certain firms manufacturing sporting weapons, and a few firms manufacturing aircraft (civil and military), there are no private undertakings in the United Kingdom which can strictly be described as engaged chiefly or largely in armament manufacture. Even the largest firms, such as Vickers-Armstrong, making armaments in this country devote only a portion of their time and output to this form of work, their other activities being entirely unconnected with armaments. It is the practice of the larger, and sometimes of the smaller, undertakings which accept armaments contracts, to rely—as do the State factories—on other firms for the supply of components or parts which they may require for the completed article. An undertaking which may receive an order from a firm manufacturing armaments cannot thereby be described as an undertaking chiefly or largely engaged in armament work, although, in point of fact, it may manufacture armaments or parts of armaments as part of its other activities. Again, firms obtaining contracts for war materials one year may not do so the next year. It will be seen, therefore, that no useful purpose will be served by attempting to give a list of private undertakings such as is apparently required to answer this question.

None of the private firms which receive any sort of contract from His Majesty's Government in the United Kingdom for production of war materials is exploited, subsidised, under concession or under supervision by the State; all are purely private undertakings.

#### 16. Lithuania.

There are no undertakings engaged in the *manufacture* of the articles coming under categories I, II, III and IV of the 1929 draft Convention with regard to the Supervision of the Manufacture of Arms and Implements of War, but there is a *repair* workshop for articles in categories I and II and a *repair* workshop for articles in category IV. These repair workshops are State-owned.

#### 18. Denmark.

The following are the private establishments in Denmark which manufacture arms and implements of war coming under categories I, II, III and IV of the 1929 draft Convention with regard to the Supervision of the Manufacture of Arms and Implements of War:

The " Dansk Rekylriffel Syndikat ", Copenhagen;  
The " Dansk Ammunitionsfabrik ", Otterup;  
Messrs. Schultz and Larsen, Otterup.

In addition to the above private concerns, there are also the State establishments mentioned hereunder:

Army Arsenal, Copenhagen;  
Army Laboratory, Copenhagen;  
Army Powder Works, Frederiksvaerk;  
Navy Artillery Arsenal, Copenhagen;  
Navy Artillery Laboratory, Copenhagen;  
Navy Artillery Workshops, Copenhagen;  
Marine Mine Department, Copenhagen.

19. United States of America.

(a) State-owned:

Watertown Arsenal;  
Watervliet Arsenal;  
Frankford Arsenal;  
Picatinny Arsenal;  
Springfield Armory;  
Rock Island Arsenal;  
Portsmouth Navy Yard;  
New York Navy Yard;  
Philadelphia Navy Yard;  
Mare Island Navy Yard;  
Puget Sound Navy Yard;  
Newport Naval Torpedo Station;  
Indian Head Naval Powder Factory;  
Washington Naval Gun Factory;  
Baldwin Naval Ordnance Plant;  
Philadelphia Naval Aircraft Factory.

(b) None.

(c) Private undertakings:

Sperry-Gyroscope Co., Manhattan Bridge Plaza, Brooklyn, N.Y. Principal products: marine and aeroplane instruments, searchlights, fire control apparatus.  
United States Wheel Track Layer Corporation, Linden, N.J. Principal products: tanks (category I, sub-division II).  
Auto-Ordnance Corporation, 302, Broadway, New York. Principal products: automatic rifle, known as Thompson sub-machine-gun.  
Colt's Patent Fire Arms Mfg. Co., Hartford, Conn. Principal products: revolvers, pistols, machine-guns, washing machines, dish-washers, electrical switches, fuses, etc.  
Harrington & Richardson Arms Co., Worcester, Mass. Principal products: revolvers, shot guns.  
Iver Johnson Arms & Cycle Works, Fitchburg, Mass. Principal products: revolvers, shot guns, bicycles.  
Marlin Firearms Company, New Haven, Conn. Principal products: rifles and shot guns.  
Peters Cartridge Co., Kings Mills, Ohio. Principal products: cartridges and shot shells.  
Remington Arms Company, Inc., Bridgeport, Conn. Principal products; rifles, shotguns, ammunition, cutlery.  
Savage Arms Corporation, 100, East 42nd St., New York. Principal products: rifles, pistols, shot guns, washing machines, electric refrigerators and other electrical appliances. Formerly manufactured Lewis machine-guns.  
Sedgley, R. F. Inc., 2311, N. 16th St., Philadelphia. Principal products: rifles and pistols.  
Smith & Wesson, Springfield, Mass. Principal products: revolvers and pistols.  
Western Cartridge Company, East Alton, Ill. Principal products: ammunition, rifles, shot guns, cutlery, sporting goods.  
Bath Iron Works Corp., Bath, Maine. Principal products: merchant vessels and large vessels of war.  
Bethlehem Shipbuilding Corporation, Ltd., Bethlehem, Pa. Principal products: merchant vessels and large vessels of war.  
Electric Boat Company, 5, Nassau St., New York City. Principal products: submarines and motor-boats.  
Newport News Shipbuilding & Dry Dock Co., Newport News, Va. Principal products: merchant vessels and large vessels of war.  
New York shipbuilding Corporation, Camden, N.J. Principal products: merchant vessels and large vessels of war.  
American Eagle-Lincoln Aircraft Corporation, Kansas City.  
Amphibions (Inc.), Garden City, Long Island, N.Y.

Arrow Aircraft and Motors Corp., Havelock, Nebraska.  
Bellanca Aircraft Corporation, New Castle, Delaware.  
Bird Aircraft Corporation, Glendale, Long Island, New York.  
B/J Aircraft Corporation, Baltimore, Maryland.  
Consolidated Aircraft Corporation, Buffalo, New York.  
Curtiss-Wright Corporation, 27, W. 57th St., New York City.  
Douglas Aircraft Corporation, Santa Monica, California.  
Ford Motor Company, Dearborn, Michigan.  
General Aviation Manufacturing Corporation.  
Granville Brothers Aircraft (Inc.), Springfield, Mass.  
Great Lakes Aircraft Corporation, Cleveland, Ohio.  
Grumman Aircraft Engineering Corporation, Valley Stream, Long Island, New York.  
Hall-Aluminium Aircraft Corporation, Buffalo, N. Y.  
Heath Aircraft Corporation, Chicago, Illinois.  
Kellett Autogiro Corporation, Philadelphia, Pa.  
Keystone Aircraft Corporation, Bristol, Pa.  
Kredier-Reisner Aircraft Co. (Inc.), Hagerstown, Md.  
E. M. Laird Airplane Co., Chicago, Illinois.  
Lockheed Aircraft Co., Burbank, California.  
Martin Company, The Glenn L., Baltimore, Md.  
Monocoupe Corporation, Robertson, Missouri.  
Nicholas-Beazley Airplane and Motor Co., Marshall, Mo.  
Pitcairn Aircraft (Inc.), Willow Grove, Pa.  
Rearwin Airplanes (Inc.), Kansas City, Kansas.  
Spartan Aircraft Company, Tusa, Okla.  
Stinson Aircraft Corporation, Wayne, Mich.  
Swallow Airplane Co., Wichita, Kansas.  
Waco Aircraft Co., Troy, Ohio.  
Wedell-Williams Air Service Corporation, Patterson, La.  
Allison Engineering Co., Indianapolis, Indiana.  
Axelson Manufacturing Co., Ltd., Los Angeles, Calif.  
Continental Aircraft Engine Co., Detroit, Mich.  
Guiberson Diesel Engine Co., Dallas, Texas.  
Jacobs Aircraft Engine Co., Pottstown, N.J.  
Kinner Airplane and Motor Corporation, Glendale, Calif.  
Lycoming Manufacturing Co., Williamsport, Pa., and subsidiary: Spencer Heating Company.  
Menasco Motors (Inc.), Los Angeles, Calif.  
Szekeley Aircraft and Engine Company, Holland, Mich.  
United Aircraft and Transport Corporation, 230, Park Avenue, New York City, including following subsidiaries (manufacture aeroplanes and engines):

Boeing Airplane Company,  
Chance Vought Corporation,  
Pratt and Whitney Aircraft Co.,  
Sikorsky Aviation Corporation.

Wright Aeronautical Corporation, Paterson, N.J.

#### 20. New Zealand.

The Colonial Ammunition Company, Auckland, manufactures small arms ammunition, both military and sporting, and so come under categories I and II of the 1929 Draft Convention with regard to the Supervision of the Manufacture of Arms and Implements of War. The company is entirely private.

#### 21. Roumania.

Undertakings situated in Roumanian territory:

##### *Category I.*

(a) *Belonging to the State:*

Artillery Arsenal (repairs only);  
Engineers Arsenal (repairs only);  
Military Arsenal (infantry ammunition).

(b) *With State participation:*

Copsa-Mica-Cujir (is not yet equipped and therefore manufactures nothing for the moment).

(c) *Private:*

Resita  
Astra  
Riger  
Schiell  
Bratasano

All these undertakings have very limited possibilities as regards the manufacture of implements of war. With the exception of Resita, which is able to manufacture barrels for guns, these concerns are only equipped for repairs, and their conversion would entail considerable expense and take at least six months.

*Category II.*

Nil.

*Category III.*

(a) *Belonging to the State:*

Three naval yards (repairs only).

*Category IV.*

(a) *Belonging to the State:*

Air arsenal (repairs only).

(b) *With the participation of the State:*

I.A.R. (Roumanian Aeronautical Industry). Manufactures aeroplanes, but with engines most of the parts of which are imported.

(c) *Private:*

S.E.T. (Zamfiresco aeroplane factory). Manufactures cellules of aeroplanes but not engines.

22. **Japan.**

- (a) They are, for the most part, Government-owned.
- (b) There is nothing corresponding to these items.
- (c) A small part is private enterprise.

23. **France.**

In the case of the Ministry of War and Ministry of Marine, the only establishments engaged chiefly or largely in the manufacture of the articles coming under categories I, II and III of the 1929 draft Convention are establishments which are owned by the State (constructional establishments and powder factories) and entirely private undertakings.

There are no exploited or subsidised undertakings under concession or supervision by the State. The State places orders for material with certain private factories; but the remuneration in such cases is the exact equivalent of the service rendered.

In the case of the Air Ministry, the *undertakings* on French territory which are chiefly or largely engaged in the manufacture of the articles coming under category IV of the draft Convention for the Supervision of the Manufacture of Arms and Implements of War of 1929 (aircraft and aircraft engines) are *private*.

These various establishments are listed in the following tables:

LIST OF UNDERTAKINGS, STATE AND PRIVATE, MANUFACTURING ARMS AND AMMUNITION AND IMPLEMENTS OF WAR.

*Note.* — The following list is very full. It includes a number of establishments which are only to some extent—often only to a very small extent—concerned with the manufacture of arms, ammunition or implements of war.

Designation of establishment	Designation of articles in categories I, II, III and IV of the draft Convention of 1929 on the Supervision of the Manufacture of Arms and Implements of War
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A. *State Establishments.*

Ecole centrale de Pyrotechnique de Bourges . . . . .	} Category I. — Art. 6, 9, 12. — § B. Category II. — Art. 1, 3. Category I. — Art. 5a, 5b, 5d, 6, 12. — § B. Category I. — Art. 6, 8b. — § B. Category I. — Art. 3, 4, 5a, 5d. — § B. Category I. — Art. 3 and 6. Category I. — Art. 6, 8a, 8b. — § B. Category I. — Art. 2b, 3, 5d, 6, 8a, 9. — § B.
Atelier de construction de Bourges . . . . .	
„ Lyon . . . . .	
„ Puteaux . . . . .	
„ Rennes . . . . .	
„ Roanne . . . . .	
„ Tarbes . . . . .	

Designation of establishment	Designation of articles in categories I, II, III and IV of the draft Convention of 1929 on the Supervision of the Manufacture of Arms and Implements of War
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A. State Establishments (continued)

Manufacture Nationale d'armes de Chatelleraut . . . . .	Category I. — Art. 1, 2a, 6, 8a, 8b, 10, 12. — § B.
" St. Etienne . . . . .	Category II. — Art. 1. — § B.
" Tulle . . . . .	Category I. — Art. 1, 2a, 4, 8a. — § B.
Atelier de fabrication de Besançon . . . . .	Category II. — Art. 1.
" Toulouse . . . . .	Category I. — Art. 1, 2a, 3, 12. — § B.
" Vincennes . . . . .	Category I. — § B.
Cartoucherie de Valence. . . . .	Category I. — Art. 3, 6.
Atelier de Pyrotechnie de Bouchet . . . . .	Category I. — Art. 3, 11.
Atelier de chargement de Moulins . . . . .	Category I. — Art. 3.
" Salbris . . . . .	Category I. — Art. 3, 6, 9, 12.
Parc régional de Clermont-Ferrand . . . . .	Category II. — Art. 3.
" " . . . . .	Category I. — Art. 6.
" " . . . . .	Category I. — Art. 6.
" " . . . . .	Category I. — Art. 8b.
National Powder Factories.	
Poudrerie de Sevran-Livry (Seine et Oise) . . . . .	Category I. — § B.
" du Repault (Indre et Loire) . . . . .	Category II. — § B.
" du Moulin Blanc (Finistère). . . . .	" "
" du Pont de Buis (Finistère). . . . .	" "
" d'Angoulême (Charente) . . . . .	" "
" de St. Médard (Gironde) . . . . .	" "
" de Toulouse (Haute-Garonne). . . . .	" "
" de St. Chamas (Bouches du Rhône) . . . . .	" "
" de Sorgues (Vaucluse) . . . . .	" "
" de Vonges (Côte d'or) . . . . .	" "
" d'Esquerdes (Pas de Calais). . . . .	" "
Direction d'Artillerie Navale de Cherbourg . . . . .	Category III. — Art. 1.
" Brest . . . . .	" "
" Toulon . . . . .	" "
" Bizerte . . . . .	" "
Parc d'Artillerie navale de Rochefort . . . . .	" "
Fonderie de Ruelle . . . . .	" "
Direction des Constructions Navales de Cherbourg . . . . .	" "
" Brest . . . . .	" "
" Lorient . . . . .	" "
" Toulon . . . . .	" "
Etablissement d'Indret . . . . .	" "
" de Guérisny . . . . .	" "

B. Private Establishments.

Schneider & C <sup>ie</sup> , Paris . . . . .	Category I.—Art. 5a, 5b, 5d, 6.—Art. 8d.—§ B
Etablissements Brandt, Paris . . . . .	Category III. — Art. 1 and 2.
Ateliers et Chantiers de la Loire, Paris . . . . .	Category I. — Art. 5c, 6.
Compagnie des Constructions des Batignolles, Paris . . . . .	Category I. — Art. 5c.
Etablissements Hotchkiss & C <sup>ie</sup> , Levallois-Perret. . . . .	Category III. — Art. 1.
La Précision Moderne, Paris . . . . .	Category I. — Art. 5c.
Société des Usines Renault, Billancourt . . . . .	Category I. — Art. 2a, 2b.
Société des Cycles Clément Gladiator, Le Pré St. Gervais . . . . .	Category III. — Art. 2.
Société Munitions de Chasse, de Tir et de Guerre, Paris . . . . .	Category I. — Art. 2b.
Manufactures de Machines du Haut-Rhin, Mulhouse . . . . .	Category I. — Art. 11.
Société des Tréfileries et Laminoirs du Havre (Cartoucherie de la Seine), Paris . . . . .	Category I. — Art. 2a.
Ateliers mécaniques de Normandie, Paris . . . . .	Category I. — Art. 3.
Cartoucherie française, Paris . . . . .	Category I. — Art. 3.
Société anonyme Fulmen, Richwiller . . . . .	Category I. — Art. 12. — § B.
Société d'Optique de Haute Précision, Paris . . . . .	Category I. — Art. 12.
H. Morin, Paris . . . . .	Category I. — Art. 4.
Société des Moteurs à Gaz et d'industrie Mécanique, Paris . . . . .	Category I. — Art. 4, 9.
Etablissements Ruggieri, Paris . . . . .	Category I. — Art. 4.
Société de Mécanique générale, Paris . . . . .	Category I. — Art. 12.
Société Anonyme Spiertz, Strasbourg . . . . .	Category I. — Art. 6.
Nouvelle Société de construction, Guebwiller. . . . .	Category I. — Art. 6.
Société des Etablissements Perbal, Paris . . . . .	Category I. — Art. 6.
Société des Etablissements Delaunay-Belleville, St. Denis . . . . .	Category I. — Art. 6.
L. Leroyer, Paris . . . . .	Category I. — Art. 6.
Société des Etablissements Luçhaire, St. Ouen . . . . .	Category I. — Art. 6.
Société des Etablissement Billant, Bourges. . . . .	Category I. — § B.
Société pour la fabrication des munitions de l'artillerie, Issy-les-Moulineaux . . . . .	Category I. — Art. 12.
Compagnie Générale d'électro-metallurgie, Paris . . . . .	Category I. — § B.
Société Anonyme Citroen, Paris . . . . .	Category I. — § B.
Société Anonyme des Etablissements Panhard-Levassor, Paris . . . . .	Category I. — Art. 11.
Société Anonyme des Etablissements Laffly, Asnières . . . . .	Category I. — Art. 11.
Manufacture française d'armes et cycles, St. Etienne . . . . .	Category I. — Art. 11.
Manufactures d'armes automatiques, Bayonne . . . . .	Category I. — Art. 1.
Balp, St. Etienne. . . . .	Category II. — Art. 1.
	Category II. — Art. 3.

Designation of establishment	Designation of articles in categories I, II, III and IV of the draft Convention of 1929 on the Supervision of the Manufacture of Arms and Implements of War
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*B. Private establishments (continued)*

Manufacture d'armes du Béarn, Pau . . . . .	} Category III. — Art. 1. Category I. — § B.
Ateliers et Chantiers Maritimes du Sud-Ouest, Bordeaux . . . . .	
Brunon, Valette & C <sup>ie</sup> , Rive de Gier . . . . .	Category I. — Art. 6, 8b.
Société des Etablissements Chobert, St. Etienne . . . . .	Category I. — Art. 2a.
Société de Chatillon-Commentry, Paris . . . . .	Category I. — § B.
Société Commentry-Fourchambault, Paris . . . . .	Category I. — § B.
Claudon & C <sup>ie</sup> , Le Chambon . . . . .	Category I. — § B.
Compagnie des Hauts-Fourneaux de Chasse, Chasse . . . . .	Category I. — Art. 6, 8b.
Etablissements Darne, St. Etienne . . . . .	Category I. — Art. 1.
Aciéries et Forges de Firminy, Firminy . . . . .	} Category III. — Art. 2. Category I. — § B.
Compagnie Fives-Lille, Paris . . . . .	
Etablissements Holtzer, Paris . . . . .	Category I. — Art. 6, 8b.
Forges de Rive de Gier, Rive de Gier . . . . .	Category I. — § B.
Métallurgique de Montbard-Aulnoye, Paris . . . . .	Category I. — Art. 6, 8b.
Société des Etablissements Marrel, Rive de Gier . . . . .	Category I. — § B.
Société des Usines Motobloc, Bordeaux . . . . .	Category I. — § B.
Forges et Chantiers de la Méditerranée, Paris . . . . .	Category I. — Art. 6.
Cartoucherie Paulet, Marseilles . . . . .	} Category I. — Art. 5d, II. Category III. — Art. 1.
Société Métallurgique du Périgord, Fumel . . . . .	
Manufactures d'armes Pyrénées-Océan, Hendaye . . . . .	Category I. — Art. 3.
Société Anonyme industrielle de Rochefort, Paris . . . . .	Category I. — Art. 6.
Forges et Aciéries de la Marine et d'Homécourt, Paris . . . . .	Category II. — Art. 1. — § B.
Forges et Aciéries du Saut-du-Tarn, Saint-Juery . . . . .	Category I. — § B.
Forges et Aciéries de St. Etienne, St. Etienne . . . . .	Category I. — § B.
Marcel Seytres, Marseilles . . . . .	Category II. — Art. 1, 2. — § B.
Société Electro-Chimie d'Ugine, Paris . . . . .	Category I. — § B.
Aciéries et Forges de Firminy . . . . .	} Category I. — Art. 5a, 5b, 5d. Category III. — Art. 2.
S.F.C.M. (Coil), Denain . . . . .	
Etablissements Granat . . . . .	Category I. — § B.
Chantiers de France, Dunkerque . . . . .	Category I. — § B.
Augustin Normand, Le Havre . . . . .	Category III. — Art. 2.
Chantiers Navals Français, Caen . . . . .	Category III. — Art. 2.
Ateliers de la Seine Maritime, Le Trait . . . . .	Category III. — Art. 2.
Chantiers de Penhoët, St. Nazaire . . . . .	Category III. — Art. 1.
Chantiers Dubigeon, Nantes . . . . .	Category III. — Art. 1.
Chantiers de Bretagne, Nantes . . . . .	Category III. — Art. 1.
Chantiers de la Gironde, Bordeaux . . . . .	Category III. — Art. 1.
Chantiers de Provence, Port de Bouc . . . . .	Category III. — Art. 1.
Compagnie Electromécanique, Le Bourget . . . . .	Category III. — Art. 1.
Société Rateau, La Courneuve . . . . .	Category III. — Art. 1.
S.S.C.M., La Courneuve . . . . .	Category III. — Art. 1.
Société de Constructions mécaniques (Procédés Sulzer), St. Denis . . . . .	Category III. — Art. 1.
Compagnie de Fives-Lille, Lille . . . . .	Category III. — Art. 1.
Société des Torpilles de St. Tropez . . . . .	Category III. — Art. 1.
Etablissements Breguet . . . . .	Category I. — Art. 8d.
Etablissements Sauttér-Harlé . . . . .	Category I. — Art. 8c.
Aircraft Factories (names of companies)	
Avions Bernard . . . . .	Category IV. — Art. 1.
Blériot Aéronautique . . . . .	" "
Chantiers de la Loire . . . . .	" "
C.A.M.S. . . . .	" "
Latécoère . . . . .	" "
Lioré et Olivier . . . . .	" "
Morane et Saulnier . . . . .	" "
Ateliers du Nord de la France (les Mureaux) . . . . .	" "
Nieuport Astra . . . . .	" "
S.E.C.M. . . . .	" "
Chantiers Wibault Penhoët . . . . .	" "
Levasseur . . . . .	" "
Potez . . . . .	" "
Société Provençale de construction aéronautique . . . . .	" "
Bloch . . . . .	" "
Société Gourdon-Leseurre . . . . .	" "
Caudron . . . . .	" "
Schreck . . . . .	" "
Couzinet . . . . .	" "
Société Aérienne Française . . . . .	" "
Romano . . . . .	" "
Engine Factories	
Hispano-Suiza . . . . .	Category IV. — Art. 2.
Gnome et Rhône . . . . .	" "
Renault . . . . .	" "
Salmson . . . . .	" "
Farman . . . . .	" "
Société Générale Aéronautique . . . . .	" "



24. Irish Free State.

None.

25. Belgium.

To this question the general reply may be given that there are no private undertakings in Belgium subsidised, under concession, or under supervision by the State. Most of the private undertakings which are capable of manufacturing arms do so only casually, when they receive an order, either from the Belgian Government or from abroad.

*Category I.*

(a) *State-owned:*

1. Royal cannon foundry;
2. Munition workshops at Zwyndrecht;
3. State arms factory.

(b) *Undertakings exploited, subsidised, under concession or under supervision by the State.*

None.

(c) *Private undertakings:*

Fabrique Nationale d'armes de guerre S. A., Herstal;  
Anciens Etablissements Pieper S. A.;  
Cockerill S. A., Seraing;  
Ougrée-Marihaye S. A., Ougrée;  
La Meuse S. A., Sclessin;  
Société Métallurgique du Hainaut, Couillet.

*Category II.*

- (a) None.  
(b) None.  
(c) Fabrique Nationale d'armes de guerre, Herstal;  
Fabrique Nationale d'armes de guerre, Bruges.

*Category III.*

- (a) None.  
(b) None.  
(c) Cockerill S. A., Seraing.

*Category IV.*

- (a) None.  
(b) None.  
(c) Entirely private undertakings:

Manufacture of military aircraft:

S. A. Belge de constructions aéronautiques, Haeren;  
Fairey Works, Gosselies;  
Georges Renard Works, Evere.

Manufacture of civil aircraft:

Orta Works, St. Hubert;  
Guldentops Works, Evere;  
Dassy Works, Evere.

There are private undertakings manufacturing powders and explosives at:

Brussels: S. A. Coopel;  
Wetteren: S. A. Canville;  
Brussels and Engis: S. A. Poudreries Réunies.

26. China.

The foreign merchants in China who deal in arms and implements of war have no factories, but import some from foreign countries. It is not possible, therefore, to indicate the character and kinds of arms manufactured by the foreign factories, wherefrom China obtains her supplies.

27. Sweden.

- (a) State undertakings:
- (aa) Responsible to the Army Administration;  
The munition factories (at Stockholm and Karlsborg);
  - (bb) Responsible to the Administration of the Marine:  
The dockyards at Karlskrona and Stockholm;
  - (cc) Responsible to the Air Ministry:  
The central construction shops at Malmö and Västerås.
- (b) There are no subsidised enterprises, etc.
- (c) Entirely private enterprises:
- S. A. Bofors at Bofors;
  - S. A. Bofors Nobelkrut at Bofors;
  - S. A. Norma Projektilfabrik, Amotfors;
  - S. A. Flygindustri, Dimhamn (aeroplane factory);
  - S. A. Svenska Järnvägsverkstäderna, Linköping (works mainly producing railway material).

28. Yugoslavia.

The following undertakings situated in the territory of the Kingdom of Yugoslavia are exclusively or largely employed in the manufacture of articles specified in categories I, II, III and IV of the 1929 draft Convention on the Control of the Manufacture of Arms and Implements of War:

*Category I.*

- (a) *State undertakings:*
- The military arsenal (at Kragujevac) with its branches (at Cacak and Sarajevo), which is capable of manufacturing articles coming under category I, A—viz., only those enumerated in points 1, 2(a), 3, 6 (to a certain extent), 8(a), 8(b) and 8(c), 9 and 10; in addition, this undertaking can manufacture certain articles enumerated in category I, head B.
- (b) *Undertakings exploited, subsidised, under concession or under supervision by the State:*
- Nil.
- (c) *Private undertakings:*
- The arms and ammunition factory at Užice: this is quite a small factory which makes certain types of sporting guns and certain types of revolvers and ammunition for them; but it is also capable of manufacturing certain parts of military rifles (and therefore arms coming under head A, 1).
- The machine factory and foundry (Strojne fabrike i livnice) at Ljubljana, which is also a small undertaking, can only manufacture mines (*i.e.*, articles specified under A, 8(c)).
- The "Sartid" mines and metallurgical works (Srpsko akcionarsko rudarsko i topioničko društvo) at Smederevo, which is also a small undertaking, can only manufacture mines (*i.e.*, articles coming under A, 8(c)).

*Category II.*

- (a) *State undertakings:*
- Nil (with the exception of the military arsenal at Kragujevac, already mentioned, which is only able to manufacture certain articles coming under this category).
- (b) *Undertakings exploited, subsidised, under concession or under supervision by the State:*
- Nil.
- (c) *Private undertakings:*
- Nil (with the exception of the arms and munition factory of Užice, already mentioned, which can only manufacture certain types of revolvers, as stated above).

*Category III.*

- (a) *State undertakings:*
- Nil.
- (b) *Undertakings exploited, subsidised, under concession or under supervision by the State:*
- Nil.

(c) *Private undertakings:*

The "Jaro" Adriatic dockyard (Jadransko brodogradilište) at Kraljevica, and  
The dockyard of Split (Splitsko brodogradilište).

These two dockyards can only construct small vessels, but neither of them can manufacture the machinery, motors or turbines for these vessels, still less arms, ammunition and other equipment necessary for them.

*Category IV.*

(a) *State undertakings:*

The "Breguet" factory at Kraljevo, which manufactures aeroplanes (non-assembled).

(b) *Undertakings exploited, subsidised, under concession or under supervision by the State:*  
Nil.

(c) *Private undertakings.*

The "Ikarus" undertaking at Zemun and at Novi Sad, which manufactures aeroplanes (non-assembled);

The "Zmaj" undertaking at Zemun, which manufactures aeroplanes (non-assembled);

The "Rogožarski" undertaking at Beograd which manufactures aeroplanes (non-assembled);

The aeroplane engine factory at Rakovica near Beograd (Industrija aeroplanskih motora u Rakovici) which manufactures aeroplane engines;

The "Blajkovic" undertaking at Rakovica near Beograd, which manufactures aeroplane engines.

*Note.* — All these undertakings for the manufacture of aeroplanes and engines are under State supervision and the State places its orders with them.

29. **Finland.**

The undertakings engaged in the manufacture of war material in Finland are: a gunpowder factory comprising a workshop for the loading of cartridges, a cartridge factory, a rifle factory, an aeroplane factory, a Government naval dockyard and the Civic Guards' Arms Workshop, Ltd.

In addition the Crichton-Vulcan O. Y. Company's shipyards have since 1927 done work provided for in the naval defence programme. This work will be completed during the year 1933, and the shipyards will then resume their ordinary work for the mercantile marine.

As regards the above-mentioned undertakings, the Civic Guards' Arms Workshop, Ltd., and the Crichton-Vulcan O. Y. Company are entirely private, while all the others are State-owned.

30. **Netherlands.**

A. *Mother Country.* — The undertakings engaged principally or to a large extent in the manufacture of the articles coming under categories I, II, III and IV of the 1929 draft Convention on the Supervision of the Manufacture of Arms and Implements of War are the following:

(a) Staatsbedrijf der Artillerie-Inrichtingen (State undertakings for artillery establishments);

(b) None;

(c) N. V. Hollandsche Industrie-en Handelmaatschappij "Siderius" of The Hague, and N. V. Nederlandsche Patronen- Slaghoedjes-en Metaalwarenfabriek, of Dordrecht.

B. *Oversea Territories.* — The undertakings chiefly or largely engaged in the manufacture of articles coming under categories I, II, III and IV of the 1929 draft Convention on the Supervision of the Manufacture of Arms and Implements of War are the following:

Artillerie-Constructie-Winkel;  
Pyrotechnische Werkplaats;  
Projectiefabriek;  
Werkplaats voor Draagbare Wapenen.

All these undertakings are State-owned and are situated in Java.

These undertakings manufacture arms coming under categories I and II of the above-mentioned draft Convention; with the exception of the ammunition delivered by the Projectiefabriek for the naval forces, no articles coming under categories III and IV are manufactured in the Netherlands Indies.

31. **Venezuela.**

There is at present no factory producing arms or war material.

32. **Italy.**

The State establishments which can manufacture war material are the following:

Royal Army Arsenal, Turin;  
Royal Army Arsenal, Piacenza;  
Royal Army Arsenal, Naples;  
Royal Army Arms Testing Laboratory, Rome;  
Royal Army Arms Factory, Terni;  
Royal Army Detonator Factory, Rome, and separate branch at Torre Annunziata;  
Royal Army Explosives Factory at Capua, and branch at Bologna;  
Royal Arsenal, Spezia;  
Royal Arsenal, Taranto;  
Naval Base, Venice;  
Royal Naval Dockyard, Castellamare di Stabia.

Most of the war material required for the armed forces, however, is manufactured by private industry, the State establishments being used principally for repairs.

Concessions have been granted for the following State establishments:

Arms Factory at Rome for the manufacture of rifles and machine-guns, concession granted to S. A. E. Breda;  
Establishment at Pozzuoli for the manufacture of artillery and accessories, concession granted to S. A. Ansaldo;  
Naval Dockyard of Leghorn, concession granted to the Società Odero, Terni and Orlando;  
Scoglio Olivi Dockyard at Pola, concession granted to the Società Cantiere Navale Scoglio Olivi.

The other establishments producing implements of war—*e.g.*, Ansaldo, Breda, etc.—are wholly private, and all of them also manufacture materials for civil purposes, such as locomotives, motor vehicles, agricultural machinery, aircraft, merchant ships, etc. On receiving orders for implements of war, these establishments mostly place sub-contracts with other firms throughout the country.

33. **Hungary.**

Undertakings under the jurisdiction of the Kingdom of Hungary chiefly or largely engaged in the manufacture of articles coming under categories I, II, III and IV of the 1929 draft Convention on the Supervision of the Manufacture of Arms and Implements of War are as follows:

- (a) *Undertakings entirely owned by the State:*  
Royal Hungarian State Factory for the manufacture of implements of war.
- (b) *Undertakings under State supervision:*  
Ferdinand Süss & Co. Ltd. Factory for the manufacture of mechanical and optical instruments of precision.  
Factory for the manufacture of sporting cartridges, detonators and metal wares (Limited Liability Company).  
Arms and Machinery Factory (Limited Liability Company).

34. **Germany.**

As a result of disarmament, Germany has no undertakings chiefly or largely engaged in the manufacture of arms, etc., with the exception of the Wilhelmshaven Naval Dockyard and the Deutsche Werke A.G. Kiel (formerly Kiel Naval Dockyard).

The arms, etc., intended for the use of the German army are manufactured, apart from the above-mentioned undertakings, by private undertakings whose principal production has a non-military character.

Germany has no military aviation industry.

- (a) The Wilhelmshaven Naval Dockyard is State-owned.  
(b) and (c) The Deutsche Werke A.G. Kiel are subsidised by the Reich.

All the other undertakings (see reply to Question 2, paragraph 2) are entirely private; for the manufacture of arms, etc., they hold a special permit in accordance with the Law of July 27th, 1927 (see reply to Question 1).

35. **Persia.**

No licence or special authorisation is granted to private individuals as regards the manufacture of arms.

36. **India.**

The undertakings mentioned below are engaged in the manufacture of the articles coming under Categories I, II, III and IV, of the 1929 Draft Convention on the Supervision of the Manufacture of Arms and Implements of War (document A.30.1929.IX, dated September 4th, 1929).

Metal and Steel Factory, Ishapore;  
Gun Carriage Factory, Jubbulpore;  
Ammunition Factory, Kirkee;  
Cordite Factory, Aruvankadu;  
Rifle Factory, Ishapore;  
Gun and Shell Factory, Cossipore.

They are all State-owned.

37. **Austria.**

In accordance with Article 132 of the Treaty of St. Germain, the manufacture of arms, ammunition and implements of war for the requirements of the Federal army and of the armaments allowed by that Treaty is carried on in a single factory, which is administered by the State.

This State factory consists of:

- (a) The (Governmental) Directorate at Vienna;
- (b) The section for the manufacture of artillery and infantry material at Vienna-Simmering (a Government undertaking);
- (c) The section for the manufacture of infantry ammunition at Lichtenwörth (attached to the Lichtenwörther Patronenfabriks A. G.);
- (d) The section for the manufacture of artillery ammunition at Enzesfeld (attached to the Enzesfelder Metallwerke A. G.).

The sections mentioned under (c) and (d) are private establishments operating under Government control, in accordance with agreements concluded, and are strictly separate from the commercial manufacture of those undertakings.

- (e) The powder and explosives section at Blumau (Blumauer Sprengstoffwerke A. G., a licensed undertaking placed under Government control, of which the State owns 51 per cent of the capital); this section produces only articles coming under Category V, 1.

In accordance with the provisions of Part V, Sections II and III, of the Treaty of St. Germain, none of the articles coming under Categories III and IV are allowed to be manufactured. As regards the articles in Category III, this prohibition is also to be found in the Law of January 17th, 1928, and as regards the articles coming under Category IV, in the Decree of September 30th, 1929.

38. **Chile.**

Chile has only one factory producing on a limited scale the articles coming under Categories I, II, III and IV of the 1929 Draft Convention.

This factory is owned by the State and administered by the Army.

In the case of arms, it manufactures spare parts only and carries out repairs.

In the case of ammunition, the factory can produce arms ammunition, but only to meet the training requirements of the Army.

39. **Switzerland.**

In Switzerland, the undertakings enumerated below are engaged primarily or to a considerable extent in manufacturing material falling within the scope of Categories I, II and IV of the Draft

Convention (the question of Category III—vessels of war and their armament—does not arise in the case of Switzerland).

(a) *State factories:*

The Arms Manufactory, Berne;  
The Construction Workshops, Thun;  
The two ammunition factories at Thun and Altdorf.

(b) *Private factories:*

Société industrielle Suisse (Swiss Industrial Corporation), Neuhausen. (This firm has a department for the manufacture of portable firearms, which constitutes an important side of its activities.)

Société Anonyme de machines-outils (Machine Tools Corporation), Oerlikon. (This firm manufactures guns of a calibre of 2 cm.; in the main, however, it produces machine tools.)

Arms Manufactory, Solothurn. (This firm is exclusively engaged in manufacturing portable firearms, machine rifles and guns of a calibre of 2 cm.).

It may be added that Messrs. Hämmerli, Lenzburg, manufacture rifle barrels and that Messrs. Alfred Comte, Horgen, and Messrs. Dornier, Altenrhein, build aeroplanes.

The Berna and Saurer firms and the Winterthur Engine Works make aeroplane engines, but in small quantities and at present on behalf of the State only.

The firms enumerated under (b) are not exploited, subsidised, under concession or under supervision by the State.

These private firms are mainly engaged in supplying the State and at least in part manufacture on the basis of State licences (aeroplanes and aeroplane engines).

There are in addition a considerable number of firms manufacturing detached parts for arms and ammunition, together with various firms manufacturing side-arms (infantry bayonets). Almost the whole output is intended for the Swiss Government. There is very little exportation and, in the case of all these firms, this type of manufacture represents nothing but an insignificant side of their general activities. The firms in question, therefore, need not be taken into consideration in the reply to point 2 on the questionnaire.

In addition to these firms, mention should be made of the gunsmiths. Their activities consist almost exclusively in the sale of sporting articles of all kinds; the latter include arms and ammunition. The question of manufacture is of only slight importance.

#### 40. **Australia.**

The undertakings in the Commonwealth of Australia which chiefly are largely engaged in the manufacture of arms and implements of war, and their ownership, are:

*Category I.*

Government Munitions Factories, Melbourne, Victoria;  
Government Small-Arms Factory, Lithgow, New South Wales.

Both are owned by the Government of the Commonwealth of Australia.

*Category II.*

Nil.

*Category III.*

Cockatoo Island Dockyard, Sydney, N.S.W., owned by the Government of the Commonwealth of Australia and leased to a private concern.

*Category IV.*

There are several small firms engaged in the manufacture of aeroplanes (other than engines, all of which are imported) but, with one exception, their plant and manufacturing capacity are quite negligible.

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THIRD QUESTION.

*How were the sales of the total output of all these undertakings and, if this information is available, of each of them distributed in percentages (weight, value) between foreign markets and the home markets during the years 1927 to 1931?*

REPLIES OF THE GOVERNMENTS OF:

1. **Panama.**

There are no such undertakings.

2. **Bulgaria.**

The total annual output of the Government armaments factory supplies the requirements of the army and of the police.

3. **Estonia.**

In the territory under the jurisdiction of Estonia no undertakings exist for the manufacture of the articles coming under Categories I, II, III and IV of the 1919 Draft Convention on the Supervision of the Manufacture of Arms and Implements of War.

4. **Latvia.**

The above-mentioned undertakings work only for home requirements save for a few very rare exceptions, as, for example, the execution of two orders from the Baltic countries, one of which (in 1930) was for 100,000 rifle cartridges and the other (in 1931) for 500,000 cartridge cases, bullets and caps.

6. **Portugal.**

The total output is entirely absorbed by the home markets.

7. **Afghanistan.**

As already stated under Question 2 (see page 18), there have been or are no State-owned or established private undertakings for the manufacture of arms and implements, etc., within the Afghan territory, consequently, there have been no output, distribution or sale (in gross or percentage) between any foreign or home markets.

8. **Turkey.**

The output is intended exclusively for State requirements. There are no Government sales on the home or foreign markets, either of manufactured or of non-manufactured products.

9. **Siam.**

The output of the Government workshops is not sold either in Siam or abroad, and the limited amount of ammunition made is for the annual training.

10. **Poland.**

The majority of the Polish establishments engaged in the armaments industry work only for the home markets. The following table shows as a percentage of value the share of foreign markets in the assessment of the total output of arms and ammunition:

Industrial Establishment	1929	1930	1931
1. State factories for the manufacture of arms . . . . .	%	%	%
2. " Granat " at Kielce . . . . .	0.84	6.9	4.4
3. " Pocisk " at Warsaw . . . . .	—	—	18.6
4. " Perkun " at Warsaw . . . . .	0.055	1.55	0.88
	1.19	2.8	—

11. Union of South Africa.

There were no sales.

12. Greece.

The total cartridge factory output is absorbed by the home markets. The Phaleron Works build aircraft only for the purposes of national military aviation.

13. Iraq.

Nil.

14. Norway.

The following annex shows how the output was distributed between the home markets and foreign markets.

*Annex.*

PROPORTION BETWEEN THE VALUE OF THE OUTPUT INTENDED FOR THE HOME MARKETS AND THE OUTPUT EXPORTED DURING THE YEARS 1927-1931.

Undertakings		Home markets, value in percentage	Exported, value in percentage
Norma Projectile Works Ltd. . . . .	1927-1931	100	0
Army Aircraft Works . . . . .	1927-1931	100	0
Naval undertakings . . . . .	1927-1931	85.3	14.7
Kongsberg Arms Factory . . . . .	1927	98.63	1.37
	1928	99.62	0.38
	1929	98.41	1.59
	1930	98.01	1.99
	1931	98.85	1.15
Raufoss Munition Works . . . . .	1927	17	83
	1928	21	79
	1929	77	23
	1930	99.75	0.25
	1931	74.3	25.7

NOTE. — The figures for the Raufoss Works have been shown for each year during the period in question, as the works carried out a big munitions order from the Turkish Government in 1927-28. The average for those years would thus not represent the normal situation as regards exports.

15. United Kingdom.

1. The State factories mentioned in the reply to the second question do not manufacture for sale to foreign countries or to the home market. These factories manufacture solely for the armed forces of the Crown.

2. As regards private factories, the reply to the second question will show that it is impracticable to give figures relating to each factory.

As regards the *total output* of arms and munitions by all undertakings in the United Kingdom of Great Britain and Northern Ireland, a census of the total production of all classes of manufactures (not confined to arms and ammunition) is made periodically by the Board of Trade. The last census was taken in 1930 and the information derived from it has already been published in the *Board of Trade Journal* in such detail as was found possible, having regard to the obligation, imposed by Statute, of avoiding the disclosure of particulars relating to the business of individual firms. It must be pointed out, however, that this census is not taken annually and that the groups and categories which appear in it are not exactly parallel with the categories of arms and munitions of war contained in the draft Convention of 1929. No distinction, for instance, is drawn between military and civil aircraft, and the line between explosives for military purposes and those required for ordinary commercial use (in mines, etc.) is somewhat indefinite.

The *total exports* of all kinds from the United Kingdom are published monthly and annually in greater detail by the Board of Trade and include exports of State-owned arms and ammunition. Extracts which cover arms and implements of war are republished in the *League Statistical Year-Book of the Trade in Arms and Ammunition*. Here, again, the categories do not agree with the categories in the 1929 draft Convention.

His Majesty's Government in the United Kingdom therefore regret their inability to give a detailed answer to this question. This is not due to any wish to withhold information, but solely to the fact that they are not in possession of, and are not able to obtain, the detailed information required.

16. Lithuania.

The repair workshops mentioned under the second question (see page 20) work for the Government and the material repaired by them is not for sale.



**18. Denmark.**

The value of the deliveries made by the "Dansk Rekyriffel Syndikat" at home and abroad respectively, is distributed proportionately as follows:

	Percentage in Denmark	Percentage abroad
1927 . . . . .	3.5	96.5
1928 . . . . .	0.17	99.83
1929 . . . . .	0.57	99.43
1930 . . . . .	1.36	98.64
1931 . . . . .	7.16	92.84

The Syndicate does not show the proportional distribution by weight of the sales made at home and abroad respectively, but, as it only manufactures machine rifles, this question would not appear to be of major importance.

The "Dansk Ammunitionsfabrik" Co. reports that the whole of its output for the years 1927 to 1931 was sold in Denmark.

The Schultz and Larsen Rifle factory at Otterup reports that, from 1927 to 1931, 76½ per cent of the value of the rifles and rifle parts manufactured by it were sold at home and 23½ per cent abroad.

From 1927 to 1931, the State establishments only sold percussion caps abroad, to a value of 6,000 crowns.

**19. United States of America.**

The following table gives the information requested in respect to undertakings of category (a) (second question):

	Distribution of the output			
	By weight		By value	
	For the United States %	For foreign Governments %	For the United States %	For foreign Governments %
Watertown Arsenal . . . . .	100	—	100	—
Watervliet Arsenal . . . . .	100	—	100	—
Frankford Arsenal . . . . .	99.99974	0.00026	99.968	0.032
Picatinny Arsenal . . . . .	99.99996	0.00004	99.9989	0.0011
Springfield Armory . . . . .	99.99977	0.00023	99.984	0.016
Rock Island Arsenal . . . . .	99.99999	0.00001	99.995	0.005
Portsmouth Navy Yard . . . . .	100	—	100	—
Philadelphia Navy Yard . . . . .	100	—	100	—
Mare Island Navy Yard . . . . .	100	—	100	—
Puget Sound Navy Yard . . . . .	100	—	100	—
Newport Naval-Torpedo Station . . . . .	100	Negligible	100	Negligible
Indian Head Naval-Powder Factory . . . . .	100	—	100	—
Washington Naval-Gun Factory . . . . .	100	Negligible	100	Negligible
Baldwin Naval Ordnance Plant . . . . .	100	—	100	—
Philadelphia Naval-Aircraft Factory . . . . .	99.994	0.005	99.994	0.005
New York Navy Yard . . . . .	100	—	100	—

For category (c) (second question) the information requested is not available.

The following table indicates the distribution of the total production of certain commodities for the years 1927, 1929 and 1931:

Commodity	Percentage consumed in U. S.			Percentage exported		
	1927 %	1929 %	1931 %	1927 %	1929 %	1931 %
Pistols and revolvers . . . . .	68	65	83	32	35	17
Rifles . . . . .	84	80	92	16	20	8
Cartridges . . . . .	81	77	89	19	23	11
Aeroplanes, seaplanes, etc. . . . .	94	89	92	6	11	8
Aeroplane engines and parts . . . . .	90	87	84	10	13	16

**20. New Zealand.**

The total output of the undertakings was absorbed in home markets.

**21. Roumania.**

Roumania does not export any implements of war. As regards the home market, the value of the total output during the years 1927 to 1931 was insignificant, being almost entirely confined to repairs and relating to a small extent only to manufacture (some fifty aeroplanes, infantry cartridges, unfilled hand-grenades).

**22. Japan.**

By reason of the nature of the system obtaining in Japan, it would be difficult in practice to make the necessary investigation.

23. France.

Of the State establishments, only the national powder factories sell their products, viz:

- (1) Powders and explosives for purposes of war to the land and naval artillery services and to the colonial services;
- (2) Powders and explosives for purposes of war to foreign Governments;
- (3) Sporting gunpowders and mining powders to the "Administration des Contributions indirectes" for consumption in France or export to foreign countries or to colonies or protectorates.

The following table shows the deliveries by the Powder Department from 1927 to 1931 in percentages (tonnage and value).

Year	Home market		Foreign markets	
	Tonnage	Value	Tonnage	Value
1927 . . . . .	90.5	90.5	9.5	9.5
1928 . . . . .	91.3	92.3	8.7	7.7
1929 . . . . .	92.5	92.4	7.5	7.6
1930 . . . . .	92.6	95.5	7.4	4.5
1931 . . . . .	93.2	96	6.8	4

As regards the sale of the production of private factories, there are no statistics except in the case of material which is exported (namely, the statistics published by the Customs Department of the Finance Ministry). These statistics also contain the particulars with regard to all material supplied by the French Government to foreign Governments.

As regards the total production of private establishments, it does not appear possible to give a definite figure easily or rapidly. At the present moment, there is a complete absence of information on the subject.

24. Irish Free State.

None.

25. Belgium.

The Government establishments neither sell nor export any material of their own manufacture.

As regards the private establishments, their "total" output is published annually in the Belgian *Statistical Year-Book*. It therefore includes a large quantity of arms and ammunition covered by paragraph 2 of Category V. See table attached.

TRADE IN ARMS AND AMMUNITION.

Year	Imports		Exports	
	Weight (in tons)	Value (in thousands of francs)	Weight (in tons)	Value (in thousands of francs)
1927 . . . . .	1,200	15,165 B.F. 2,187 Gold F.	2,507	168,781 B.F. 24,4339 Gold F.
1928 . . . . .	1,435	20,057 B.F. 2,895 Gold F.	2,657	176,451 B.F. 25,467 Gold F.
1929 . . . . .	2,322	25,565 B.F. 3,686 Gold F.	3,565	216,156 B.F. 31,163 Gold F.
1930 . . . . .	1,304	24,622 B.F. 3,560 Gold F.	2,707	161,856 B.F. 23,402 Gold F.

POWDERS AND OTHER EXPLOSIVES.

Year	Imports		Exports	
	Weight (in tons)	Value (in thousands of francs)	Weight (in tons)	Value (in thousands of francs)
1927 . . . . .	539	10,946 B.F. 1,578 Gold F.	1,411	13,549 B.F. 1,954 Gold F.
1928 . . . . .	549	10,088 B.F. 1,456 Gold F.	1,228	13,889 B.F. 2,005 Gold F.
1929 . . . . .	623	16,824 B.F. 2,426 Gold F.	1,597	17,778 B.F. 2,563 Gold F.
1930 . . . . .	693	13,879 B.F. 2,007 Gold F.	1,732	17,808 B.F. 2,575 Gold F.

26. China.

There is nothing to reply, in view of the reply given to the first question.

27. Sweden.

As the official statistics are based upon different principles for manufacture and for export respectively, it would be difficult to give exact percentages. We will therefore confine ourselves to the statement that the average annual output from private and State undertakings of articles broadly corresponding to those covered by the questionnaire is from 22 to 23 million crowns for the period 1927-1931, and that the value of exports of these articles is 10 million crowns. These figures do not include gunpowder and other explosives, but the value of the other articles in Category V has had in most cases to be included, as the headings under which this category is placed in the statistical returns are not specific enough to allow of their separate inclusion.

It is much to be hoped that one of the main results of the work of the Committee enquiring into the possibility of a strict control of the armaments industry in Sweden, to which the Swedish representative referred at the meeting of the Bureau on November 18th, 1932 (Minutes, page 100), will be the preparation of statistics from which an exact reply to this question can be furnished later.

28. Yugoslavia.

All the undertakings enumerated under the second question have a very low output capacity. All articles coming under Categories I, II, III and IV manufactured by these undertakings, and in so far as they have manufactured them, from 1927 to 1931, were purchased by the State. Consequently, except for articles manufactured for the account of the State and purchased by it, there has been during this period no sale of these articles in the home or export market.

29. Finland.

In practice, the above-mentioned undertakings produce for the home market only. During the years 1927-1931, only 1 per cent of their total output was exported.

30. Netherlands.

A. *Mother Country.* — As regards the State undertaking (see question 2 (a), production is intended solely for the army and navy in European territory and in the oversea territories.

As regards private undertakings (see question 2 (c)), the Government does not feel authorised to answer the question unless the other Governments of countries in which private manufacture takes place supply the same information.

B. *Oversea Territories.* — The total output of these undertakings is intended for the armed forces of the Netherlands Indies.

31. Venezuela.

Nil.

32. Italy.

There are no data available for a reply.

33. Hungary.

Distribution of the output of the above-mentioned undertakings between foreign and home markets in percentages of weight and value:

Undertaking	Market	1927	1928	1929	1930	1931
Royal Hungarian State Factory for the manufacture of implements of war. . . . .	Home	100	100	100	100	100
	Foreign	—	—	—	—	—
Ferdinand Süss & Co. Ltd., factory for the manufacture of mechanical and optical instruments of precision . . . . .	Home	70	70	70	70	70
	Foreign	30	30	30	30	30
Factory for the manufacture of sporting cartridges, detonators and metal wares (limited liability company). . . . .	Home	100	100	100	100	100
	Foreign	—	—	—	—	—
Arms and Machinery factory (limited liability company). . . . .	Home	96	96	98	98	79
	Foreign	4	4	2	2	21

34. **Germany.**

There are no exports of arms, etc.

35. **Persia.**

The replies to this question are negative.

36. **India.**

Government armament factories in India manufacture solely for defence forces of India and not for export or for sale in either home or foreign markets.

37. **Austria.**

This question does arise in the case of Austria, as the exportation of all arms, ammunition and implements of war is prohibited under Article 134 of the Treaty of St. Germain and the Law of January 17th, 1928.

38. **Chile.**

As there is no commercial output, no war material has been sold either on the home or on the foreign markets.

39. **Switzerland.**

Particulars cannot be supplied with regard to the quantities and value of the manufacture and sales of the above-mentioned firms, as legally the Government has no supervisory rights. It is only exports of finished arms which can be estimated on the basis of the Customs statistics. Even in this case, the figures only give a very rough idea of the quantities exported, as exports also include half-manufactured material which is not necessarily shown in the Customs statistics as implements of war.

40. **Australia.**

The sales of the undertakings during the years 1927 to 1931 were as follows:

*Category I.*

*Commonwealth Government Factories.*

Year	Home markets Value in %	Exported Value in %
1927 . . . . .	97.81	2.19
1928 . . . . .	100.00	Nil
1929 . . . . .	97.73	2.27
1930 . . . . .	92.34	7.66
1931 . . . . .	94.98	5.02

*Note.* — Included in the above figures are values of goods of non-military nature made for the Government Departments. The items cannot be separated, but they are not substantial.

*Category II.*

Nil.

*Category III.*

Year	Home markets Value in %	Exported Value in %
1926-29 . . . . .	100.00	Nil

*Category IV.*

Home markets: Value in %	Aircraft other than engines	Govt. Dock- yard. Cockatoo Island	A private firm
	1927 . . . .	Nil	Nil
	1928 . . . .	Nil	Nil
	1929 . . . .	Nil	100
	1930 . . . .	Nil	Nil
	1931 . . . .	Nil	Nil

Exported: Nil.

FOURTH QUESTION.

*Are there any laws or administrative regulations in your country forbidding all soldiers or members of the military administration in active service to hold paid posts in private armament undertakings ?*

REPLIES OF THE GOVERNMENTS OF:

1. **Panama.**

As no such undertakings exist, the question does not arise.

2. **Bulgaria.**

Under the terms of the law concerning military persons, no officer, non-commissioned officer or private soldier coming under the Ministry of War may hold a paid post in any private undertaking engaged in the manufacture of explosives or arms.

3. **Estonia.**

Under the law concerning military service and the administrative regulations, no post may be held in any private undertaking by soldiers or members of the military administration in active service.

4. **Latvia.**

The Latvian legislation does not contain any provisions embodying such a prohibition. Nevertheless, the law relating to service in the Army and the Fleet (Article 377) forbids persons in active service to hold powers of attorney for third persons in matters coming under the institutions to which they belong. They are also forbidden to participate directly or through third persons in money-making undertakings or transactions the conclusion or execution of which would involve a conflict between their private interests and those of their service or in favour of which they might make use of the advantages attaching to the posts which they hold.

6. **Portugal.**

No private undertakings exist.

*Annex.*

In connection with this reply, the Army Staff supplies the following information:

“Hitherto, no private factories for arms or war material have been established in the country. It is true that, during the war of 1914-1918, private industry helped to supply war material for the Allied Armies, but manufacture was authorised on that occasion only as an exceptional measure. The Portuguese State holds a monopoly for the manufacture and conservation of war material in its establishments, recourse to private industry, even for repairs, being strictly prohibited.

“No legal provisions actually exist in the country forbidding soldiers in active service to hold paid posts in private armament undertakings. There are, however, legal provisions which absolutely prohibit any military person, irrespective of rank, from engaging in trade of any kind.”

**7. Afghanistan.**

Administrative regulations in the Afghanistan Kingdom do not allow soldiers or members of the military administrations to hold any paid posts or otherwise in private armament undertakings or in other private establishments during the period of their active service.

**8. Turkey.**

The Law of May 28th, 1928, forbids soldiers in active service to take any part in private undertakings.

**9. Siam.**

None.

**10. Poland.**

Soldiers in active service and Government officials belonging to the military administration are not allowed to hold paid posts in private armament undertakings. This question is governed by the following provisions:

**A. In the case of soldiers on active service:**

(1) Article 50 of the Decree of the President of the Republic dated October 7th, 1932, on the military service of non-commissioned officers and men (*Legal Gazette* No. 89, Section 747).

(2) Article 24 of the Decree of the President of the Republic dated March 7th, 1928, on the military service of warrant officers and other naval ratings (*Legal Gazette* No. 27, Section 251).

(3) Article 23 of the Law of March 23rd, 1922, on the fundamental duties and rights of officers in the Polish Army (*Legal Gazette* No. 32, Section 256).

(4) Article 42 of the Law of June 20th, 1924, on the fundamental duties and rights of officers in the navy (*Legal Gazette* No. 64, Section 626).

**B. In the case of officials of the military administration:**

Article 29 of the Law of February 17th, 1922, on the civil administration of the State (*Legal Gazette* No. 87, Section 737).

**11. Union of South Africa.**

No.

**12. Greece.**

The law forbids the exercise of any private occupation or profession in the case of all State officials.

**13. Iraq.**

Nil.

**14. Norway.**

There is no prohibition forbidding soldiers or members of the military administration in active service to hold paid posts in private armament undertakings.

**15. United Kingdom.**

There are regulations in all the three fighting services governing the holding of paid posts in private undertakings by any active member of those forces. So far as the Admiralty and the War Office are concerned, there is no actual law or regulation which in itself precludes an officer on the Active List on full pay from holding a post in a private undertaking, but, before any such post can be accepted, application must be made to the Board of Admiralty or the Army Council in accordance with paragraph 20, King's Regulations and Admiralty Instructions for the Navy,

and paragraph 516, King's Regulations for the Army, and, in point of fact, permission would always be refused for an officer of either the Navy or the Army on full pay to accept employment in an armament firm.

As regards the Air Ministry, paragraph 1096 of King's Regulations for the Royal Air Force actually prohibits an officer or airman on the Active List on full pay from accepting any paid post in connection with any company, firm or individual engaged in trade.

**16. Lithuania.**

Nil.

**18. Denmark.**

The Law of March 31st, 1931, concerning Government officials provides (Section 44) that, in order to be able to carry on a trade or industry, to accept, in addition to Government service, a position carrying a regular salary or joining the board or governing body of an industrial or commercial company, every Government official must give written notice thereof to the Minister, or to the authority under the Minister qualified to fill the position held by such official. If the authority receiving the intimation considers that the occupation or post in question is inconsistent with the conscientious discharge of the officials' duties as a Government servant, as well as with the honour and trustworthiness which the holder of such a post must possess, the authority concerned may forbid him to hold the position in question.

There are no special rules forbidding soldiers to hold paid posts in private armament undertakings.

**19. United States of America.**

1. No officer of the Army shall be employed in civil work that will interfere with his military duties.

2. Officers and enlisted men of the Army are forbidden to procure business from the Government for any concern in which they are interested.

3. Enlisted men of the Army shall not leave their posts to engage in civil pursuits that will place them in competition with local civilians.

4. Civil employees of the War Department must perform seven hours of labour daily, Sundays and public holidays excepted; the only other restriction on outside employment is that they shall not be employed by any foreign Government, corporation, partnership or individual that is in competition with American industry.

5. It is provided by law that no payment shall be made from appropriations made by Congress to any officer in the Navy or Marine Corps on the Active or Retired List while such officer is employed by any person or company furnishing naval supplies or war material to the Government. Such employment is unlawful.

6. No enlisted man in the active service of the United States of America in the Navy or Marine Corps, may be detailed, ordered, or permitted to leave his post to engage in any pursuit, business or performance in civil life, for emolument, hire, or otherwise, when the same shall interfere with the customary employment and regular engagement of local civilians in the respective arts, trades, or professions.

7. The employment of civilian employees of the Navy Department or in the field service by private companies engaged in the manufacture of arms, ammunition or implements of war for the Government of the United States of America is prohibited by regulation of the Department.

**20. New Zealand.**

There are none in existence, but such action would not be permitted.

**21. Roumania.**

No officer, non-commissioned officer, soldier or civilian official of the Army is employed or paid by private arms undertakings.

**22. Japan.**

Yes. Viz., Regulations concerning the Service of State Officials, Imperial Ordinance No. 39, 1887.

23. **France.**

“ Active service ”, is defined by Article 3 of the Law of May 19th, 1834, on the position of officers:

“ Active service is the position of officers belonging to one of the cadres constituting the Army who are in employment and of officers outside the cadres constituting the Army who are temporarily employed on some special service or mission.”

An officer “ in the cadres ” must devote the whole of his time to his service. Concessions in the matter of writing may be made for certain officers who can thus add to their resources by their pens; but any other occupation, with the exception of the administration of their property, is forbidden to them. In particular, commercial transactions of any kind are forbidden (Circular of December 9th, 1878, B.O.E.M., Vol. 31, page 78) and all the liberal professions are closed to them. Even purely fortuitous co-operation in such activities is only allowed on the express and special authorisation of the military authorities concerned and on condition that it does not interfere with the military service (Instruction of August 25th, 1910, B.O.E.M., Vol. 31, page 7).

Consequently, any paid employment in the armament industry is impossible.

Officers “ outside the cadres ” are officers employed for some purpose by or with the consent of the military authorities. Such employment may come under other Ministries, or Departments, or Communes, or colonies, or foreign Governments: but there can be no question of seconding an officer for the benefit of private industry. Any such step would conflict with the professional dignity of the Army, as defined in Article 23 of the Decree of May 30th, 1924 (B.O.E.M., Vol. 78).

The question whether it is possible for soldiers or members of the military administration in *active service* to hold paid posts in private armament undertakings may therefore be answered categorically in the negative.

It should also be pointed out that officers who are temporarily not in active service, being granted leave with interruption of seniority, are subject to the provisions of Article 175 of the Penal Code, as amended by Article 10 of the Law of October 6th, 1919, which prohibits any public official entrusted, in virtue of his functions, with the direct supervision or control of a private undertaking from acquiring or being accorded any share in the undertaking subject to his supervision or control, whether by way of working for the same, advising the same or having capital in the same (except in the case of the inheritance of a capital interest therein), either at the time of such supervision or control, or within a period of five years from the date on which it ceased.

24. **Irish Free State.**

There are no laws or administrative regulations in the Irish Free State forbidding soldiers or members of the military administration in active service to hold paid posts in private armament undertakings, but provision exists in the Defence Forces (Temporary Provisions) Acts, 1923-1931, for the making of such regulations if and when they are considered necessary.

25. **Belgium.**

No soldier or official may hold a paid post in a private armament undertaking.

26. **China.**

No, there are none.

27. **Sweden.**

There is no prohibition directly barring employment in private armament firms; but, as the rules for the pay of staff employed on national defence contain a general provision that no other employment in addition to State service is allowed without special authorisation, the Government is in possession of ample powers in this respect. Moreover, at the present time, no person belonging to the categories covered by this question occupies a paid appointment in the undertakings in question.

28. **Yugoslavia.**

There are in Yugoslavia no legal provisions expressly forbidding soldiers or members of the military administration in active service to hold paid posts in private armament undertakings. There is only the following provision contained in the law concerning State officials.

“ Except by special permission of the competent authorities, no official is allowed to engage in any secondary occupation beside his regular occupation. He may not fill any post



which conflicts with the dignity and honour of his position or which would prevent him from carrying out his customary duties.”

But it is clear, apart from this provision of the law, that no soldier in active service or member of the military administration in active service can occupy a paid post in private undertakings in general, and in private armament undertakings in particular. If such a case should occur, the administrative authorities would take action to bring it to an end.

No such case has so far occurred and no such case exists at the moment.

#### 29. Finland.

According to the laws and administrative regulations in force, soldiers or members of the military administration in active service are not forbidden to hold paid posts in private undertakings, as long as these posts do not interfere with their ordinary duties and on condition that express permission has been obtained in advance from their superiors for each special case.

#### 30. Netherlands.

A. *Mother Country.* — Under Article 86 of the “Reglement voor de militaire ambtenaren der Koninklijke Landmacht” (Regulations for Military Officials of the Royal Land Armed Forces), all soldiers belonging to the professional personnel, or certain categories of them, may, by Royal Decree or by decision of the Minister of Defence, be forbidden to be members of a board of directors or executive board or to be partners, shareholders or members of any institutions, foundations or companies, or certain of them, which are in regular contact, or by their nature may come into contact, with the armed forces of the Netherlands. Up to the present it has never been necessary to apply this provision.

B. *Oversea territories.* — As there are no private armaments undertakings, there is no occasion for any laws or administrative regulations forbidding all soldiers or members of the military administration in active service to hold paid posts in private armaments undertakings.

#### 31. Venezuela.

Nil.

#### 32. Italy.

Persons in military service and State officials may not be employed by private firms or factories, according to the Disciplinary Regulations of the Armed Forces and the provisions regarding the legal status of civil employees of the State Administration, Article 96.

#### 33. Hungary.

Under the Service Regulations of the Hungarian Army, which have force of law, officers on active service are forbidden to accept civil or part-time employment and such officers are also precluded from accepting any post whether honorary or carrying with it an honorarium or any other form of remuneration.

#### 34. Germany.

For all soldiers or members of the military administration in active service, a special authorisation is required, in virtue of the German Military Law of March 23rd, 1921, to hold paid posts of any kind. Such an authorisation has never been granted for a post in a private armament undertaking.

#### 35. Persia.

According to the regulations of the War Ministry, no soldier or person assimilated thereto may enter any private undertaking without a previous authorisation.

36. **India.**

This question does not arise, as there are no private undertakings engaged in the manufacture of the articles coming under the Draft Convention.

37. **Austria.**

There are no provisions explicitly forbidding all soldiers or members of the military administration in active service to hold paid posts in private armament undertakings. However, the acceptance of such a post would imply the carrying-out of a secondary occupation at the same time as the duties imposed by the State. The carrying-on of secondary occupations is subject to a special permit from the higher authority of the official in question. In accordance with the pragmatic regulations in force, this permit could not be granted in the case of posts such as those referred to in the fourth question.

38. **Chile.**

For the same reason as given in point 3, there are no regulations governing the relations between the staff of the military administration in active service and private armaments undertakings.

39. **Switzerland.**

In view of the organisation of our Army, we can only reply to this question in so far as it relates to officials of the Army Administration. Under the Federal Law and Regulations regarding the status of public officials, the latter are not entitled to pursue any supplementary activities without special authority and cannot therefore obtain employment in a private establishment, as a special authorisation for this purpose would be refused. Military personnel in general, that is to say militia ranks, are obviously entitled to engage in activities of all kinds. The Confederation does not impose any restrictions in this respect.

40. **Australia.**

As there are no private armament undertakings in Australia, no specific legislation exists in regard to them, but soldiers and members of the Military Administration are prohibited by administrative regulations from holding any paid post other than in connection with the duties of their offices under the Commonwealth Government.

REPLIES COMMON TO ALL FOUR QUESTIONS.

5. **Albania.**

There are no State or private undertakings for the manufacture of arms in the territory of the Kingdom of Albania.

17. **Egypt.**

No private or State undertakings for the manufacture of arms or war material exist at present in Egypt.

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ANNEX 3.

Conf.D./C.C.F.42.

Geneva, May 30th, 1933.

SUMMARY OF REPLIES TO THE QUESTIONNAIRE  
ON THE MANUFACTURE OF ARMS.

MEMORANDUM BY THE SECRETARIAT.

In accordance with the request of M. KOMARNICKI, Chairman of the Sub-Committee on the Manufacture of Arms, the various replies of the Governments to the questionnaire of October 28th, 1932 (documents Conf.D./C.L.5 and Conf.D./C.C.F.21, 21a and 21b) are summarised in the present memorandum.

FIRST QUESTION OF THE QUESTIONNAIRE.

*For the purposes of the manufacture of arms and implements of war  
is a special permit required ?*

The countries which have replied to this question have been classed in the following four categories: <sup>1</sup>

1. State monopoly;
2. Private manufacture requiring a special permit;
3. Private manufacture requiring a mere declaration;
4. Private manufacture not requiring any formality.

It should be observed, as will be seen later, that, in some countries, the system in force is such that they cannot be classed under any one of the above categories. In some cases, the system varies according to the nature of the articles manufactured.

CATEGORY I. — STATE MONOPOLY.

The manufacture of arms, ammunition and implements of war is an absolute State privilege. In some cases, however, the monopoly applies only to certain categories of arms and ammunition, while the manufacture of the other categories is more or less free. Again, some countries in which a State monopoly exists grant more or less wide concessions to private concerns. The following countries come under this first category:

France <sup>2</sup>	Persia	Turkey <sup>4</sup>
Greece	Portugal	Venezuela
Lithuania	Switzerland <sup>3</sup>	Yugoslavia <sup>5</sup>
Panama		

CATEGORY II. — PRIVATE MANUFACTURE REQUIRING SPECIAL AUTHORISATION.

The second category comprises countries in which private manufacture is allowed, subject to special authorisation in advance. In some cases, however, the system is a mixed one: authorisation is required or granted only for certain categories of arms and ammunition, while the manufacture of other categories is free or subject to a State monopoly. The issue of an authorisation enables the competent authorities to supervise manufacture. Some of the replies contained particulars on this subject, while others gave none. It may be, however, presumed that the right of supervision exists in all cases where previous authorisation is required for private manufacture.

<sup>1</sup> No account has been taken of the cases in which the manufacture of arms and of implements of war is regulated by the various Peace Treaties; nor has any account been taken of New Zealand, where there are no legal provisions regarding the manufacture of arms and implements of war, or of Albania, Egypt or China, where there are no war industries.

<sup>2</sup> The monopoly relates only to certain explosives and powders.

<sup>3</sup> The monopoly relates only to the regulation portable arms and ammunitions for military arms.

<sup>4</sup> The Government grants concessions to private industry.

<sup>5</sup> The Government grants concessions only for explosives and non-military arms.

The following countries belong to this second category:

Belgium <sup>1</sup>	India	Mexico <sup>4</sup>
United Kingdom	Iraq	Netherlands
Estonia	Irish Free State	Poland <sup>5</sup>
Finland <sup>2</sup>	Italy	Siam
France <sup>3</sup>	Japan	Spain
Greece	Latvia	Yugoslavia <sup>6</sup>
Hungary		

CATEGORY III. — PRIVATE MANUFACTURE REQUIRING A MERE DECLARATION.

Only two countries come in this category: Belgium (materials other than that in use in the Belgian Army) and France (arms prescribed by the Regulations. <sup>7</sup>

CATEGORY IV. — PRIVATE MANUFACTURE NOT REQUIRING ANY FORMALITY.

The following are included in this category:

Afghanistan	Finland <sup>9</sup>	Sweden
Australia	France <sup>10</sup>	Switzerland <sup>12</sup>
Chile	Norway	Union of South Africa <sup>13</sup>
Denmark <sup>8</sup>	Roumania <sup>11</sup>	United States of America.

CONCLUSIONS.

To sum up, there are:

1. Ten cases in which the manufacture of arms, ammunition and implements of war constitutes a State monopoly. Of these ten cases, six take the form of a monopoly pure and simple: the State alone manufactures arms, ammunition and implements of war (Greece, Lithuania, Panama, Persia, Portugal, Venezuela); two cases (France, Switzerland) in which the monopoly exists only for the manufacture of certain arms and ammunition or certain explosives and powders; and, finally, two cases (Turkey, Yugoslavia) in which the Government grants concessions to private concerns.

2. Nineteen cases in which private manufacture requires special authorisation. Of these nineteen cases, there are fifteen (United Kingdom, Estonia, Greece, Hungary, India, Iraq, Irish Free State, Italy, Japan, Latvia, Mexico, Netherlands, Poland, Siam, Spain) in which this system applies without exception; three cases (Belgium, Finland, France) in which the authorisation is required only for certain categories of arms and ammunition, the manufacture of other categories being free; finally, one case (Yugoslavia) in which the authorisation (by concessions) is granted only for explosives and non-military weapons, the manufacture of other categories of arms, ammunition and implements of war constituting a State monopoly.

3. Two cases in which only a simple declaration made before-hand is required for the private manufacture of arms and implements of war (Belgium, France <sup>14</sup>).

4. Eleven cases in which the private manufacture of arms and implements of war entails no formalities. Of these eleven cases, seven (Afghanistan, Chile, Norway, Roumania, Sweden, Union of South Africa, United States of America) allow full liberty without any restriction,<sup>15</sup> while in the other four cases certain restrictions are imposed: France (freedom to manufacture

<sup>1</sup> A permit is required only for the manufacture of materials for the Belgian Army, while the manufacture of other arms and implements of war is free, subject to a declaration.

<sup>2</sup> A permit is required only for fire-arms and ammunition. The manufacture of other war material being free.

<sup>3</sup> Authorisation is necessary only for the manufacture of dynamite, the manufacture of arms and ammunition being free except for certain explosives the manufacture of which is a State monopoly.

<sup>4</sup> Particulars taken from the *Diario oficial* of January 28th, 1932.

<sup>5</sup> Except side arms, the manufacture of which is free.

<sup>6</sup> Concessions are granted by the State for the manufacture of explosives and non-military arms, the manufacture of other arms and implements of war being a State monopoly.

<sup>7</sup> For powders and explosives, see under Category I.

<sup>8</sup> The manufacture of certain explosives requires special authorisation.

<sup>9</sup> The manufacture of fire-arms and ammunition requires authorisation; the manufacture of implements of war is free.

<sup>10</sup> Freedom for non-regulation weapons; declaration for regulation weapons; authorisation for dynamite and monopoly for certain explosives and powders.

<sup>11</sup> An authorisation is required for every industrial enterprise whatsoever using a fair amount of power.

<sup>12</sup> Apart from portable arms used in the Federal Army and ammunition for military arms, the manufacture of which constitutes a State monopoly.

<sup>13</sup> A special licence is necessary to possess fire-arms.

<sup>14</sup> Manufacture of regulation arms, the manufacture of other arms and implements of war being free with the exception of the State monopoly for the manufacture of certain explosives and powders.

<sup>15</sup> Apart from the necessity for obtaining special authorisation for any industry using a fair amount of power (Roumania) and the necessity of obtaining a licence for the possession of fire-arms (Union of South Africa).

non-regulation weapons; previous declaration for the manufacture of regulation weapons and monopoly for certain explosives and powders); Denmark (authorisation required for the manufacture of certain explosives); Finland (freedom to manufacture implements of war and special authorisation for fire-arms and ammunition); Switzerland (monopoly for portable regulation arms and ammunition and fire-arms).

## SECOND QUESTION OF THE QUESTIONNAIRE.

*What undertakings in the territory under the jurisdiction of your State are chiefly or largely engaged in the manufacture of the articles coming under Categories I, II, III and IV of the 1929 Draft Convention with regard to the supervision of the manufacture of arms and implements of war (document A.30.1929.XI) ?*

- (a) *Are they State-owned ?*
- (b) *Or are they exploited, subsidised, under concession or under supervision by the State ?*
- (c) *Or are they entirely private undertakings ?*

The undertakings referred to above are classified, according to the replies received to this question, in the following three categories:

Country	State-owned	Enterprises exploited, subsidised, under concession or under supervision by the State	Enterprises entirely private
Afghanistan . . . . .	1 <sup>1</sup>	—	—
Albania . . . . .	—	—	—
Australia <sup>1</sup> . . . . .	2	1 <sup>3</sup>	—
Austria . . . . .	1 <sup>4</sup>	—	—
Belgium . . . . .	3	—	20 <sup>5</sup>
United Kingdom . . . . .	6	—	—
Bulgaria . . . . .	1	—	—
Chile . . . . .	1	—	—
China . . . . .	—	—	—
Denmark . . . . .	7	—	3
Egypt . . . . .	—	—	—
Estonia . . . . .	—	—	—
Finland . . . . .	5	—	1
France . . . . .	41	—	107 <sup>7</sup>
Germany . . . . .	1	— <sup>6</sup>	—
Greece . . . . .	1	—	1
Hungary . . . . .	1	3 <sup>8</sup>	—
India . . . . .	6	—	2
Iraq . . . . .	—	—	—
Irish Free State . . . . .	—	—	—
Italy . . . . .	12 <sup>9</sup>	4 <sup>10</sup>	—
Japan <sup>11</sup> . . . . .	—	—	—

<sup>1</sup> Workshop mainly engaged in repair work.  
<sup>2</sup> Aircraft factory. Not including a number of aircraft factories with a negligible output.  
<sup>3</sup> State concession.  
<sup>4</sup> The State factory has four sections, three of which (manufacture of ammunition, powders and explosives) are private undertakings under supervision by the State.  
<sup>5</sup> With the exception of certain undertakings which manufacture sporting weapons and a small number of other undertakings which manufacture flying-machines (civilian and military), there are no private undertakings in the United Kingdom which can strictly be considered as chiefly or largely engaged in the manufacture of arms and implements of war.  
<sup>6</sup> State subsidy.  
<sup>7</sup> The main output of the private undertakings manufacturing arms for the German army is not of a military character.  
<sup>8</sup> State supervision.  
<sup>9</sup> Undertakings chiefly engaged in repairs.  
<sup>10</sup> State concessions.  
<sup>11</sup> Details are lacking. The undertakings are mostly State-owned.

Country	State-owned	Enterprises exploited, subsidised, under concession or under supervision by the State	Enterprises entirely private
Latvia . . . . .	2	1 <sup>1</sup>	—
Lithuania . . . . .	2 <sup>2</sup>	—	—
New Zealand . . . . .	—	—	1
Netherlands <sup>3</sup> . . . . .	1	—	2
Norway . . . . .	7	—	1
Panama . . . . .	—	—	—
Persia . . . . .	—	—	—
Poland . . . . .	7	1 <sup>4</sup>	9
Portugal . . . . .	2	—	—
Roumania . . . . .	7 <sup>5</sup>	2 <sup>6</sup>	6
Siam . . . . .	2 <sup>7</sup>	—	—
Sweden . . . . .	6	—	5
Switzerland . . . . .	4	—	9 <sup>8</sup>
Turkey . . . . .	1	—	—
Union of South Africa . . . . .	1 <sup>9</sup>	—	—
United States of America . . . . .	16	—	60
Venezuela . . . . .	—	—	—
Yugoslavia . . . . .	2	5 <sup>10</sup>	5

NOTES. — (1) The expression "undertakings" refers not only to factories, works, etc., but also to arsenals, workshops and naval dockyards.

(2) The numbers of undertakings indicated cover the four categories referred to in the draft Convention, the great majority of countries not having given separate information for each of these categories.

(3) The figures given in the above table are of a purely indicative character. They are not intended to show the volume of manufacture in the different countries, nor to establish a comparison between them from this point of view.

(4) The dashes in the table indicate the absence of undertakings; the absence of a figure or of a dash in one of the columns indicates that no information is available.

### THIRD QUESTION OF THE QUESTIONNAIRE.

*How were the sales of the total output of all these undertakings and, if this information is available, of each of them, distributed in percentages (weight, value) between foreign markets and the home markets during the years 1927 to 1931?*

In the first place, it is necessary to eliminate the countries whose replies are negative, either because no sales were effected abroad, or because no production exists in the countries in question, or because the Governments have been unable for certain reasons to reply to the questions asked.

These countries have been classified in the four following categories:

#### CATEGORY I.

The total output was exclusively intended for the armed forces of the country:

Bulgaria	Lithuania	Turkey
India	Netherlands <sup>11</sup>	Yugoslavia <sup>12</sup>
	Siam	

<sup>1</sup> Concession from the State.

<sup>2</sup> Repair workshops.

<sup>3</sup> Home country.

<sup>4</sup> State supervision.

<sup>5</sup> Including six undertakings doing only repairs.

<sup>6</sup> State participation. One of these undertakings is not yet equipped and the other is only engaged in repairs.

<sup>7</sup> Workshops equipped chiefly for repairs.

<sup>8</sup> Including three which produce aeroplane engines in small quantities on behalf of the State. There is also a considerable number of private undertakings manufacturing detached parts for arms and ammunition, as well as various firms manufacturing side-arms. These undertakings, which deliver nearly all their output to the Swiss Government, only represent a trifling fraction of the total output.

<sup>9</sup> Military aviation.

<sup>10</sup> Undertakings for the manufacture of aeroplanes and engines under supervision by the State.

<sup>11</sup> Exclusively concerns State production.

<sup>12</sup> Negligible output.

CATEGORY II.

The total output was exclusively or largely absorbed by the home market:

Germany	Finland <sup>2</sup>	New Zealand
Australia <sup>1</sup>	Greece	Portugal
Austria	Latvia <sup>3</sup>	Roumania <sup>4</sup>

CATEGORY III.

There is no output:

Afghanistan	Egypt	Persia
Albania	Estonia	Union of South Africa
Chile	Iraq	Venezuela
China	Panama	

CATEGORY IV.

Impossible, for various reasons, to answer the question asked:

United Kingdom <sup>5</sup>	Japan	Switzerland
Italy	Netherlands <sup>6</sup>	

All the other countries enumerated below have replied to the question by giving more or less detailed particulars of the distribution of sales between the home and foreign markets. There is so much variety in these replies, however, that it is impossible to classify them and synthesise the results. In any case, the data are incomplete, as several Governments have only been able to give particulars of the sale of output by State undertakings.

The countries which have furnished more or less detailed information are the following:

Belgium	Hungary	Sweden
Denmark	Norway	United States of America
France	Poland	

FOURTH QUESTION IN THE QUESTIONNAIRE.

*Are there any laws or administrative regulations in your country forbidding all soldiers or members of the military administration in active service to hold paid posts in private armament undertakings ?*

The countries that have replied to this question may be divided into the three following categories:

CATEGORY I.

Prohibition to hold paid posts in private armament undertakings or any commercial concern whatever: <sup>7</sup>

Afghanistan	France	Netherlands <sup>9</sup>
Australia	Greece <sup>7</sup>	Poland
Belgium	Hungary	Portugal <sup>7</sup>
United Kingdom <sup>7 8</sup>	Italy	Switzerland <sup>10</sup>
Bulgaria	Japan	Turkey
Estonia	Latvia <sup>7</sup>	United States <sup>11</sup>

<sup>1</sup> The average exports for the years 1927-1931 were 3.5 per cent of the total output.

<sup>2</sup> Exports practically negligible.

<sup>3</sup> Apart from a few occasional exports.

<sup>4</sup> Negligible output.

<sup>5</sup> The reply refers to the official publication of the United Kingdom entitled *Board of Trade Journal*.

<sup>6</sup> Concerns private undertakings.

<sup>7</sup> Certain countries have no such special laws as are contemplated by the fourth question; but the laws and regulations prohibit soldiers on active service from holding posts in any concern or engaging in any business which might involve a clash between their private interests and their duty.

<sup>8</sup> This applies only to the personnel of the Air Force.

<sup>9</sup> The Government may forbid soldiers to hold posts of the nature contemplated in the fourth question, but so far it has had no need to make use of this power.

<sup>10</sup> This applies only to officials of the military administration.

<sup>11</sup> Prohibition to engage in any occupation incompatible with military duties.

CATEGORY II.

No laws or administrative regulations, but special authority required to accept a post in any private armament undertaking or any commercial concern whatever:

Austria	Germany <sup>1</sup>	Sweden <sup>2</sup>
Denmark	Persia	Yugoslavia <sup>2</sup>
Finland		

CATEGORY III.

No laws or administrative regulations whatever:

China	New Zealand <sup>4</sup>	Switzerland <sup>6</sup>
Iraq	Norway	Union of South Africa
Irish Free State <sup>3</sup>	Roumania <sup>5</sup>	United Kingdom <sup>7</sup>
Lithuania	Siam	Venezuela

Note. — As regards countries which have no private armament factories and to which the fourth question in the questionnaire does not apply, see their replies to the first to third questions above.

ANNEX 4.

Conf.D./C.C.F.24.

Geneva, February 17th, 1933.

REPORT BY THE SUB-COMMITTEE ON THE MANUFACTURE OF ARMS

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<sup>1</sup> Authority required for any paid post of any kind. Such authority has never been granted for employment in a private armament undertaking.

<sup>2</sup> In practice, no such cases as that contemplated in the fourth question exist.

<sup>3</sup> There is power to issue regulations of the nature contemplated in the fourth question should necessity arise.

<sup>4</sup> In practice, the holding of a post of the nature contemplated in the fourth question will not be permitted.

<sup>5</sup> No such cases as are contemplated in the fourth question actually exist.

<sup>6</sup> For officials of the military administration, see Category I.

<sup>7</sup> This concerns only the personnel of the Army and Navy; for the personnel of the Air Force, see Category I.



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A. INTRODUCTION.

1. The Sub-Committee on the Manufacture of Arms was formed on October 21st, 1932, by the "Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War". Its object was to promote the study of questions relating to the manufacture of arms in such a way as to facilitate the subsequent work of the Committee.

2. The Sub-Committee took as its starting-point the report presented by the Committee to the Bureau on the progress of its work (document Conf.D.145). The Bureau, after discussing this report, adopted on November 22nd a resolution (document Conf.D.149) which the Sub-Committee took into consideration in the course of its work.

3. The Sub-Committee has studied all questions relating to the regulation of the manufacture of arms, with the exception of the following:

(a) The abolition of the private manufacture of arms or the internationalisation of all arms manufacture. The Sub-Committee considered that it did not require to make a special study of these questions until the Committee had settled the question of principle in respect of them.

Moreover, the Sub-Committee would not as yet have been able to study these questions in the light of a sufficient number of replies to the questionnaire relating to the manufacture of arms (document Conf.D./C.L.5).

(b) Other questions which might be specially studied in the light of this questionnaire and the points in regard to which the Danish delegation proposed that the delegations should obtain information (document Conf.D.145, point 9).

(c) Regulation and publicity of the production of arms and war material. In its resolution of November 22nd, 1932 "the Bureau considers that any final formula should be postponed until appropriate solutions have been reached by the competent organs of the Conference". In this connection, certain delegations observed that the Conference has not yet taken sufficiently definite decisions regarding the limitation and publicity of war material to enable a useful study of these questions to be made. Consequently, the Sub-Committee has not examined the question of the equality of treatment as between State manufacture and private manufacture in regard to the regulation and publicity of the production of arms.

(d) The Sub-Committee has not studied in detail the question of categories, because, after a preliminary examination, it considers it expedient to propose to the Committee the setting-up of a technical committee to study the categories both for the manufacture of and for the trade in arms.

One delegation pointed out that the convening of this committee of experts could not serve any useful purpose until the Conference had taken decisions regarding the qualitative and quantitative limitation of war material. It was observed that the aircraft category could not be defined until the Conference had taken a decision in regard to civil aviation.

The observations arising out of the Sub-Committee's preliminary study of categories are given below.

(e) The question whether special stipulations relating to war inventions should be proposed. This question was raised by certain delegations, which reserved the right to submit suggestions later to the Committee.

4. The Sub-Committee presents the following report on the regulation of the manufacture of arms. This report contains very few final proposals. In several cases the Committee could not come to an agreement, so that certain proposals mentioned below are only supported by a few delegations. In cases where divergent opinions have been expressed on the same question,

alternative texts are submitted. Many of the proposals are merely provisional because they depend on other work of the Conference which has not yet been terminated. Several delegations are of opinion that it will not be possible to frame unanimous and final proposals until the Conference has settled the questions of the limitation and publicity of war material and civil aviation.

5. *Preamble.*

As the Bureau, in its resolution of November 22nd, 1932, considers that it is already agreed that the provisions relating to the manufacture of arms shall be included in the same legal instrument as the Convention for the Reduction and Limitation of Armaments, the question of a special preamble for the manufacture of arms does not arise.

B. DEFINITIONS.

6. *Categories of authorised arms.*

I. In studying the question of categories of authorised arms, the Sub-Committee was guided by the Committee's decisions to change the list of categories of arms as little as possible and to provide the same categories for the manufacture as for the trade in arms.

It based its discussion on the categories of arms mentioned in Article 1 of the Draft Convention of 1929 and those of the 1925 Convention on the Trade in Arms. In addition, it took note of the proposal for the unification of Customs nomenclature drawn up by the Sub-Committee of Experts for the Unification of Customs Nomenclature of the Economic Committee of the League of Nations (document Conf.D./C.C.F./S.C.F./24).

II. Although the Sub-Committee has merely had a first exchange of views regarding categories (for the reasons mentioned above under 3(d)), it submits the following preliminary observations on the subject:

(a) If the principle of qualitative disarmament means that arms the individual power of which exceeds certain limits are to be entirely abolished or internationalised, it would be advisable to fix maximum limits for the categories of arms to which qualitative disarmament would apply, such as guns, tanks, vessels of war and aircraft.<sup>1</sup>

(b) The Sub-Committee observed that certain corrections would be necessary in the list of categories of the 1929 draft.

(c) Without proposing to make extensive changes, some delegations asked that the categories should be simplified or that arms of which the military value has become very small ("armes blanches") should be omitted.

The question of spare parts was considered by the Sub-Committee. It was pointed out that the question should not be interpreted in such a wide sense as had been done by the Committee of Experts for the Unification of Customs Nomenclature for tariff purposes, because a restricted conception of spare parts would facilitate control and the compilation of military statistics and would avoid the necessity for extending the licensing system to too many factories.

7. *Prohibited arms.*

I. As proposals to forbid the manufacture of prohibited arms were submitted to the Committee, the question arose whether special categories should be provided in this connection. This question was also raised by the recommendation of the Special Committee on Chemical, Incendiary and Bacterial Weapons, which asked that the Committee for the Trade in and Manufacture of Arms should take its work into consideration.

II. The Sub-Committee noted that there are various kinds of prohibited arms:

(1) Arms the use of which is or will be prohibited by the Conference.

(a) Arms and means of warfare which as far as is known can only be used against an adversary: explosive bullets, certain implements and projectiles for chemical and incendiary warfare; mustard gas, poisoned weapons, etc.

(b) Arms and means of warfare used both for warlike and for pacific purposes: chemical products, flame projectors, dum-dum bullets, poisons, etc.

(2) Arms to which qualitative disarmament will apply when they exceed certain characteristic limits: guns, tanks, warships and aircraft.<sup>2</sup>

The Sub-Committee acknowledged that there would be some difficulty in defining these various weapons. As some delegations did not see any use in doing so, it did not attempt to define them.

<sup>1</sup> This might be done by adding at the end of item 5 (b) and (c) of Category I: "but not exceeding x centimetres" and to item 11 of this category: "the weight of which not exceed x tons". In Category III "Vessels of war of all kinds" should be replaced by the various classes of vessels defined in the Convention, adding to each class: "the displacement of which does not exceed x tons, and the guns of which have a calibre not exceeding y centimetres". Aircraft prohibited on account of their individual power would be excluded from Category IV.

<sup>2</sup> The question whether these arms are also prohibited in wartime is dealt with under section 22.

Moreover, the Sub-Committee was unable to take into account the definition of some of these arms given by the Drafting Committee on Chemical, Incendiary and Bacterial Weapons as that Committee had not finished its work.

III. The following arguments were submitted for and against the establishment of categories of prohibited arms:

(a) It is difficult to give an exhaustive list of prohibited arms. There is a risk that any definite list may omit certain existing or future arms.

Reference should merely be made to international law, which prohibits the use of these arms.

(b) Most of the prohibited arms are allowed to be manufactured for pacific purposes, so that there is no control over the purposes for which they are to be used.

The manufacture of prohibited arms cannot therefore be prohibited, but only their use.

(c) It is therefore not necessary to establish categories of prohibited arms.

(d) It is merely necessary to include a provision relating to prohibited arms in the preamble to the future Convention for the Reduction and Limitation of Armaments. On this subject, the following text, drawn up by the Special Committee, will be remembered: "whereas arms, munitions and material of which the employment in war is prohibited by international law cannot be manufactured with a view to such use".

A proposed compromise providing that the Preamble should refer to an annex enumerating the principal prohibited arms merely for information and not exhaustively was not unanimously accepted by the Sub-Committee.

#### 8. *Definition of private manufacture.*

The Committee took as a basis for discussion Article 2 of the Draft Convention of 1929, which it provisionally adopted with the reservations shown below.

"For the purposes of the present Convention <sup>1</sup> private manufacture shall be considered to mean manufacture of articles defined in Article 1 taking place in establishments of which the State is not the sole proprietor, and which are (mainly or to a large extent) <sup>2</sup> engaged in the manufacture of the articles covered by categories . . . <sup>3</sup> of Article 1 (excluding manufacture on the order and behalf of the State). <sup>4</sup>

### C. RESTRICTIONS ON THE MANUFACTURE OF ARMS.

#### 9. *Decision of principle regarding licensing systems.*

The Sub-Committee considered that the manufacture of weapons of war should be authorised only under a licence granted to the manufacturers. The delegations which desire the complete

<sup>1</sup> This phrase has been reserved until it is known what legal instrument will contain the provisions relating to the manufacture of arms.

<sup>2</sup> This phrase has been reserved because it seems too vague; some Members of the Committee wished to delete it and others to make it more specific.

<sup>3</sup> The indication of the categories is reserved (in the 1929 draft, reference is made to Categories I, II, III and IV).

<sup>4</sup> This phrase, which means that private manufacture on the order and behalf of the State is not reckoned as private manufacture but as State manufacture, has been reserved until the question of the treatment of State manufacture comes under consideration.

abolition of private manufacture agree with this proposal on the subject of licences, should their demand for suppression not be accepted.<sup>1</sup>

Opinions differed, however, on the question whether such licences should be national or international, and on the subject of the provisions to be made with regard to such licences.

It is for the Governments to grant licences and lay down provisions with regard to them.

An international system of licences would preclude equal treatment of private and State manufacture.

On the other hand, it is understood that any system of licences for the manufacture of arms must be completed by a system of licences for import and export.

There should not, therefore, be any international stipulations with regard to licences (apart from the grant of licences for the manufacture of weapons of war).

If the private manufacture of arms cannot be abolished, provision should at least be made for an international system of licences.

A purely national system of licences would not permit of effective supervision and would not correspond to the international provisions which will be laid down for the reduction and limitation of armaments.

Certain delegations made proposals for a compromise, but these did not secure unanimity in the Sub-Committee. It was proposed to lay down:

(a) General principles by which Governments would be guided in drawing up their national licences;

(b) A system of uniform national licences based on a model licence laid down by the Convention.

#### 10. *Stipulations concerning licences.*

##### I. Type of licence.

The High Contracting Parties undertake not to permit in the territory under their jurisdiction the private manufacture as defined . . . of the articles covered by categories . . . unless the manufacturers there-of are licensed by the Government.<sup>2</sup>

This provision is considered insufficient for the reasons given above in the right-hand column of No. 9.

##### II. Specification of the arms the manufacture of which is authorised under licence.

The Government licence must stipulate what categories of arms the holder is authorised to manufacture.<sup>3</sup>

The Government licence must specify with as much detail as possible the kind and quantity of implements of war which the holder of a licence is authorised to manufacture.

##### III. Duration of licences.

The Sub-Committee recognises that, from the economic point of view, licences of short duration might not be practical, because manufacturers would refuse to invest capital in war industries owing to the fact that they would not be sure of receiving a return on such capital.

This licence shall be valid for a period to be determined individually by each High Contracting Party, and shall be renewable for a further period at the discretion of the Government.<sup>4</sup>

The period of validity of the licences should be fixed by the Permanent Disarmament Commission.

<sup>1</sup> This remark also applies to the other proposals of the Sub-Committee in the subsequent part of this report.

<sup>2</sup> This proposal corresponds to the first part of Article 3 of the 1929 Draft Convention, with the following modifications:

(i) A blank is left for the article defining private manufacture and for the categories, these questions having not yet been settled;

(ii) The end of the paragraph is deleted, and the subject to which it refers—specifications of arms, etc.—is dealt with later.

<sup>3</sup> Article 3 of the 1929 Draft Convention stipulated that manufacturers must be "licensed by the Government to manufacture the articles referred to in this Article" (Categories I, II, III and IV). A specification was not expressly indicated, but seems to have been contemplated in Article 4, which provides that the High Contracting Parties undertake to publish a description of the war material for which the licence is granted.

<sup>4</sup> This text is identical with the second paragraph of Article 3 of the 1929 Draft Convention.

IV. Conditions of withdrawal.

(a) The power to withdraw a licence being implicitly contained in the right to grant it, it is not necessary to provide stipulations on this subject.

(a) Each Government should reserve the right, in the text of the licences, to withdraw them in the event of the activity of the holder of the licence being likely to disturb good international relations.

The power to withdraw a licence is not implicitly involved in the right to grant one, but at present depends on the law of the country. Where such law does not authorise withdrawal, the establishment may continue to manufacture, even if such manufacture has had "evil effects". The Sub-Committee knows of no case in which a Government has withdrawn a licence for such reason. The Conference must therefore decide as to the undertakings to be entered into by Governments in regard to the withdrawal of licences.

(b) Same remark as (a).

(b) When granting licences, Governments shall draw the attention of holders to the fact that, should the Government have to take action against the holder, the licence can be withdrawn without entitling the holder to claim for damages.

II. *Prohibition of the granting of licences for prohibited arms.*

As the Sub-Committee was not unanimous on the question whether categories of prohibited arms should be established and special provisions made in respect of them, it did not go into the question of the prohibition of the granting of licences for the manufacture of prohibited arms.

12. *Personal restrictions affecting arms manufacturers.*

I. The French delegation has submitted the following recommendations in respect of personal restrictions affecting arms manufacturers:

"In consideration of the acknowledged importance of the public opinion of the world for the application of any pact and the supervision over the observance of any convention relative to the reduction and limitation of armaments; in consideration further, of the prevailing uneasiness reflected by public opinion regarding the 'evil effects' attendant upon the private manufacture of arms, an uneasiness which has already brought about the introduction of certain disabilities:

"The Sub-Committee considers it necessary that, with a view to giving satisfaction and guidance to public opinion, all countries signatories to the Disarmament Convention should undertake to adopt the same legislative and administrative measures, in order that, in accordance with principles IV and V<sup>1</sup> of the Temporary Mixed Commission's report, the following should be prohibited:

"(a) Any collusion, direct or indirect, between the holder of a manufacturing licence and the holder of any position in a newspaper enterprise, whether in connection with editing or publishing:

"(b) The simultaneous tenure by one individual of a legislative office and a position as director or manager of a private concern manufacturing war material under Government contracts."

II. The Sub-Committee endeavoured to separate the various questions raised by the problem of personal restrictions affecting arms manufactures.

III. Is it possible and advisable to provide personal restrictions affecting arms manufacturers?

(a) It was agreed that personal restrictions could not be introduced without constitutional changes in the various countries and that, even if the Convention were to provide that all States should alter their constitutions to that effect, such changes would require considerable time.

Some delegations, however, think that such restrictions might be useful, while others are opposed to the imposition of personal restrictions upon private arms manufacturers.

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<sup>1</sup> Document Conf.D.77.

(b) It must be left to the various States to prevent the activity of arms manufacturers from having evil effects. It is for each State to regulate its private manufacture of arms.

Moreover, it is unnecessary to provide restrictions of this kind, because the wide publicity of the manufacture of and trade in arms will sufficiently check any evil effects which might arise.

(c) The profession of arms manufacturer is considered a legitimate and honourable one and therefore personal restrictions should not be imposed on these manufacturers.

(d) It would be difficult to state what manufacturers should come under the restrictions. (Should they include manufacturers of auxiliary arms and spare parts, the thousands of manufacturers who in wartime change their production with a view to manufacturing arms? How should firms be treated who are proprietors both of arms factories and newspapers, etc.)

(e) Reply to the arguments stated in the right-hand column:

The Temporary Mixed Commission did not consist of Government representatives, but of experts appointed in a personal capacity. The Governments did not always adopt the proposals of the experts from their own countries.

Subsequently, the Special Committee on the Manufacture of Arms dealt with the question and did not think that all States could introduce personal restrictions on arms manufacturers. For this reason, the 1929 Draft Convention does not mention this question.

IV. Can manufacturers exercise an evil influence only in their own country, or also in other countries?

In general, arms manufacturers can only exercise influence in their own countries. But it may happen that arms manufacturers influence foreign newspapers also and bribe or subsidise political parties.

V. Must special measures be introduced to prevent arms manufacturers from exercising an evil influence on newspapers?

(a) Government control over the ownership of the Press is undesirable, as it is difficult to conceive of any such measures being compatible with the legitimate freedom of the Press.

(b) Legislation would be ineffectual, and arms manufactures would be able to exercise a decisive influence on the Press in spite of such legislation (a single financial group, in many cases anonymous, may manufacture arms, own newspapers, and so forth).

(c) See III (b), first paragraph.

(b) It is absolutely necessary to introduce restrictions of this kind in order to check the evil effects of private manufacture.

(c) The personal restrictions contemplated do not affect the honour of arms manufacturers. In some States there are already personal restrictions on the members of certain professions without their honour being affected (*e.g.*, doctors, who may not inherit from their patients, etc.).

(d) In accordance with the report of the Temporary Mixed Commission (document Conf. D.77), the holders of licences for the private manufacture of arms and the managers, directors and high officials of such undertakings should come under these restrictions.

(e) All the members of the Temporary Mixed Commission recommended in their report of 1924 (document Conf.D.77) that the manufacturers of arms should be debarred from financing newspapers and from standing for Parliament. The Sub-Committee should not make a proposal falling short of that put forward by the Commission.

(a) Measures should be introduced which would be restricted to what is necessary in the interests of peace and would not affect the principle of the freedom of the Press. Even now the freedom of the Press is in certain cases restricted—*e.g.*, as regards the publication of articles of an obscene nature.

(d) Special measures should be considered for preventing arms manufacturers from influencing foreign newspapers.

(e) The question of not influencing newspapers in a manner harmful to peace and good understanding between the nations is connected with moral disarmament.

VI. Must arms manufacturers be prevented from standing for Parliament ?

(a) Reply to the arguments stated in the right-hand column:

Such measures would serve no useful purpose, because, assuming that arms manufacturers are able to exert an influence on legislatures by their presence in them as members, it would be equally possible for them to exert such an influence through other individuals not officially connected with their concern.

In some countries which have the system of corporate representation, all the representatives of a corporation might come under the prohibition to stand for Parliament. This would be incompatible with the Constitution.

(a) Arms manufacturers must be prevented from standing for Parliament. In a number of countries there are already measures preventing members of certain professions—in particular, arms manufacturers—from standing for Parliament.

(b) This question is part of the problem of adapting national law to the present stage of development of international law and is therefore linked up with the question of moral disarmament.

VII. What would be the best procedure for putting into force personal restrictions affecting arms manufacturers ?

The Sub-Committee has not considered the possibility of suggesting international restrictions for arms manufacturers, but some delegations propose to recommend the States to introduce such measures in their national legislation:

To submit to the Conference a recommendation which might be submitted to all the States taking part in the Conference (*cf.* in this connection the French proposal in point I above).

D. LIMITATION OF MANUFACTURE.

13. *Qualitative limitation of manufacture.*

The Naval Agreements of Washington and London, together with the Draft Convention of the Temporary Mixed Commission, prohibit the construction of vessels of war with characteristics exceeding those provided by the Convention.

The Sub-Committee proposes to include a similar clause for all weapons subject to qualitative disarmament. A provision of this kind might be worded as follows:

“ The High Contracting Parties undertake not to cause to be manufactured or constructed and not to permit within their jurisdiction the manufacture or construction for their own account, that of another State or of private individuals, of arms, vessels of war or aeroplanes possessing characteristics exceeding those provided in Categories . . . ”<sup>1</sup>

14. *Prohibition to manufacture prohibited arms.*

The delegations in favour of establishing “ categories ” of arms the use of which in time of war is or will be entirely prohibited by the Convention propose to prohibit expressly the manufacture of these arms when they are intended for purposes of war (see above under 7).

15. *Limitation of capital invested in war industries.*

I. The Sub-Committee, in accordance with the Soviet proposal (document Conf.D./Bureau 10), considered the question of direct limitation and reduction of capital invested in war industries

<sup>1</sup> If the categories remain unchanged, the reference would be to Categories I, III and IV.

and auxiliary industries. This proposal was approved or rejected for the following reasons:

Such limitation and reduction are not practicable for the reasons indicated below under II).

The capital invested in war industries would be limited and reduced automatically and in a practical manner by the adoption of national and international measures for reducing armaments and establishing quotas for the manufacture of arms.

A limitation of the capital invested in the big undertakings almost exclusively manufacturing war material must be prescribed.

The financial operations affected by these undertakings should be not only limited but reduced.

II. In order to study this problem, the Sub-Committee put the following questions:

(a) Is it possible to define the capital invested in war industry ?

It is not possible to define the capital invested in war industry. There are many establishments which manufacture both arms and articles utilised for civil purposes (military rifles and sporting guns, gun-carriages and bicycles, tanks and tractors, warships and merchant vessels, etc.). It would be very difficult to divide up the capital invested in these factories. Furthermore, the development of subsidiary and affiliated companies among big manufacturing concerns introduces complications which make it impossible to determine the total capital of these concerns or the purposes to which it is devoted.

It is difficult to define all the capital invested in war industry, but it is possible to define the capital invested in big undertakings almost exclusively manufacturing armaments.

(b) Is it possible to define the capital invested in the auxiliary industries ?

Since it is impossible to define capital invested in war industries, all the more must it be impossible to define that invested in auxiliary industries.

(c) What capital should be taken into consideration ?

It would be very difficult to determine what capital should be taken into account (paid-up capital or nominal capital or market value, capital alone or capital with reserves and loans).

All capital, including reserves and loans. It would be comparatively easy to supervise the financial transactions of the undertakings in such a way as not only to limit but reduce them.

#### E. PUBLICITY.

##### 16. *Publicity of licences.*

###### I. By Governments.

The Sub-Committee provisionally retained the text of Article 4 of the 1929 Draft Convention. The following text was adopted. The modifications proposed by certain delegations are shown in parentheses:

“ The High Contracting Parties undertake to forward to the Permanent Disarmament Commission,<sup>1</sup> or to publish, within two months of the close of each quarter beginning on the first day of January, April, July and October, a list of licences granted or renewed (or modified) (or withdrawn) during that quarter, together with:

(a) A description (with indication of the quantity) of the war material for which the licence is granted;

“ (b) The name and address of the registered or head office of the licensee (and the period for which the licence has been granted or renewed).”<sup>2</sup>

<sup>1</sup> In the 1929 Draft Convention, reference was made to the Secretary-General of the League of Nations.

<sup>2</sup> One delegation proposed the omission of this phrase.



In this clause, the Sub-Committee has maintained the alternative of forwarding the text of the provisions to the Permanent Disarmament Commission or publishing it, on the ground that it rests with the Conference to specify, if it thinks fit, the manner in which the information is to be supplied to it.

Certain delegations attach great importance to the standardisation of licences, as they consider that comparison would be impossible on the basis of dissimilar licence systems.

Other delegations remarked that what was really important was, not the standardisation of the form of licences, but the co-ordination of the information to be supplied by the Governments to the Permanent Disarmament Commission on the basis of such licences. In their opinion, the publicity of licences (which apply to private manufacture only) should not be effected in a manner which would run counter to the principle of equality of treatment between private and State manufacture. It is, moreover, not by the particulars relative to licences, but by the output of the private and State manufacture of arms in any given country that the extent of its arms manufacture would be ascertained.

It was understood that the final proposals regarding the publicity of licences would depend upon the decisions embodied in the stipulations relative to the publicity, supervision and limitation of war material in general.

## II. Publication of licences by the Permanent Disarmament Commission.

The Sub-Committee provisionally adopted the following clause:

“ The Permanent Disarmament Commission shall periodically publish a list of licences issued by the Governments. ”

A stipulation on these lines was proposed by the Temporary Mixed Commission and by certain delegations on the Committee for the Regulation of the Trade in and Manufacture of Arms.

### 17. *Publicity of manufacture of arms.*

As was mentioned in the introduction, the Sub-Committee felt that it would be inexpedient to study the question of the publicity of manufacture of arms until the Conference had taken a decision regarding the publicity of war material in general. Nevertheless, the Committee felt that it might concern itself with one aspect—a negative aspect—of the question: a stipulation to the effect that there should be no obligation as regards publicity in the case of certain weapons included in Category V of the Draft Convention.

The Sub-Committee adopted in this connection the following text:

“ Articles covered by Category . . . shall only be subject to such publicity as may be prescribed by the national legislation. ”

This text is the same as that of Article 7 of the Draft Convention of 1929, but the specification of the category is left blank.

The Sub-Committee agreed that it referred to war materials, which are of only small importance or are also used for non-military purposes (powder, etc.), but it has not yet specified what weapons are concerned, as the question of categories has not yet been examined. In the 1929 draft, the wording referred to weapons of Category V, but certain delegations considered that it might be advisable to provide publicity for explosives (which appear in that same category).

Other delegations drew attention to the difficulties and inconveniences of such publicity, more especially in regard to explosives which are also used for non-military purposes.

Further, the Committee took steps to ascertain the present position in regard to statistics of manufacture of arms and now directs the Committee's attention to the Secretariat memorandum (document Conf.D./C.C.F.23) which also deals with the present position in regard to such statistics.

### 18. *Publicity of certain appliances or products which can be utilised for purposes of war.*

There are certain weapons, such as dum-dum bullets and flame projectors, and certain chemical products the manufacture of which for pacific purposes is restricted and in regard to which some delegations think that an abnormal increase might be highly significant. Those delegations propose accordingly that the quantity of such arms and products manufactured should be published. Other delegations have drawn attention to the difficulties and inconveniences of such publicity.

### 19. *Publicity of capital invested in the armaments industry.*

The arguments which have been submitted for and against the limitation of capital invested in the armaments industries and auxiliary industries apply also to the publicity of such capital (see section 15).

### 20. *Publicity of laws.*

“ The High Contracting Parties undertake to forward to the Permanent Disarmament Commission, or to publish, the text of the provisions of all statutes, orders or regulations in

force within their territory dealing with articles covered by categories . . . . All provisions enacted for the purpose of carrying out the present Convention and all amendments and additions to such statutes, orders, regulations and provisions shall also be published, or forwarded to the Permanent Disarmament Commission.”<sup>1</sup>

In this clause, the Sub-Committee has maintained the alternative of forwarding the text of the provisions to the Permanent Commission or publishing it, on the ground that it rests with the Conference to specify, if it thinks fit, the manner in which the information is to be supplied to it.

#### F. SUPERVISION.

##### 21. *Supervision (general or special) over arms manufacture.*

I. In its resolution of November 22nd, 1932, the Bureau requested the Committee:

“ To consider whether, within the general framework of the supervision already adopted by the Bureau, it is necessary to provide a technical procedure better adapted to the international supervision of the trade in and manufacture of arms.”

The Sub-Committee was unanimous in recommending that the international supervision to be provided for by the Convention should apply to arms manufacture.

II. The Sub-Committee considered whether any special procedure should be laid down for the supervision of arms manufacture.

Various points of view were expressed on this matter.

(a) The study of the problem of supervision of arms manufacture should be postponed until a decision has been taken as to the procedure in regard to the publicity and supervision of war material.

(a) The first step should be to decide on the nature of the supervision to be applied to arms manufacture, and the special procedure to be adopted in this connection; it will then be possible to decide to what extent arms manufacture can be supervised.

(b) As the private manufacture of arms is to be abolished, the question only arises in the case of State factories; such factories should be subjected to a strict international supervision and special procedure should be laid down for this purpose.

(c) The same technical procedure should be laid down for the supervision of arms manufacture as for the limitation of war materials in general.

(c) A special procedure should be laid down for the supervision of manufacture, as general supervision would not be sufficiently effective.

(d) If it is proposed to supervise the quantity (weight and number) and value of arms manufactured, special rules must be laid down for this purpose. As regards supervision of value, it would be best to await the report of the Committee on National Defence Expenditure.

III. Proposed special procedures for the supervision of arms manufacture.

The following proposals were put forward by certain delegations:

1. “ If one of the High Contracting Parties is at any time of opinion that the manufacture of arms, ammunition and war material in the territory of another High Contracting Party shows a sudden large and abnormal increase, and if it regards such increase as evidence of a menace to peace, it may refer the matter to the Permanent Disarmament Commission.

“ The Commission shall invite the High Contracting Party whose manufacture led to the taking of this step to furnish all necessary explanations. It shall undertake an enquiry into the matter and, for this purpose, shall be entitled to make use of the various sources of information provided for in the present Convention.

“ The Commission shall draw up a reasoned report as soon as possible, giving the result of its enquiry.

“ The High Contracting Parties shall without delay come to an agreement regarding the conclusions in the report.”

<sup>1</sup> This clause is the same as the one which appears in the last paragraph of Article 5 of the Draft Convention of 1929 but with the following modifications:

As the Conference has decided to set up a Permanent Disarmament Commission, the laws in force are to be forwarded to the Commission and not to the Secretary-General.

Furthermore, the 1929 draft refers specifically to articles covered by Categories I, II, III and IV. As the question of categories has not yet been gone into, the present text leaves it open.

2. The Permanent Disarmament Commission should be kept informed of orders for arms and of the relative expenditure, and should be in a position to supervise manufacture on the basis of output, and if necessary by inspection on the spot.

Supervision should, in addition, be exercised by the workmen's organisations whose members are employed on arms production.

The Sub-Committee did not discuss these proposals.

IV. Should the same supervision be applied to private manufacture and to State manufacture?

Supervision of private manufacture should be stricter than that of State manufacture.

Private and State manufacture should be subjected to "equivalent" supervision.<sup>1</sup> Provision might, however, be made for the same measure of supervision by different methods of procedure.

#### G. DEROGATIONS.

##### 22. *Derogations from the stipulations regarding arms manufacture.*

I. As the stipulations relative to arms manufacture will be incorporated in the same legal instrument as the Convention for the Reduction and Limitation of Armaments, the question of derogations in regard to stipulations relative to arms manufacture appears to be essentially bound up with the more general question of derogations in respect of the limitation of armaments. The question of derogations from the stipulations relative to arms manufacture—assuming that they require a special procedure—cannot therefore be usefully examined by the Sub-Committee until a later stage.

II. In the course of the preliminary examination of the question of derogations, certain delegations raised the question of how far the stipulations relative to arms manufacture would remain in force in time of war:

- (a) For belligerents,
- (b) For neutrals and, furthermore,
- (c) In regard to arms affected by qualitative disarmament.

While recognising the importance of these questions, the Sub-Committee considered that they did not fall within its competence, as they raised problems of international law such as the respecting of the rights and duties of neutrals in time of war and related not merely to manufacture but also to the limitation of armaments.

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#### ANNEX 5.

Conf. D./C.C.F.38.

Geneva, May 5th, 1933.

#### REPORT BY THE TECHNICAL COMMITTEE ON CATEGORIES OF ARMS.

1. The Technical Committee on Categories of Arms, the constitution of which had been proposed both by the Sub-Committee on the Manufacture of Arms and by the Sub-Committee on the Trade in Arms, was set up on April 12th, 1933, by the Chairman of the Committee for the Regulation of the Trade in and the Private and State Manufacture of Arms and Implements of War.

The Technical Committee elected General Bénitez (Spain) as Chairman.

M. Magnette, rapporteur of the Arms and Ammunition section of the « Draft Customs Nomenclature drawn up by the Sub-Committee of Experts for the Unification of Customs Nomenclature » set up by the Economic Committee of the League of Nations, took part in the Committee's work and, thanks to his valuable assistance, the categories established for the regulation of the trade in and the manufacture of arms have been brought into line as far as possible with the categories of arms proposed for the unification of Customs nomenclature.

Moreover, M. Magnette stated that his participation in this Committee's work will likewise have been helpful from the point of view of the final establishment of the Customs nomenclature for categories of arms.

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<sup>1</sup> It was remarked that private manufacture and State manufacture could only be supervised on a basis of equality if such supervision was carried out by an international body (there could be no question of any State's supervising its own manufactures). Certain delegations observed that such supervision might be exercised through equal publicity in regard to the output of private and State manufacture.

2. The Committee's task was to establish categories of arms both for the regulation of the trade in and the regulation of the manufacture of arms, ammunition and implements of war.

The Committee confined itself to establishing categories for "authorised" arms; it did not deal with the question of categories for "prohibited" arms, as the Committee for the Regulation of the Trade in and Manufacture of Arms has not yet decided whether effect shall be given to the suggestion made by certain delegations to provide categories for "prohibited" arms.<sup>1</sup>

Generally speaking, the Committee has not considered the question whether publicity (and possibly limitation) should relate to weight, number or value.

3. The Committee took as a basis the categories established in 1929 by the Special Committee (document A.30.1929.IX). Amendments were submitted by the French, German, Italian and Polish delegations. These various proposals were all in accordance with the desire expressed by the Committee for the Regulation of the Trade in and Manufacture of Arms in that they were based on the three following principles:

- (a) The categories of arms already established should be modified as little as possible;
- (b) These categories should be simplified for practical purposes, and particularly in order to do away with any doubtful line of demarcation between the different categories;
- (c) The categories should as far as possible be brought into line with those provided for the unification of Customs nomenclature.

As it was anxious to avoid any unnecessary modification of the categories previously established—which would involve a revision of the provisions relating to those categories—the Committee was unable to accept the proposals submitted by the French<sup>2</sup> and German delegations, which would have made it necessary to change the order and the contents of the different categories. They had suggested that the principal land, naval and air arms should be grouped in one or three categories, and that accessory arms and those not employed exclusively for military purposes should be placed in an auxiliary category.

4. The categories of arms established by the Committee are given below.

In order to show what changes have been made as compared with the 1929 categories, the latter have been placed opposite those proposed by the Technical Committee, and explanations are given in regard to the various alterations.

1929 DRAFT CONVENTION.

COMMITTEE'S PROPOSAL.

CATEGORY I.

*Arms, ammunition and implements of war exclusively designed and intended for land, sea or aerial warfare.*

*Arms, ammunition and implements of war, exclusively designed for land, sea or aerial warfare, except those covered by other categories.<sup>3</sup>*

A. Arms, ammunition and implements exclusively designed and intended for land, sea or aerial warfare<sup>4</sup> both those which are or shall be comprised in the armament of the armed forces of a State and those which have been comprised in such armament<sup>5</sup> except such arms, ammunition and implements which, though included in the above definition, are covered by other categories<sup>6</sup>.

A. Arms and their component parts<sup>7</sup> which are easily recognisable, have a definite military characteristic and are capable of being utilised only in the assembling or repair of such arms.<sup>5</sup>

Such arms, ammunition and implements are classified under the following twelve headings:

Such arms, ammunition and implements are classified under the following 5 headings:

- 1. Rifles, muskets, carbines.
- 2. (a) Machine-guns, automatic rifles and machines-pistols of all calibres.

- 1. Rifles, muskets, carbines.
- 2. Machine-guns, automatic rifles and machine-pistols of all calibres.

<sup>1</sup> See report of the Sub-Committee on Manufacture (document Conf.D./C.C.F./24, section 7).

<sup>2</sup> For the French proposal, see paragraph 5, page 64.

<sup>3</sup> The addition of these words makes the title more explicit; otherwise vessels of war and aircraft would also come under this category.

<sup>4</sup> The words omitted were considered superfluous, since they are already included in the title.

<sup>5</sup> It was not considered necessary expressly to mention the fact that obsolete arms also come under this category, in view of the definition given for Categories I and II.

<sup>6</sup> This phrase has been replaced by the addition to the title.

<sup>7</sup> The Committee considered it possible to simplify the list of categories by grouping component parts with the complete arms to which they belong. The words added here replace paragraph B of Category I.

The word "essential" as applied to component parts has been omitted in view of the Customs difficulties which would arise in practice in deciding whether a part is essential or not.

1929 DRAFT CONVENTION.

COMMITTEE'S PROPOSAL.

- (b) Mountings for machine-guns;<sup>1 2</sup>  
 (c) Interrupter gears.<sup>1</sup>
3. Projectiles and ammunition for the arms enumerated in Nos. 1 and 2 above.
4. Gun-sighting apparatus, including aerial gun-sights and bomb-sights, and fire-control apparatus.<sup>2</sup>
5. (a) Cannon, long or short, and howitzers, of a calibre less than 5.9 inches (15 cm.)<sup>3</sup>;  
 (b) Cannon, long or short, and howitzers, of a calibre of 5.9 inches (15 cm.) or above;  
 (c) Mortars of all kinds<sup>3</sup>;  
 (d) Gun carriages, mountings, recuperators, accessories for mountings.<sup>1</sup>
6. Projectiles and ammunition for the arms enumerated in No. 5 above.
7. Apparatus for the discharge of bombs, torpedoes, depth charges and other kinds of projectiles.
8. (a) Grenades;  
 (b) Bombs<sup>2</sup>;  
 (c) Land mines, submarine mines fixed or floating), depth charges;
9. Appliances for use with the above arms and apparatus.<sup>2</sup>
10. Bayonets.
11. Tanks and armoured cars.
12. Arms and ammunition not enumerated above.

See below under B.

3. Guns, howitzers and mortars.

See below under B.

4. Apparatus for the discharge of bombs, torpedoes, depth charges and other kinds of projectiles.

See below under B.

See below under B.

See Category V, 3.

5. Tanks and armoured cars.

B. Essential and easily recognisable component parts, completely finished, of the articles covered by A above, if capable of being utilised only in the assembling or repair of the said articles, or as spare parts.<sup>4</sup>

B. Projectiles and ammunition for the arms enumerated under A above, and hand grenades and mines.

Also their component parts which are easily recognisable, have a definite military characteristic and are capable of being used only in the assembling or repair<sup>5</sup> of such arms.

CATEGORY II.

*Arms and ammunition capable of being used for military or other purposes.*

*Arms and ammunition capable of being used for military or other purposes, except those covered by other categories.<sup>6</sup>*

A. Arms and their component parts which are easily recognisable, have a definite military characteristic and are capable of being utilised only in the assembling or repair<sup>7</sup> of such arms.

<sup>1</sup> This subdivision was deleted, as the Committee thought it contained one of the component parts included in the list (cf. page 61, note 7).

<sup>2</sup> See French proposal on this point on pages 64 and 65.

<sup>3</sup> It was thought that the various kinds of artillery could be combined under one heading, but the German delegation reserved the right to revert to the question in the Committee for the Regulation of the Trade in and Manufacture of Arms.

<sup>4</sup> See, as regards the deletion of this paragraph, the explanations in note 7 on page 61.

<sup>5</sup> It is suggested that all "ammunition" and the component parts thereof (for which general particulars of weight and value could be given) should be grouped in one special paragraph B, while arms would appear in paragraph A. As formerly listed, paragraph A contained completed arms and paragraph B component parts.

<sup>6</sup> This addition was made for the same reasons as in the case of Category I (see page 61, note 3).

<sup>7</sup> This addition was made for the reasons given in note 7 on page 61.

1929 DRAFT CONVENTION.

COMMITTEE'S PROPOSAL.

1 and 2, same wording as the right-hand column.

3. Ammunition for the arms enumerated under 1 and 2 above with the exception of those covered by Category I.

4. Swords and lances.

B. Essential and easily recognisable component parts of the articles covered by paragraph A above, which are entirely finished, and utilisable exclusively for the assembling and repair of the said arms or as spare parts.<sup>2</sup>

1. Revolvers, and self-loading or automatic pistols, and developments of the same, designed for single-handed use or fired from the shoulder, of a calibre greater than 6.5 mm. and length of barrel greater than 10 cm.

2. Fire-arms designed, intended or adapted for non-military purposes, such as sport or personal defence, that will fire cartridges that can be fired from fire-arms in Category I; other rifled fire-arms firing from the shoulder, of a calibre of 6 mm. or above, not included in Category I, with the exception of rifled fire-arms with a "break-down" action.

B. Ammunition for the arms enumerated in A above, except the ammunition covered by Category I; also its component parts which are easily recognisable, have a definite military characteristic and are capable of being utilised only in the assembling of such ammunition.<sup>1</sup>

See under Category V.

CATEGORY III.

*Vessels of war and their armament.*

*Vessels of war and their armament.*

1. Vessels of war of all kinds.

2. Arms, ammunition and implements of war mounted on board and forming part of their normal armament.

Vessels of war of all kinds and their arms, ammunition and implements of war forming part of their normal armament.<sup>3</sup>

CATEGORY IV.

*Aircraft.<sup>4</sup>*

1. Aircraft assembled or dismantled.

2. Aircraft engines.

1. Aircraft assembled or dismantled. Completed aircraft and aircraft engines manufactured for the armed forces of the various countries.  
2. Aircraft engines.

<sup>1</sup> This change was made for the same reasons as in the case of Category I (see page 62, note 5).  
<sup>2</sup> It is proposed to omit this paragraph for the same reasons as in the case of Category I (see page 61, note 7, and the addition above under A, page 62).  
<sup>3</sup> It is proposed that there should not be two separate subdivisions for Category III, because it has been thought desirable to include complete warships in a single group (as an entity), this arrangement corresponding to the Washington and London Treaties and the United Kingdom Plan (document Conf.D.157, Addendum, Annex 1 Standard Displacement).  
<sup>4</sup> The Committee was unable to agree on the subject of aircraft. The French, Japanese, Polish and Spanish delegations wished to keep the heads drawn up in 1929, whereas the American, United Kingdom, German and Italian delegations proposed to include under those heads only aircraft "manufactured for the armed forces of the various countries" and to group aircraft and aircraft engines under a single head on the same lines as in Category III.  
Seeing that the decision as to the inclusion of civil aviation in this category is a political question, the Technical Committee does not see how it can continue this enquiry without special instructions on the point.

CATEGORY V.

1929 DRAFT CONVENTION.

COMMITTEE'S PROPOSAL.

1 and 2. Same text as in the right-hand column.

1. Propellants and explosives,<sup>1</sup> except common black gunpowder.

2. Arms and ammunition other than those covered by Categories I and II, such as pistols and revolvers of all models, rifled weapons with a "break-down" action, other rifled fire-arms of a calibre of less than 6 mm. designed for firing from the shoulder, guns with more than one barrel of which at least one barrel is smooth-bore, fire-arms firing rim-fire ammunition, muzzle-loading fire-arms.

3. Swords, lances, bayonets and similar weapons.<sup>2</sup>

5. The French proposal which the Committee decided to annex to its report—and which is given hereunder—was further based on the following principles:

(1) Categories should be arranged in the order of their importance on the one hand for the armament of modern armed forces and on the other hand for the possibilities they afford of supervision of the execution of a Convention for the Reduction and Limitation of Armaments.

(2) There should be no separation of the material comprised in the armament of the land, naval or air forces which is manufactured under analogous conditions, as well as of ammunition, propellants and explosives (Category I).

(3) There should be a special category for implements or parts of implements less important for the execution of the Disarmament Convention, the strict supervision of which would require special regulations (Category IV).

(4) There should be a special category for armaments not of great military value but of importance from the standpoint of trade, particularly in certain special zones (Category V).

As the Committee rejected this proposal, the French delegation asked that it should be annexed to the report.

FRENCH PROPOSAL.

*Category I.*

Arms, ammunition, and implements of war forming the main armament of the land forces or also used in the naval and air forces (other than arms and implements of war no longer in service).

1. Rifles, muskets, carbines.
2. Machine-guns, automatic rifles, machine-pistols.
3. Projectiles and ammunition for the arms enumerated above.
4. (a) Artillery of all calibres (complete).  
(b) Gun-barrels, recoil buffer-recuperators, mountings for the above arms.
5. Loaded projectiles, fixed ammunition, shell-cases for the above arms.
6. Grenades and bombs, loaded.
7. Tanks and armoured cars.
8. (a) Gunpowder.  
(b) Explosives.  
(c) Armour-plate.

*Category II.*

Warships and their special armament.

(The French delegation will give further details if necessary.)

---

<sup>1</sup> The French delegation enters a formal reservation against gunpowder and explosives being kept in the same category as muzzle-loading fire-arms; it considers that, if these propellants and explosives are not included in Category I, they should be put in a special category subject to the same measures of control as the armaments of Category I (see French proposal on this point below).

<sup>2</sup> These weapons were formerly included in Categories I (10) and II (4).

*Category III.*

Aircraft and their special armament.

1. Aircraft, assembled or dismantled.
2. Aircraft engines.

*Category IV.*

Implements or parts of implements comprised in the armament of the land, naval, or air forces, and requiring special regulations.

1. Component parts for military small arms (by weight).<sup>1</sup>
2. (a) Component parts for automatic arms (by weight).<sup>1</sup>  
(b) Mountings of all kinds for machine-guns (by number).<sup>1</sup>  
(c) Interrupter gears (by number).
3. Gun-laying apparatus, range-finding instruments, fire-control apparatus, aerial gun-sights.
4. Component parts for artillery, other than those in Category I, 4, paragraph (b).<sup>1</sup>
5. Special apparatus and instruments for the discharge of grenades and bombs.<sup>2</sup>
6. Unloaded projectiles.<sup>3</sup>
7. Unloaded grenades and bombs.<sup>3</sup>
8. Primers and detonators.<sup>3</sup>

*Category V.*

Implements capable of being used in war, the trade in which is to be regulated chiefly in certain special zones.

1. Revolvers and automatic or self-loading pistols.
2. Fire-arms designed, intended, or adapted for non-military purposes, such as sporting weapons, but firing the same ammunition as the arms specified in Category I.
3. Sporting guns and ammunition therefor.
4. Arms no longer in service in the armed forces.

As has been stated, the Committee was of opinion that such a change would necessitate special rules regarding the arms in these new categories. It was also urged that, in opposition to the French proposal, it would be useful to include in the same category—and therefore to treat them in the same way—complete arms and their component parts.

The Committee therefore kept the former order of categories and rejected the French proposal.

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Conf. D./C.C.F.40 and 40(a).

Geneva, May 27th and 30th, 1933.

ANNEX 6.

REPORT BY THE SUB-COMMITTEE ON THE TRADE IN ARMS

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<sup>1</sup> Included in the component parts in Category I—A, pages 61 and 62.

<sup>2</sup> Appear as subdivision 4 of Category I—A, page 62.

<sup>3</sup> Included in the component parts in Category I—B, page 62.



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## A. INTRODUCTION.

1. The Sub-Committee on Trade in Arms was formed on October 19th, 1932, by the Committee for the Regulation of Trade in and Private and State Manufacture of Arms and Implements of War. Its object was to push forward the study of questions relating to the trade in arms in such a way as to facilitate the subsequent work of the Committee. It had been understood that the Sub-Committee on Trade in Arms would meet after that on the Manufacture of Arms.

2. In accordance with the Report submitted by the Committee to the Bureau of the Conference on November 12th, 1932 (document Conf.D.145)—

“ the Committee has agreed in principle to recommend the revision of the 1925 Convention but, for reasons of expediency, to limit the amendment to the minimum strictly required ”— the Sub-Committee took the 1925 Convention<sup>1</sup> as a basis for discussion, certain delegations nevertheless reserving their final attitude towards this Convention. It also kept in mind the Bureau's resolution of November 22nd, 1932 (document Conf.D.149) and the proposals which were laid before it by various delegations.

The Spanish delegation reserves the right to submit proposals to the Committee dealing both with trade in and manufacture of arms.

3. The Sub-Committee presents the following report on the regulation of the trade in arms. In several cases, the Committee could not come to an agreement, so that certain proposals mentioned below are only supported by a few delegations. Other proposals are merely provisional, because they depend on work of the Conference which has not yet been terminated.

The various delegations stipulate that the adoption of the proposals submitted in this report shall be dependent on the final establishment of the categories, and one delegation<sup>2</sup> states that, whenever Category I is mentioned, this must be understood to include gunpowder and explosives.

<sup>1</sup> The report mentioned the articles of the 1925 Convention which were discussed, but does not indicate the slight changes in the text made principally in consequence of the resolution adopted by the Conference concerning the establishment of the Permanent Disarmament Commission.

<sup>2</sup> France.

Moreover, the delegations<sup>1</sup> which propose an international licensing system only approved of the text relative thereto on the hypothesis of such a system's being adopted. These same delegations reserve the right to ask for a change in the text in the event of the abolition of the private manufacture of arms being adopted.

#### B. PREAMBLE AND CATEGORIES.

##### 4. *Preamble.*

As in its resolution of November 22nd, 1932, the Bureau of the Conference considered that it was already agreed that the provisions relating to the trade in and the manufacture of arms and implements of war should be included in the same legal instrument as the Convention for the Reduction and Limitation of Armaments, the question of the drawing up of a special preamble in regard to trade in arms does not arise.

##### 5. *Categories.*

The Sub-Committee was not competent to pronounce upon the Technical Committee's report on categories of arms (document Conf.D./C.C.F.38), which is a matter for the Plenary Committee, but it felt bound in its report provisionally to take into account the categories adopted by that Committee, subject to the observations of certain delegations which are included in the report.

##### 6. *Definition of documents authorising the trade in arms.*

The Sub-Committee dealt with the question of the definitions used to indicate the documents required for the export and import of arms. It noted that the word "licence" was used in the 1925 Convention in the sense of a "special permit" authorising the export of a limited quantity of arms, whereas in the 1929 Draft Convention relating to manufacture this is taken to mean a general permit authorising the manufacture of certain arms. The "special licence" to trade in arms is valid for the export of only one consignment, whereas the "general licence" to manufacture is in practice valid for a comparatively lengthy period.

As has already been observed, it would be premature to pronounce upon the definition of "licences" until a decision has been taken as to the régime to be adopted for the trade in arms. The Sub-Committee did not pursue this study, but considers that it would be advisable to submit in the Committee's final report precise definitions for licences or other documents required for the purpose of regulating the trade in and manufacture of arms.

Proposals in this connection have already been made by the German delegation.

#### C. RESTRICTIONS UPON TRADE IN ARMS.

##### 7. *Decision of principle regarding the issue of licences.*

The Sub-Committee is of opinion that the licensing system must be strict as regards arms and implements of war proper, but different views are held as to the arms for the consignment of which a licence must be obtained and as to the type of licence (national or international).

Certain delegations<sup>2</sup> are of opinion that the licensing system should be based on the provisions of the 1925 Convention—*i.e.*, that it should apply solely to national licences. Other delegations<sup>1</sup> consider that a purely national licensing system would be inadequate and would not be adapted to the scale of the proposed Convention. They believe, moreover, that licences should be subject to definite and effective international supervision.

The changes which the various proposals mentioned above would introduce into the licensing system provided for in the 1925 Convention are enumerated below.

##### 8. *Documentation relating to licensing systems for the trade in arms in force in the various countries.*

The Sub-Committee examined with interest the Secretariat's memorandum on the documentation relating to licensing systems for the trade in arms in force in the various countries.

##### 9. *Exportation of arms of Category I to importing States.*

The Sub-Committee adopted the following Article<sup>3</sup>:

Article A. — "*The High Contracting Parties undertake not to export or permit the export of articles covered by Category I, except in accordance with the following conditions:*

"(1) *The export shall be for a direct supply to the Government of the importing State or, with the consent of such Government, to a public authority subordinate to it;*

<sup>1</sup> France, Poland, Spain.

<sup>2</sup> United Kingdom, Germany, Italy, Japan, United States of America.

<sup>3</sup> Article 2 of the 1925 Convention.

"(2) An order in writing, which shall be signed or endorsed by a representative of the importing Government duly authorised so to act, shall have been presented to the competent authorities of the exporting country. This order shall state that the articles to be exported are required for delivery to the importing Government or public authority as provided in paragraph 1."

10. *Export of arms of Category I to private persons.*

The Sub-Committee adopted the following Article: <sup>1</sup>

Article B. — "Nevertheless, export for supply to private persons may be permitted in the following cases:

"(1) Articles covered by Category I exported direct to a manufacturer of war material for use by him for the requirements of his industry, provided their import has been duly authorised by the Government of the importing country;

"(2) Rifles, muskets and carbines and their ammunition exported for supply to rifle associations formed for the encouragement of individual sport and duly authorised by their own Government to use them, the import of which is not contrary to any other provisions of the present Convention. Such arms and ammunition shall be sent direct to the Government of the importing country for transmission by such Government to the associations for which they are supplied;

"(3) Samples of articles covered by Category I exported for demonstration purposes direct to a trade representative of the exporting manufacturer, such representative being duly authorised by the Government of the importing country to receive them.

"In the above-mentioned cases, an order in writing, endorsed by the Government of the importing country or by its representative duly authorised so to act, must have been presented to the authorities of the exporting country. It shall contain all the information necessary to show that the order is properly made under this Article."

11. *Documents for the foreign trade of arms in Category I.*

The Sub-Committee adopted the following Article: <sup>2</sup>

Article C. — "Permission to export under Articles A and B shall be signified by a licence. An export declaration, if filed with and approved by the competent authorities of the exporting country, may take the place of a licence.

[As regards the export of arms referred to in Article B <sup>3</sup>]: "Such a licence or declaration must contain:

"(a) A description sufficient for the identification of the articles to which it relates, and giving their designation according to the headings in Category I, and their number or weight;

"(b) The name and address of the exporter;

"(c) The name and address of the importing consignee;

"(d) The name of the Government which has authorised the import.

"Each separate consignment which crosses the frontier of the exporting country, whether by land, water or air, shall be accompanied by a document containing the particulars indicated above. This document may be either the licence or export declaration or a certified copy thereof or a certificate issued by the Customs authorities of the exporting country, stating that the consignment is exported under licence or export declaration in accordance with the provisions of the present Convention."

One delegation <sup>4</sup> was of opinion that, in the case of exports on behalf of a State (Article A), this licence or this declaration should take into account either the value, the number or the weight or all these three characteristics together, for the articles in Categories I (A and B), II (A and B) and IV, according to what the Disarmament Conference decides for the returns of production of the same materials on behalf of States in conformity with paragraph 2 of Article 5 of the Convention on Manufacture. <sup>5</sup> This model should be established in such a way as to place producing and non-producing countries on an equal footing as regards publicity.

12. *Foreign trade in arms of Category II.*

Subject to the various reservations made by certain delegations <sup>6</sup> which cannot finally express their view until they know exactly what material will be included in Category II, the Sub-Committee provisionally adopted the following article: <sup>7</sup>

Article D. — "The articles covered by Category II shall only be exported under cover of an export document, which may be either a licence issued by the competent authorities of

<sup>1</sup> Article 3 of the 1925 Convention.

<sup>2</sup> Article 4 of the 1925 Convention.

<sup>3</sup> In regard to this addition proposed by the Persian delegation, see the explanations given below.

<sup>4</sup> Persia.

<sup>5</sup> 1929 Draft Convention (document A.30.1929.IX).

<sup>6</sup> France, Poland.

<sup>7</sup> Article 5 of the 1925 Convention.

*the exporting country or an export declaration endorsed by or filed with them. If the legislation of the importing country requires the endorsement of a duly authorised representative of its Government, and if this fact has been notified by the said Government to the Government of the exporting country, then such an endorsement must have been obtained and submitted to the competent authorities of the exporting country before the export may take place.*

*“Neither the licence nor the export declaration shall entail any responsibility upon the Government of the exporting country as to the destination or ultimate use of any consignment.*

*“Nevertheless, if the High Contracting Parties consider, on account of the size, destination or other circumstances of a consignment, that the arms and ammunition consigned are intended for war purposes, they undertake to apply to such consignment the provisions of Articles A, B and C.”*

13. *Personal restrictions affecting traders in arms.*

The delegations which are of opinion that personal restrictions should be laid down for arms manufacturers <sup>1</sup> propose that the same restrictions should be provided for traders in arms.

D. LIMITATION OF THE TRADE IN ARMS. <sup>2</sup>

14. *Quantitative limitation of the trade in arms.*

Certain delegations <sup>3</sup> are in favour of the quantitative limitation of the importation (and manufacture) of arms, but they have not yet submitted definite proposals on this matter, so that the Sub-Committee has not discussed the question.

It was observed in this connection that, as regards the quantitative limitation of imports, any imports for private persons should be placed to the account of the country into whose territory the arms are imported.

Other delegations <sup>4</sup> are opposed to any quantitative limitation of the trade in arms except in so far as this limitation is implied in the articles of the Convention dealing with material. A separate quantitative limitation of the trade in arms does not seem to them either equitable or practicable.

15. *Qualitative limitation of the trade in arms.*

The Sub-Committee provisionally adopted the following stipulation, which corresponds to a similar stipulation proposed by the Sub-Committee on the Manufacture of Arms: <sup>5</sup>

Article E. — *“The High Contracting Parties undertake not to acquire and not to permit the import, export or transit of arms, warships or aircraft with characteristics in excess of those laid down in the general Convention.”*

16. *Prohibition of the trade in prohibited arms.*

The delegations in favour of establishing “categories” of arms the use of which in time of war is or will be entirely prohibited by the Convention propose to prohibit expressly the trade in these arms when they are intended for purposes of war.

E. SUPERVISION.

17. *Supervision (general or special) over the trade in arms.*

Certain delegations <sup>4</sup> are of opinion that the measures of supervision provided for by the Convention for the Reduction and Limitation of Armaments and the stipulations of the 1925 Convention would constitute a sufficient degree of supervision for the trade in arms. Other delegations <sup>3</sup>, however, consider that a special procedure should be provided for the trade in arms.

A number of delegations reserve the right to submit concrete proposals on this subject at a later stage of the Committee's work. The following proposal has, however, already been put forward by one delegation <sup>6</sup>:

“If one of the High Contracting Parties is at any time of opinion that imports of arms, ammunition and war material into the territory of another High Contracting Party show a sudden, large and abnormal increase, and if it regards such increase as evidence of a menace to peace, it may refer the matter to the Permanent Disarmament Commission.

<sup>1</sup> Document Conf.D./C.C.F.24, Section 12.

<sup>2</sup> This question is not dealt with in the 1925 Convention.

<sup>3</sup> France, Poland, Spain.

<sup>4</sup> United Kingdom, Germany, Italy, Japan, United States of America.

<sup>5</sup> Document Conf.D./C.C.F.24, Section 13.

<sup>6</sup> Poland.

“ The Commission shall invite the High Contracting Party whose imports led to the taking of this step to furnish all necessary explanations. It shall undertake an enquiry into the matter and, for this purpose, shall be entitled to make use of the various sources of information provided for in the present Convention.

“ The Commission shall draw up a reasoned report as soon as possible giving the result of its enquiry.

“ The High Contracting Party shall without delay concert together regarding the conclusions in the report.”

One delegation<sup>1</sup> recognises the importance of the above proposal in the event of no quantitative limitation of the manufacture of and trade in arms being provided for.

18. *Submission of national licences to the Permanent Disarmament Commission.*

Certain delegations<sup>2</sup> are in favour of a system of licences issued by national authorities according to a standardised and detailed type, recognising a time limit which will enable the Permanent Commission to intervene with effect if necessary before the delivery of the material. One delegation<sup>3</sup> submitted the following proposal on this matter:

“ The States signatories to the Disarmament Convention should undertake to forward to the Permanent Disarmament Commission a copy of any licence authorising an export of arms or ammunition. This copy should be sent to the Commission at the same time as the licence is delivered to the applicant.

“ Exportation could only take place at the end of a certain time after the date of the forwarding of the copy of the licence. This time should be sufficiently long to enable the Commission to be acquainted with the licence before exportation takes place.

“ The Commission would be entitled to draw the attention of the Government concerned to any provision in the licence which seemed to it not to be in keeping with international obligations and might ask this Government to supply it with the necessary explanations. In this case, the despatch of arms could not take place until the matter had been completely cleared up. The Commission might, in addition, have the contents of the consignment verified by a commission of enquiry, the existence of which has already been provided for within the framework of the general attributions of the Permanent Commission.”

Certain delegations<sup>4</sup> are of opinion that a stipulation of this kind would be impracticable and would cause needless work.

F. PUBLICITY.

19. *Publicity of trade in arms covered by Categories I and II.*

Article F<sup>5</sup>. — *The High Contracting Parties undertake to publish or to forward to the Permanent Disarmament Commission, within two months of the close of each quarter, a statistical return of their foreign trade during this quarter in the articles covered by Categories I and II. This return shall be drawn up in accordance with the specimen forms contained in Annex I<sup>6</sup> to the present Convention and shall show under each heading provided for in Article 1 for the said categories the value and the weight or number of the articles exported or imported under a licence or export declaration, and the distribution of these amounts according to country of origin or destination.*

“ *In all cases where the consignment comes from, or is sent to, a territory possessing an autonomous Customs system, such territory shall be shown as the country of origin or destination.*”

This stipulation was adopted by the Sub-Committee, but certain delegations<sup>7</sup> accept this text only subject to the decisions taken as regards the proposal submitted in section 18. One delegation<sup>8</sup> also observed that, if States undertook to transmit copies of licences to the Permanent Disarmament Commission, the latter might be asked to draw up the above-mentioned statistics itself. Other delegations<sup>8</sup> observe that publicity of the trade in arms will depend on publicity of arms manufacture.

20. *Statistics relating to trade in arms.*

The question of drawing up Annex 1, mentioned in section 19 above, and the date of the publicity of the statistics<sup>9</sup> and the more general question of statistics, have been reserved. The

<sup>1</sup> France.

<sup>2</sup> France, Poland, Spain.

<sup>3</sup> Poland.

<sup>4</sup> United Kingdom, Germany, Italy, Japan, United States of America.

<sup>5</sup> Article 6 of the 1925 Convention.

<sup>6</sup> See Section 20.

<sup>7</sup> France, Poland.

<sup>8</sup> United Kingdom, Persia.

<sup>9</sup> Fourth paragraph of Article 6 of the 1925 Convention: “ The first statistical return to be published by each subsequent to the date on which the present Convention comes into force with regard to the High Contracting Party concerned.”

Committee, however, was anxious to make it clear forthwith that, in its opinion, provision should be made for regular publicity on the part of States and for publication by the Permanent Disarmament Commission. This question might be studied by the Committee simultaneously with the Secretariat's memorandum on the present position as regards statistics of the manufacture of and trade in arms.<sup>1</sup> Some delegations<sup>2</sup> proposed that publicity in respect of the trade in arms should be analogous to that which the Sub-Committee on the Manufacture of Arms had provided for in respect of licences.<sup>3</sup>

21. *Publicity of laws relating to trade in arms.*

The Sub-Committee has adopted the following text:<sup>4</sup>

Article G. — “ *The High Contracting Parties undertake to publish or to forward to the Permanent Disarmament Commission the text of the provisions of all statutes, orders or regulations in force within their territory dealing with the export and import of articles covered by Article 1, and to include therein all provisions enacted for the purpose of giving effect to the present Convention. Amendments and additions to these provisions shall be likewise published in annexes to subsequent quarterly returns.*”

22. *Publicity of licences granted for trade in arms.*

I. Some delegations<sup>5</sup> propose to supplement the 1925 Convention by providing for publicity for licences granted for trade in arms, corresponding to the publicity provided for licences for the manufacture of arms. These delegations consider that the text of this additional article might be similar to that proposed by the Sub-Committee for the Manufacture of Arms, which reads as follows:

“ The High Contracting Parties undertake to forward to the Permanent Disarmament Commission, or to publish, within two months of the close of each quarter beginning on the first day of January, April, July and October, a list of licences granted (or withdrawn)<sup>6</sup> or renewed (or modified)<sup>6</sup> during the preceding quarter, together with:

- “ (a) A description (with an indication of the quantity) of the war material for which the licence is granted;
- “ (b) The name and address of the registered or head office of the licensee (and the period for which the licence has been granted or renewed). ”<sup>7</sup>

The delegations in favour of such a provision regarding publicity for licences granted for trade in arms propose that the Permanent Commission be instructed to publish sufficiently detailed statistics<sup>8</sup> on the basis of these particulars.

II. Other delegations<sup>9</sup> point out that an export licence is different in character from a licence to manufacture, and they consider that to give publicity to individual export licences cannot be either necessary or practicable.

The Sub-Committee did not think it could continue the study of this question until a decision had been taken as to what system of licence should be adopted.<sup>10</sup>

23. *Publicity in respect of the construction and transfer of warships and their armament to another State.*

In order to comply with the various stipulations regarding warships, and to include exempted warships also in the publicity, the Sub-Committee adopted the following Article<sup>11</sup>, which designedly refers only to the “ trade ” in warships:

Article H. — “ *Within one month after the date of laying down and the date of completion respectively of each vessel of war, subject to limitation in virtue of treaties in force, laid down or completed on behalf of another Government, the High Contracting Parties shall communicate to the Permanent Disarmament Commission the information detailed below:*

- “ (a) *The date of laying down the keel and the following particulars:*
- “ *Classification of the vessel (stating for which Government it was built);*
- “ *Standard displacement in tons and metric tons;*

<sup>1</sup> Document Conf.D./C.C.F.23.

<sup>2</sup> France, Poland, Spain.

<sup>3</sup> See Section 22.

<sup>4</sup> Article 6 of the 1925 Convention, last paragraph.

<sup>5</sup> France, Poland, Spain.

<sup>6</sup> Additions proposed by certain delegations (not specified) in the report on the manufacture of arms.

<sup>7</sup> Addition proposed by a delegation (not specified) in the report on the manufacture of arms.

<sup>8</sup> The Sub-Committee for the Manufacture of Arms provisionally adopted the following provision on this subject: “ The Permanent Disarmament Commission shall periodically publish a list of licences issued by the Governments.”

<sup>9</sup> United Kingdom, Germany, Italy, Japan, United States of America.

<sup>10</sup> See Section 7.

<sup>11</sup> Article 7 of the 1925 Convention, Washington and London Treaties, Article 34 of the Draft Convention drawn up by the Preparatory Commission, adopted by the Naval Commission on June 3rd, 1932.

“ Principal dimensions—namely, length of waterline, extreme beam at or below waterline;

“ Mean draught at standard displacement;

“ Calibre of the largest gun.

“ (b) The date of completion, together with the foregoing particulars relating to the vessel at that date.

“ Within two months of the close of each quarter, a return for that quarter shall be made to the Permanent Commission, showing the particulars specified above in respect of every vessel of war not subject to limitation, laid down or completed with their territorial jurisdiction on behalf of the Government of another State.”

24. *Publicity of exports of aircraft and aircraft engines (Category IV).*

As regards publicity of the trade in aircraft, the Sub-Committee adopted the following text:

Article I. — “ The High Contracting Parties undertake to publish, within two months of the close of each quarter, a return for that quarter of the export of complete aircraft and aircraft engines [manufactured for the armed forces of the various countries] giving quantities exported and their allocation according to countries of destination.”<sup>1</sup>

Certain delegations<sup>2</sup> propose the addition of the words between brackets so as not to include civil aviation in the publicity provided for in respect of the trade in arms, but they do not object to publicity for civil aviation elsewhere.

As the decision regarding the inclusion of civil aviation in this category is of a political nature, the Sub-Committee does not see its way to pursue this investigation.

G. VARIOUS PROVISIONS.

25. *Freedom as regards certain arms (Categories IV and V).*

The 1925 Convention<sup>3</sup> provides that:

“ Subject to the provisions of Chapter III, the articles covered by Categories IV and V may be exported without formalities or restrictions ”.

Certain delegations<sup>4</sup> are in favour of retaining this stipulation, whereas others<sup>5</sup> consider that the trade in aircraft and aircraft engines, both civil and military, should be subject to the same regulations as would apply to the trade in arms in Category I. One delegation advocates consideration of the possibility of applying the licence system to complete aircraft destined for the armed forces.

It will only be possible to draw up the text of this article when Category IV has been definitely adopted.

26. *Exceptions in respect of provisions relating to the trade in arms.*

The Sub-Committee adopted the following provision, which appears among the general provisions of the 1925 Convention:<sup>6</sup>

Article J. — “ The High Contracting Parties agree that the provisions of the present Convention do not apply:

“ (a) To arms or ammunition or to implements of war forwarded from territory under the sovereignty, jurisdiction, protection or tutelage of a High Contracting Party for the use of the armed forces of such High Contracting Party, wherever situated; nor

“ (b) To arms or ammunition carried by individual members of such forces or by other persons in the service of a High Contracting Party and required by reason of their calling; nor

“ (c) To rifles, muskets, carbines and the necessary ammunition therefor, carried by members of rifle clubs for the sole purpose of individual use of international competitions in marksmanship.”

27. *Prohibition to dispose of warships.*

Some delegations<sup>7</sup> propose to include among the clauses relating to the trade in arms the following Article:<sup>8</sup>

“ Each of the High Contracting Parties undertakes not to dispose by gift, sale or any

<sup>1</sup> With the exception of the words between brackets and of the time-limit mentioned, this text is similar to Article 9 of the 1925 Convention.

<sup>2</sup> Germany, Italy.

<sup>3</sup> Article 10 of the 1925 Convention.

<sup>4</sup> United Kingdom, Germany, Italy, United States of America.

<sup>5</sup> France, Poland, Spain.

<sup>6</sup> Article 34 of the 1925 Convention.

<sup>7</sup> United Kingdom, Italy, United States of America.

<sup>8</sup> Article 21 of the Draft Convention drawn up by the Preparatory Commission.

mode of transfer, of any vessel of war in such a manner that such vessel may become a vessel of war in the navy of any foreign Power."

This question was not discussed by the Sub-Committee.

28. *Arms imported from non-contracting States.*

With a view to preventing non-contracting States from obtaining more favourable treatment for the trade in arms than States agreeing, in the general interest, to subject their own trade to the restrictions of the present Convention, the 1925 Conference inserted a provision<sup>1</sup> which the Sub-Committee has adopted and which reads as follows:

Article K. — "*The High Contracting Parties undertake not to apply a more favourable régime to imports of articles referred to in Article I coming from territories of non-contracting States than that which they will apply to such imports coming from territories of contracting States, and to subject these imports, of whatever origin, to the same conditions of authorisation and, so far as possible, of publicity.*"

One delegation<sup>2</sup> proposed that a prohibition of the export of arms to non-contracting States should be added by inserting the following provision:

"The High Contracting Parties undertake to prohibit any export of articles referred to in Article I to non-contracting States".

29. *Special Zones.*

I. The Persian delegation is of opinion that the provision in Article 23 (d) of the Covenant of the League of Nations, which—

"entrusts the League with the general supervision of the trade in arms and ammunition with the countries in which the control of this traffic is necessary in the common interest",— does not involve the necessity for providing for special maritime zones. Should the Conference decide to maintain the maritime zones, the Persian delegation, as it stated in the Committee, agrees in a spirit of compromise to such a solution, but requests that the Persian Gulf and the Gulf of Oman be excluded. It is only at the cost of great sacrifices that Persia has ensured the security of her territory, of her territorial waters, and of the high seas, and the provisions of the 1925 Convention therefore no longer correspond to the actual situation, especially as those provisions are contrary to the Covenant and infringe Persia's freedom of the seas and of trade. Persia proposed to conclude a bilateral treaty with the United Kingdom regarding supervision in the Persian Gulf and the Gulf of Oman, with a view to safeguarding the interests of the two countries.

The United Kingdom delegation is not convinced of the advisability of settling the question of general security in the Persian Gulf and the Gulf of Oman by a bilateral agreement. It considers that such security could only be adequately ensured in the interests of all the States and in accordance with the provisions of the Covenant by the maintenance of the maritime zones as defined in Article 12 of the 1925 Convention.

The Sub-Committee considers it necessary to retain the special laid zones as provided for in the 1925 Convention.<sup>3</sup> As regards the maritime zones, the Sub-Committee agrees to their maintenance in the Red Sea and the Gulf of Aden, but has decided to refer to the Plenary Committee the question of the Persian Gulf and the Gulf of Oman, which more especially concerns the United Kingdom and Persian delegations.

II. The Sub-Committee is of opinion that all the Articles and the Annex of the 1925 Convention relating to special zones (subject to the definition of those zones contained in those articles and in the Annex) should be reproduced in full, but that certain amendments should be introduced to eliminate the conception of "native vessels".

These amendments are as follows:

"Chapter III.

Article 20.<sup>4</sup> — Amend to read:

"The High Contracting Parties agree that, within the special zones, no vessel of under 500 tons (net tonnage) shall be allowed to ship, discharge or tranship articles covered by Categories I, II, IV and V.

"The provisions of the first paragraph of the present Article do not apply to lighters or barges or to vessels engaged exclusively in the coasting trade between different ports of the same State, colony, protectorate or mandated territory where warehouses are situated. The conditions under which articles covered by Categories I, II, IV and V may be carried by such vessels are laid down in paragraph 1 of Section II of Annex II of the present Convention, to which the High Contracting Parties undertake to conform."

Article 21. — Line 2: Delete "native".

<sup>1</sup> Article 11 of the 1925 Convention.

<sup>2</sup> Poland.

<sup>3</sup> Chapter III and Annex II.

<sup>4</sup> Since Articles 12 *et seq.* of the 1925 Convention have been only very slightly amended, it did not seem necessary to indicate them by mean of letters.



*Article 22.* — Line 2: Delete “ native ”.

*Article 27.* — Penultimate line: Delete “ native ”.

*Add new Article 27 (a) to Chapter III:*

“ The provisions of the present Convention respecting the right to fly the flag of a High Contracting Party shall not apply to vessels duly registered in the territories of a High Contracting Party which, by the laws of such Party, are required to fly the flag of that Party. The High Contracting Parties agree, however, that all such vessels, before entering or trading within the special zones, shall be furnished by the consular or other authorities of that Party with a licence, authorising the said vessels to enter or trade within the zones. Such licences shall be renewed annually and shall so far as possible be given subject to the conditions and regulations specified in paragraphs 3 and 4 of Section II of Annex II to the Convention.<sup>1</sup>”

*Annex II. — Section II.*

*Paragraph 4:* Amend to read:

- (i) “All vessels of less than 500 tons (net tonnage) before, etc.”
- (ii) Delete “ native ” — line 1, sub-paragraph (a).
- (iii) Delete “ native ” — line 1, sub-paragraph (b).

*Paragraph 5:* (i) Sub-paragraph 1. — Amend to read:

“ When a warship belonging to one of the High Contracting Parties encounters within the maritime zone but outside territorial waters a vessel of under 500 tons burden (net tonnage), etc.”

- (ii) Delete sub-paragraph 2.

One delegation<sup>2</sup> takes the view that the provisions of Section II of Annex II should not apply to vessels regularly flying the flag of one of the High Contracting Parties. These provisions should apply solely to vessels which either fly the flag of one of the High Contracting Parties without authorisation or fly no flag at all.

30. *Special Provisions (Articles 28 to 30) and declarations regarding the Territory of Ifni.*

I. In consequence of the entry into force of the Treaty regarding the Regulation of the Importation of Arms into Abyssinia, signed at Paris on August 21st, 1930<sup>3</sup>, the Sub-Committee proposes to re-draft Article 28 as follows:

“ If a State at present included in the special zones should, at the moment of its accession to the present Convention, assume with respect to its own territory the undertakings necessary to comply with the stipulations, inclusive of Articles 12 to 18, of the said Convention with regard to the export, import and transport of arms and ammunition and of implements of war, and, on the understanding that, when such State possesses a sea-coast, it will also assume the obligations contained in Articles 19 to 26 inclusive, the High Contracting Parties declare that such accession, as soon as it becomes effective in accordance with Article 41, will have the following legal effect:

- “ (1) The said State will be excluded from the said zones ;
- “ (2) The High Contracting Parties agree as regards such State to comply with the stipulations of Articles 12 to 18 inclusive as regards the territory of the said State ;
- “ (3) They will observe the regulations put into force in conformity with the said undertakings by that State as a sovereign State ;
- “ (4) They agree, when that State possesses a sea-coast, to comply with the obligations of Articles 19 to 27 inclusive in regard to that State.”

II. The Sub-Committee did not feel that it could discuss Article 29, because it is political in character, but it adopted Article 30, which reads as follows:

“ The High Contracting Parties, who possess extra-territorial jurisdiction in the territory of another State Party to the present Convention, undertake, in cases where the rules of this Convention cannot be enforced by the local courts as regards their nationals in such territory, to prohibit all action by such nationals contrary to the provisions of the present Convention.”

III. The Spanish delegation intends to make a proposal to the Committee with regard to the Ifni Declaration.

<sup>1</sup> The addition of this supplementary article is proposed because the replacement of the expression “ native vessels ” by “ vessels of under 500 tons ” would have the effect of bringing any vessel of the High Contracting Parties of displacement under 500 tons, in any part of the world, under the special provisions relating to the authorisation to fly the flag (Article 22).

<sup>2</sup> Persia.

<sup>3</sup> Document C.713.1930.IX.

31. *General provisions (Articles 31-41).*

As it is proposed that the provisions regarding the trade in arms be embodied in the General Convention,<sup>1</sup> the Sub-Committee has not made a study of those provisions.<sup>2</sup>

One delegation,<sup>3</sup> however, desired to state that, in its opinion, the provisions regarding the maintenance of previous Treaties<sup>4</sup> should be retained, while another delegation<sup>5</sup> made a reservation regarding this observation because it did not consider that political questions came within the Sub-Committee's terms of reference.

Certain delegations<sup>6</sup> are of opinion that the question of the measures to be taken in regard to the trade in arms in the event of an aggression or threat of aggression is a highly important one, although, on account of its political aspect, it has not been discussed by the Sub-Committee.

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ANNEX 7.

Conf. D./C.C.F.41.  
Geneva, May 27th, 1933.

PROPOSAL SUBMITTED BY THE FRENCH DELEGATION TO THE  
COMMITTEE FOR THE REGULATION OF THE TRADE IN AND  
THE PRIVATE AND STATE MANUFACTURE OF ARMS AND  
IMPLEMENTS OF WAR.

*Add to Part II, Section II, of the Draft Convention submitted by the United Kingdom  
Delegation the following Chapter 4.<sup>7</sup>*

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CHAPTER 4. — LIMITATION AND SUPERVISION OF THE MANUFACTURE  
OF AND TRADE IN WAR MATERIAL.

*Article A.*

The following provisions shall apply to the manufacture of and trade in the articles enumerated in Annex I.

[The categories of war material subject to the regulations laid down hereafter shall be determined by the conclusions of the Conference with regard to the quantitative limitation of material and shall include, as far as may be necessary, the articles covered by Categories I (sub-categories A and B), III (sub-category 2) and V (sub-category I) of Article I of the 1925 Convention on the Supervision of the International Trade in Arms and Ammunition and in Implements of War.]

*Article B.*

1. Annex 1 fixes the quotas within the limits of which each of the High Contracting Parties may, during the period of application of the present Convention, procure the said articles whether the latter are manufactured or imported by it direct or are imported on its behalf.

2. The manufactures or imports of the said articles effected on behalf of third parties within the limits of the jurisdiction of each High Contracting Party must not exceed by more than  $x$  per cent the amount of the quotas assigned to it.

3. The High Contracting Parties shall take the necessary steps to ensure that within a period of . . . from the coming into force of the present Convention, the manufacture of the said articles shall be prohibited within the sphere of their jurisdiction except in establishments belonging to the State or directly supervised by it.

4. It shall be for the Permanent Disarmament Commission to judge at any time whether the rate of supply of the said articles to each of the High Contracting Parties, as shown in particular by the licences or declarations of manufacture or export transmitted to the Secretary-General of the League, is in relation with the size of the quotas assigned to that Party.

5. The Permanent Disarmament Commission shall arrange for the progressive standardisation of war material as between the Powers whose armed land forces are subject to the provisions of Part II, Section I, Chapter 2, of the present Convention. The Secretary-General of the League shall only give the visa provided for in Article D below if the nature and amount of the material supplied to the said Powers meet with the approval of the Permanent Disarmament Commission.

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<sup>1</sup> See Section 3.

<sup>2</sup> With the exception of Article 32, which is technical (see Section 26).

<sup>3</sup> Poland.

<sup>4</sup> Article 34.

<sup>5</sup> Germany.

<sup>6</sup> France and Poland.

<sup>7</sup> This proposal is not identical with the proposal submitted by the French delegation to the General Commission on May 29th, 1933 (document Conf.D/C.G.122).

*Article C.*

The High Contracting Parties undertake not to order the said articles to be manufactured or to export them or to permit their exportation unless the following conditions are fulfilled:

- (a) The characteristics of the arms or material shall comply with the present Convention;
- (b) Export or manufacture shall take place with a view to direct supply to a Government or, with the assent of the said Government, to some public authority under its control;
- (c) Supplies to the Governments or public authorities of the Powers whose land armed forces are subject to the provisions of Part II, Section I, Chapter E, of the present Convention must be approved by the Permanent Disarmament Commission.

*Article D.*

1. In every case of manufacture or export of the said articles, the Government of the High Contracting Party shall issue an export or manufacture licence or declaration.

2. The said licence or declaration, which shall be made out in duplicate, one copy being immediately addressed to the Secretary-General of the League of Nations shall contain:

- (a) A description permitting of the identification of the material to which it applies, together with particulars of the said articles in accordance with the headings of Annex I and details of their numbers or weight and their principal characteristics, more especially the calibre of artillery and the tonnage of tanks;
- (b) The name of the exporter or factory;
- (c) The name of the consignee;
- (d) The name of the Government, if any, having authorised importation.

In the case of the supplies mentioned in Article C, paragraph (c), the licence or declaration must also carry a visa by the Secretariat of the League of Nations certifying that the said supplies have been approved by the Permanent Disarmament Commission.

*Article E.*

The international trade in arms, ammunition and implements of war other than the articles enumerated in Article A shall be governed by the provisions of Annex II to the present Chapter. The High Contracting Parties shall comply with these provisions.

[Annex II will reproduce, with such amendments or additions as may appear appropriate, the provisions of the 1925 Convention on the Supervision of International Trade in Arms, Ammunition and Implements of War.]

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ANNEX 8.

Conf.D./C.G.49.

Geneva, March 6th, 1933.

SUSPENSION OF THE PROVISIONS OF THE CONVENTION  
IN WAR-TIME AND DEROGATIONS.

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QUESTION RAISED BY THE COMMITTEE FOR THE REGULATION OF THE TRADE  
IN AND PRIVATE AND STATE MANUFACTURE OF ARMS AND IMPLEMENTS OF WAR.

The Committee for the regulation of the trade in and private and State manufacture of arms and implements of war had laid before it on February 22nd, 1933, by its Sub-Committee on the Manufacture of Arms the question of the suspension in war-time of the provisions concerning the manufacture of arms. This question, which is important, not only as regards the manufacture of arms, but also as regards the trade in the same, appears to be dependent on the more general question of the suspension of the provisions concerning the limitation of arms in war-time and, to a certain extent, also on derogations from these provisions allowed for other reasons.<sup>1</sup> The Committee feels that this general question must be settled before it can study the point whether special methods should be specified as regards the stipulations concerning the manufacture of and trade in arms.

In the course of the preliminary study of this question, certain delegations asked up to what point the provisions concerning the manufacture of arms would remain in force in war-time:

- (a) As far as belligerents were concerned;
- (b) As far as neutrals were concerned; and, moreover,
- (c) As far as arms subject to qualitative disarmament were concerned.

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<sup>1</sup> Article 50 of the Draft Convention of the Preparatory Commission, Article 33 of the 1925 Convention concerning the Trade in Arms, Article 8 of the Draft Convention of 1929 concerning the Manufacture of Arms: Articles 6 and 7 of the 1907 Hague Convention (XIII) concerning the Rights and Duties of Neutral Powers in the Case of War at Sea.

Though recognising the importance of these questions, the Committee felt that they lay outside its terms of reference, because they raised the problems of international law such as the respect for the rights and duties of neutrals in war-time, and referred, not only to the manufacture of and trade in arms, but also to the limitation of armaments.

The Committee submits an extract of Minutes dealing with this question, annexed hereto.

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**Appendix to Annex 8.**

COMMITTEE FOR THE REGULATION OF THE TRADE IN AND PRIVATE AND STATE MANUFACTURE  
OF ARMS AND IMPLEMENTS OF WAR.

**EXTRACT OF MINUTES OF THE ELEVENTH MEETING**

*held on Thursday, March 2nd, 1933, at 10.30 a.m.*

**Memorandum by the Rapporteur (document Conf.D./C.C.F.35).**

The CHAIRMAN opened the discussion on the memorandum by the Rapporteur concerning the question of the suspension of the Convention in war-time.

M. KOMARNICKI (Poland), rapporteur, observed that, in going through the report of the Sub-Committee, that question had struck him as being of special importance from the standpoint of the trade in and manufacture of arms. He suggested accordingly that the Committee, when referring to the General Commission the two questions of principle raised by the British representative, should refer to it also the question of the suspension of the Convention, directing the General Commission's attention to the expediency of studying a point so closely bound up with the Committee's work. The drafting Committee had been unable to concern itself with the question, being bound by its terms of reference.

Mr. CARR (United Kingdom) said that he had no objection to the question's being referred to the General Commission provided that, coming as it did within a different category, it was submitted in a separate report. He suggested that the last paragraph of document Conf.D./C.C.F.35 be deleted or amended: <sup>1</sup> he did not regard the question referred to therein as one on which the Committee necessarily required special guidance—it was one which would arise in connection with the whole of the General Convention.

He thought there was general agreement that, except for the "humanitarian" clauses, the provisions of the Convention on Trade and Manufacture would probably lapse in time of war (provisions relating, for instance, to licences or publicity). But there was considerable doubt about the method. Was the Convention to cease to operate automatically, or was there to be an arrangement on the lines of the derogation clause (Article 50) of the Preparatory Commission's Draft Convention? The Committee should, he thought, confine itself to directing the General Commission's attention to that point, suggesting perhaps that it be referred to a legal Committee.

M. REBER (United States of America) agreed with Mr. Carr. He urged that the work of the Committee and of the Sub-Committee on the Trade in Arms should not be held up while awaiting a reply from the General Commission to this question, the solution of which he considered depended upon decisions as to the suspension or derogation of the General Convention. The last sentence in the first paragraph of the rapporteur's memorandum might be deleted. He hoped the rapporteur would make it clear that the Committee was not waiting for a ruling from the General Commission.

M. KOMARNICKI (Poland), rapporteur, agreed as to the necessity for a separate report regarding the suspension of the Convention, an issue which involved a separate group of questions: the draft report had already been submitted in the form of a memorandum by the rapporteur.

He agreed with Mr. Carr and Mr. Reber that the Committee's work must not be held up while waiting for the General Commission's reply, though the Committee could not of course frame its final report before having that reply. The question of the suspension of the Convention in war time might quite legitimately be referred to the Commission, in view of the Bureau's decision of November 22nd, 1932:

"The Bureau of the Conference . . .

"Considers that it is already agreed that the provisions relating to the trade in and manufacture of arms and implements of war shall be included in the same legal instrument as the Convention for the Reduction and Limitation of Armaments."

The last paragraph in document Conf.D./C.C.F.35 could be deleted. Subject to that amendment, the memorandum might stand: its purpose was to ensure that the Committee should have the General Commission's decision on the two principles before concluding its work.

Captain (I.R.N.) RUSPOLI (Italy) endorsed the views of Mr. Carr and M. Reber. The question of the suspension of the Convention in war-time was, he urged, far beyond the scope of the Committee's terms of reference. Moreover, the League Council would be dealing shortly with the question

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<sup>1</sup> The Committee would be grateful if the General Commission would elucidate this point.

of an embargo on arms, and the point now under discussion might have to be considered in connection with that question and with the provisions of Article 8, paragraph 5, of the Covenant:

“ The Members of the League agree that the manufacture by private enterprise of munitions and implements of war is open to grave objections. The Council shall advise how the evil effects attendant upon such manufacture can be prevented, *due regard being had to the necessities of those Members of the League which are not able to manufacture the munitions and implements of war necessary for their safety.*”

One should avoid placing non-producing States in condition of inferiority with regard to States capable of producing their implements of war or having accumulated large stocks of armaments.

M. KOMARNICKI, rapporteur, proposed that an extract from the Minutes of the meeting, recording the discussion, be annexed to the memorandum.

*This was agreed.*

M. KULSKI (Poland) thought that the question of the suspension of the Convention in war time concerned the Committee in the highest degree. It could not of course be settled by the Committee now, but, when the General Commission had come to a decision, perhaps after referring the matter to a legal body for opinion, the Committee would have to study the question from the special point of view of manufacture and trade.

The RAPPORTEUR agreed. The Committee's right to discuss the question further might be inferred from the last sentence of paragraph 2:

“ The Committee feels that this general question must be settled before it can study the point whether special methods should be specified as regards the stipulations concerning the manufacture of and trade in arms.”

*The Committee approved document Conf.D./C.C.F.35, subject to the amendment accepted by the rapporteur.*

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Official No.: **Conf. D.162.**

[Conf.D./C.S.E.37.]

Geneva, June 13th, 1933.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

63

REPORT OF THE SPECIAL COMMITTEE ON EFFECTIVES  
TO THE GENERAL COMMISSION

The Special Committee on Effectives met on Tuesday, June 13th, under the Chairmanship of M. Westman (Sweden). It considered the report of its Technical Committee (Annex 1) which it now transmits to the General Commission without, however, expressing any opinion on the non-technical aspects of the questions with which it deals. It is understood that this fact is without prejudice to the attitude which the various delegations represented on the Special Committee may take up when these matters come up for discussion by the General Commission.

Availing itself of a procedure in which the Committee had concurred, the Persian delegation nevertheless appealed to the Special Committee against the Technical Committee's decision in paragraph 11 of the latter's report to include part of the Persian police forces in the effectives for the reasons given in paragraph 16 of that report. The grounds for this appeal are set out in the Persian delegation's declaration annexed to the present report (Annex 2). The Bulgarian delegation also appealed against the Technical Committee's decision regarding the Danubian and maritime surveillance police (§§ 11 and 14 of the Technical Committee's report) on which subject it filed a declaration which is annexed hereto (Annex 3). The Committee noted these two declarations and draws the General Commission's attention to the questions involved.

At the Hungarian delegation's request, the attention of the General Commission is also drawn to the case of the Hungarian river police, regarding which a decision is mentioned in paragraphs 11 and 13 of the Technical Committee's report.

**ANNEX 1.**

REPORT OF THE TECHNICAL COMMITTEE TO THE SPECIAL COMMITTEE ON  
EFFECTIVES.

Conf.D./C.S.E.36.

Geneva, May 30th, 1933.

*Rapporteur*: General NYGREN (Sweden).

INTRODUCTION.

1. The Technical Committee of the Special Committee on Effectives was appointed by a decision taken on October 14th, 1932, by the Special Committee on Effectives. Its terms of reference were :

"(1) To examine the characteristics of the various police forces and similar formations belonging to the States represented on the Committee on Effectives in order to enable the Committee later to determine which police forces of the various States should be taken into account in calculating effectives.

"(2) To lay down methods for determining the part of the naval forces to be assimilated to land forces when establishing the irreducible component."

The Technical Committee proceeded in the first instance to study the police forces of a number of countries and drew certain conclusions which it recorded in a first report to the Special Committee on Effectives (Annex to document Conf.D./C.G.41). It also made proposals with a view to complying with paragraph (2) of the terms of reference above quoted.

2. It will be desirable to reproduce in this connection the conclusions and proposals in the light of which all the later work of the Committee has been carried on :

“ (i) *Police Forces.*

“ (1) A police force or similar formation need not be taken into account for purposes of calculating effectives unless it has one or more of the following characteristics :

“ (a) Arms other than individual (machine-pistols, Lewis guns, machine-guns, and weapons of accompaniment, etc.) ;

“ (b) Training of a military nature other than close order drill, physical training, or technical training in the use of individual arms ;

“ (c) Equipment : transport, or signalling or engineer equipment of a suitable nature and on a sufficient scale to enable it to be employed by units in tactical operations.

“ (2) The possession by a force of one or more of the above characteristics will, in principle, determine its inclusion in whole or in part in the calculation of effectives. Doubtful cases should be judged by reviewing the military capacity of the forces in the light of all the above characteristics and in taking into account in particular the following confirmatory considerations :

“ (a) Quartering in barracks ;

“ (b) Training in groups of a hundred men or more ;

“ (c) Organisation on a military basis ;

“ (d) Previous military training.”

“ (ii) *Naval Effectives to be assimilated to Land Effectives.*

“ For the purpose of taking into account, in its calculations for land effectives, such naval effectives as are intended for land operations or for coast defence, the Effectives Committee accepts the following general principles :

“ (a) Personnel engaged in fleet services : training, administration, etc., as well as those assigned to or destined for service afloat, should be excluded from the calculations made by the Effectives Committee to determine the co-efficients for land forces ;

“ (b) Naval effectives employed in land coast defence should be included in the same calculations ;

“ (c) Marines normally in excess of those assigned to, or destined for, service afloat, should be included in the same calculations ;

“ (d) Naval effectives coming within the classification ‘ similar formations ’ (reference Part I of this report) should be included in the same calculations if within the scope of standards to be adopted for such organisations.”

The Special Committee on Effectives adopted the report as a whole on November 2nd, 1932, after the Chairman of the Technical Committee had confirmed that the criteria reproduced above in respect of the police could not constitute an automatic means of distinguishing between the police forces to be included in effectives and the others, but that judgment should be exercised in doubtful cases. The Technical Committee then received the following terms of reference :

“ The Technical Committee is instructed to continue the examination of police forces which it has already begun, with a view to determining for all the countries invited to the Conference which police forces should be taken into account in calculating effectives on the basis of the report of the Technical Committee adopted by the Special Committee on Effectives” (annex to document Conf.D./C.G.41).

3. The Technical Committee began its study with all possible diligence. Nevertheless great delay occurred, owing to the fact that the information requested of the delegations regarding the police forces came in slowly. Moreover, during the discussion of a questionnaire relating to effectives, the General Commission decided on February 28th, 1933, to refer the report to the Special Committee, in order to give the German and Hungarian delegations an opportunity of expressing their views. The two delegations in question expressed their views at the Special Committee's meetings of March 7th and 8th. They took the view that the criteria enumerated in paragraph 2 above were inadequate, to ensure a fair appreciation of the military value of police forces, and in consequence they submitted amendments to modify them. After discussion of these amendments, the Special Committee on Effectives decided to confirm the criteria laid down, while urging that they were merely in the nature of an indication and could not relieve the Committee of the necessity of examining each concrete case on its merits. The German and Hungarian delegations accepted this procedure, while maintaining their reservations until such time as they could judge of the result of these enquiries.<sup>1</sup> The Special Committee on Effectives also decided that any Governments which were dissatisfied with a

<sup>1</sup> The Hungarian delegation recalled the statement made by it in the General Commission concerning Article 12 of the United Kingdom draft Convention (document P.V.56, page 2).

decision of the Technical Committee might appeal to the Special Committee on Effectives and from the latter to the General Commission.

4. After the submission by the United Kingdom delegation of a draft Convention, which was accepted by the General Commission on March 25th, 1933, as a basis for its discussions, the Committees of the Conference received instructions to accomplish any work likely to facilitate later discussion of this draft Convention. As this draft contained provisions with regard to police forces, the Special Committee on Effectives decided on March 29th that the Technical Committee should continue the examination of police forces in the various countries.

5. The Technical Committee therefore resumed work with increased diligence, in order to facilitate the detailed discussion in the General Commission of Articles 9 and 12 of the chapter on "Effectives" in the United Kingdom draft Convention. The object of the present report is to communicate the final decisions of the Committee, which are unfortunately not all unanimous. In cases where decisions have not been taken unanimously, the majorities by which they were adopted are given in footnotes.

## PART I. — I. POLICE FORCES AND SIMILAR FORMATIONS.

### I. *Metropolitan Police Forces.*

6. Before setting forth in detail the decisions which it has taken, the Committee wishes to stress the point that it has never considered it sufficient to apply unconditionally the criteria laid down in the report reproduced in paragraph 2 above. It has admitted that these criteria merely served as a basis for presumptions, and that it had in each case to use the experience and judgment of the technical experts composing the Committee. In so doing, it felt that it was acting in the spirit in which the Special Committee had adopted these criteria. It may therefore happen that two cases which are *a priori* similar may have received different treatment from the Committee. The majority of the Committee feels that, in such matters, two cases are rarely absolutely identical, and that caution should be exercised in making comparisons which are, moreover, often wrongly suggested by similar names applied to different organisations.

7. The Committee has examined the police forces of the following States : Afghanistan, Albania, Austria, Belgium, United Kingdom, Bulgaria, Chile, Colombia, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Guatemala, Hungary, India, Iraq, Italy, Japan, Latvia, Lithuania, Netherlands, New Zealand, Norway, Persia, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, the Union of Soviet Socialist Republics, the United States of America, Venezuela and Yugoslavia.

The Committee has examined the entire police forces of these countries for the reasons appearing in the following passage of its first report :

"It was felt that information with regard to non-military police forces, and particularly the approximate number of their effectives, might possibly enable the Committee to estimate to what extent police forces of a more military character were available for duties other than police duties properly so-called, and to what extent the army might be called upon to help maintain order. The Technical Committee did not consider it necessary to make an exhaustive study of these two points, in regard to which there are big differences between States, particularly in their legislation in regard to the use of the army for the maintenance of internal order. The Committee limits itself to directing the attention of the Committee on Effectives to these points for any useful purpose."

8. The Committee has not yet received any information from the following States : Abyssinia, Arabia (Ibn Sa'ud), Argentine, Australia, Bolivia, Brazil, Canada, China, Costa Rica, Cuba, Dominican Republic, Egypt, Haiti, Honduras, Irish Free State, Liberia, Luxemburg, Mexico, Peru, South Africa, Turkey and Uruguay.

The Committee remains at the disposal of the Special Committee on Effectives and of the General Commission in order to examine any information which may be received from the last-named Governments.

9. The Committee does not consider it essential to give a complete summary of all the decisions taken. It considers it sufficient that the Special Committee on Effectives and the General Commission should be acquainted with the general ideas which have guided it and with the decisions under which the Committee proposes to include the whole or a part of certain formations in the effectives of Table I annexed to Part II, Section I, Chapter I, of the United Kingdom draft Convention.

The Committee has naturally based its decisions on the present state of the formations in question and on the figures supplied by the various Governments. The majority of the Committee has deliberately refrained from taking account of the intentions of the Governments as regards the use of the various police formations in the event of war, since it considered that its decisions should only be based on the possibilities of such use. The Committee makes all reservations in respect of cases where changes may be made in the organisation, arms, training, etc., of the said formations before the Convention comes into force. As regards the figures submitted by Governments, the Committee did not proceed to an enquiry into these. Certain Governments are of opinion that these enquiries should be made before the final inclusion in the tables of effectives of the effectives of police formations.

10. The Committee does not think it advisable to give an account of the procedure it has followed.<sup>1</sup> It wishes, however, to point out that, at the beginning of its work, when it

<sup>1</sup> The Committee has kept Minutes of its meetings only since April 25th last.



only possessed information on a small number of police forces, it prudently reserved a number of doubtful cases in order to examine them later when in a position to take a general view and arrive more easily at coherent and equitable decisions. As further police forces were examined, this procedure became less and less necessary, and it was ultimately possible to settle the doubtful cases more easily.

II. *List of Police Forces, the Whole Strength of which should, it is thought, be included in Table I.*

Contracting parties	Police force	Approximate strength
Albania	Royal Frontier Guard . . . . .	1,300
Belgium	Mobile legion of the national gendarmerie (including the instruction squadron). . . . .	1,500
Bulgaria	Mounted gendarmerie <sup>1</sup> . . . . .	2,500
	Frontier guard . . . . .	2,900
	Danube and maritime surveillance police <sup>2</sup> . . . . .	—
Estonia	Frontier guard . . . . .	800
Finland	Frontier guard . . . . .	1,870
France	Mobile <i>Garde républicaine</i> . . . . .	10,000
Germany	Police probationers . . . . .	4,260
	Active section of the safety police <sup>3</sup> . . . . .	34,400
Hungary	Mobile gendarmerie . . . . .	800
	Frontier guard . . . . .	7,800
	River police <sup>4</sup> . . . . .	2,000
India	Tochi Scouts . . . . .	2,300
	South Waziristan Scouts . . . . .	2,700
	Kurram militia . . . . .	1,300
	Zhob militia . . . . .	1,200
	Malwar Bhil corps . . . . .	320
	Assam Rifles . . . . .	3,900
	Eastern Frontier Rifles . . . . .	840
Burma Military Police . . . . .	10,100	
Latvia	Frontier guard . . . . .	1,200
Netherlands	Military police . . . . .	715
Persia	Gendarmerie. . . . . } . . . . .	72,000
	Provincial security forces <sup>5</sup> . . . . .	
Poland	Gendarmerie. . . . .	2,300
	Frontier surveillance corps . . . . .	28,000
Roumania	Frontier guard <sup>6</sup> . . . . .	25,700
U.S.S.R.	Frontier guard (including Customs guard) . . . . .	28,150
	O.G.P.U. (interior, factory guards and railway guards) . . . . .	17,240
	Escort guards . . . . .	13,200
Yugoslavia	Mobile gendarmerie (1 battalion and 1 squadron) . . . . .	1,000

<sup>1</sup> The delegations of Greece and Yugoslavia made a reservation on the decision by which the Committee excluded the whole gendarmerie on foot from this table.

<sup>2</sup> The decision was taken by ten votes to five. The Bulgarian delegation made a reservation on this decision.

<sup>3</sup> The inclusion of police probationers was decided by ten votes to five, one vote being cast for the inclusion of part only of this force; the decision on active police was adopted by ten votes to three, the minority wishing to include only part of this force. The German delegation abstained from voting in both cases.

<sup>4</sup> The decision was taken by eight votes to five. The Hungarian delegation submitted a formal reservation on the vote of the Technical Committee concerning the Hungarian river police, this formation having been subjected to different treatment to that of similar forces belonging to other States. The Hungarian delegation was unable to accept the decision of the Technical Committee to this effect, not only in consequence of its general reservation on the criteria on which they have already reserved the right to raise the point in due time, but also because they could not accept that Hungarian police forces should be treated in a different manner from those of other countries.

<sup>5</sup> The decision was taken by twelve votes to two. The Persian delegation made a reservation on this decision.

<sup>6</sup> The decision was taken by thirteen votes to two. Four votes had previously been cast for the inclusion of part only of this force. The Roumanian delegation made a formal reservation against the inclusion in the effectives of the entire strength of its frontier guard, on the grounds that the special conditions of Roumania make it necessary to guard a portion of its frontier with formations organised on a military basis, whereas other countries guard their own frontiers by officials.

The main reasons which have led the majority of the delegations to include in the effectives the formations enumerated in the above list are given in paragraphs 12, 13, 14, 15 and 16 hereafter.

12. The formations listed in the table in the preceding paragraph (except the Bulgarian and Hungarian river police, and the Indian and Persian formations) possess in varying degrees similar characteristics. Their organisation is of a military character ; they are mostly equipped with collective arms (automatic rifles or machine-guns) ; they are usually quartered in barracks in units of at least one platoon ; they have a cohesion and discipline often equal and sometimes even superior to that of army units ; and, in particular, they are given the tactical training necessitated by the duties they have to perform. Some police forces have to deal with riots, strikes, or armed risings for which the other police forces and even the armed forces, particularly those with short-term service, are sometimes inadequate. The police operations which have to be carried out in these circumstances really amount to "local fighting", and are among the most difficult of military operations.

Frontier guards have to keep constant watch over frontiers. They are allotted to sectors in outposts and local reserves, and have to offer the first resistance to armed incursions in the same way as covering troops would in the field.

As a result of the conditions under which all these forces operate, the military qualities developed by them largely compensate for any defects in their general tactical training, which would be easily and speedily made good in case of need.

The Committee has included in the list of paragraph II a certain number of police or guard probationers destined to enter certain of the formations included in this list. Certain delegations remarked on this point that, in such cases, these probationers should be assimilated to recruits in training.

13. The Hungarian river police is subdivided into a section of river troops, sections for water and harbour service, and a mechanised anti-aircraft section. Its collective arms consist of monitors, guns and machine-guns.

14. The Bulgarian Danube and maritime police have a collective armament, including artillery and machine-guns.

15. The Indian formations possess nearly all the characteristics of military forces and in peace-time discharge duties which, if these formations did not exist, would have to be carried out by units of the regular army.

16. The Persian police forces raise a very special case. The Persian Government is at present organising its police forces and national defence forces, beginning with the former. That is why, in the information supplied by the Persian Government concerning the level of its armaments, no effectives are shown in respect of armed forces and of the 72,000 men of the gendarmerie and of the provincial security forces appearing in the table of formations organised on a military basis (document Conf.D.64(1)). Owing to the special geographical and social conditions of Persia, the Persian Government has been led to arm and train these police formations in a way which corresponds to the criteria set forth in paragraph 2 above. It considers, however, that, at the present moment, only about 10,000 men would be available for national defence, since the remainder could not be mobilised owing to the distances to be covered and the lack of means of communication.

The Committee, applying the 'established criteria', decided to include the whole of the formations organised on a military basis in the table of paragraph II while drawing attention to this special case.

17. The Committee has examined certain formations which, on the one hand, have collective weapons (automatic rifles or machine-guns in rather large numbers which are normally kept in store at their disposal for use in exceptional circumstances), but at the same time have only a limited number of men who know how to use them, and no, or practically no, tactical training is given.

The difference between these formations and similar formations armed solely with individual weapons is very slight ; it would therefore be going too far to include their whole strength while the latter formations were excluded. In these circumstances, the Committee decided to leave aside as of small importance the number of men of these formations to be included.

18. All the other metropolitan police forces considered were excluded from the effectives. In several cases, this was decided by a majority vote.<sup>1</sup> It should be realised that there are almost imperceptible gradations in the organisation of these forces, from purely civilian police forces with only a local organisation and no arms to State gendarmeries organised on a military model, equipped with individual military weapons or even sometimes with a small quantity of collective weapons. The personnel of these gendarmerie forces is generally

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<sup>1</sup> The Hungarian delegation is of opinion that the table in paragraph 11 should contain certain frontier guard forces which the Committee had examined and which, in its opinion, correspond to the description given in paragraph 12.

employed individually or in very small groups; they are seldom trained in units, and this training is confined to the technical use of weapons. They may or may not, according to circumstances, have done military service in the armed forces or with the police of a military type before joining the gendarmerie. Sometimes, too, a certain number of these gendarmes have to act as the military police of field armies. The Committee will recall the fact that, in this latter connection, it inserted in its first report the following passage :

“ The Committee was dealing with the case of police forces which are, in whole or in part, included in the armed forces in war. This is especially the case in Europe for numerous gendarmeries, from which, at the time of mobilisation, are taken certain contingents to form the military police forces, or *prévôtés*, entrusted with police duties in the rear of the armies. The Committee admitted that the fact that a force could, in whole or in part, be incorporated in the armed forces in war should be regarded as a characteristic additional to those mentioned in paragraph 1 of the above conclusions. But it decided not to mention this characteristic for the following reasons. In the first place, it would have been difficult, in the absence of legislative provisions, to establish that a given police force was intended for inclusion in the armed forces in war. In the second place, the military importance of the forces capable of being affected by this clause seemed relatively negligible. Further, if a police force were specially organised for tactical operations, there is every reason to believe that it would already possess at least one of the characteristics referred to in (a), (b), and (c) of paragraph 1 of the conclusions.”

The Technical Committee wondered whether the criteria in paragraph 2 of the present report met the case of these formations. Possibly there is a deficiency here. The matter might be more thoroughly investigated by the Permanent Disarmament Commission subsequently to the entry into force of the Convention.

19. The Committee had to examine several cases of auxiliary police forces which, in the opinion of the majority, do not possess the decisive criteria.

The Committee excluded these auxiliary police forces from the effectives, taking into account their present organisation.

However, the Committee drew attention to the existence of such formations.

The French delegation proposed to include among effectives the effectives of these formations which were additional to those of the regular State police quartered in barracks and which had not already been counted in the figure adopted for associations receiving military training elsewhere than in the army. The German delegation stated that the auxiliary police formations only had a provisional character and would shortly be disbanded. The French delegation's proposal was not accepted by the Committee.

## 2. *Police Forces in Oversea Territories.*

20. Table I of the United Kingdom draft Convention gives separate figures for the forces stationed in the home country and for the total including those stationed overseas. The Committee therefore thought that, in the case of police forces in oversea territories, the same selection should be made as in the case of police forces stationed in the home country. The characteristics, however, governing this selection had been laid down for police forces in the home country. The majority of the Committee considered that, in applying them to the oversea police forces, greater elasticity should be preserved so as to make allowance for the special conditions of oversea territories. However, some delegations raised objections to this, on the ground that often an oversea territory of a country is situated near to the home territory of another country whose police formations have been examined as metropolitan police forces.

21. The Committee considered the police forces of the oversea territories of the following countries : Belgium, the United Kingdom, France, Italy, Japan, Netherlands, Portugal, Spain, United States.

22. *Police Forces in Oversea Territories the Whole Strength of which, it is considered, should be included in Table I.*

Country	Police forces	Strength
France	Togo militia <sup>1</sup> . . . . .	130
	Cameroons militia <sup>1</sup> . . . . .	625
	Levant special units . . . . .	13,500
Portugal	Indian sepoy . . . . .	150
	Timor mixed police force . . . . .	480

23. With regard to the police forces in the mandated territories of Togoland, the Cameroons, and the Levant, entered in the above table, the French delegation explained

<sup>1</sup> Decision taken by six votes to three.

that the Committee's decision should in no way prejudice the solutions to be adopted for the political or legal questions which might be raised by the particular case of mandated territories.

### 3. *General Remarks.*

24. The German delegation has made a general reservation with regard to the majority decisions of the Committee concerning the evaluation of police forces. In the opinion of the German delegation, the Committee has not always in its decisions applied established criteria in the same way, and has made some differentiation in its treatment of certain individual cases, particularly as regards the consideration of the special conditions obtaining in the various countries.

The Hungarian delegation has associated itself with this reservation.

25. As regards the reservations mentioned above, the Chairman of the Committee declared that he was convinced that the Committee, in considering individual cases, had taken the greatest trouble to apply the criteria with absolute impartiality and to arrive at just and equitable decisions.

26. It follows from the examination of police forces that, among other factors, a regime of limitation of armaments may have produced, as a consequence, the tendency or temptation to increase the power and efficacy of police forces, and to give them a certain degree of militarisation. The same tendency may have appeared where armies were evolving into armies of short-term service.

The Committee foresaw, therefore, that the same phenomenon might result from the entry into force of a general treaty of limitation of armies, as well as of stipulations relating to the standardisation of armies on the basis of short-term militia. It therefore considered that it would be necessary for the Permanent Disarmament Commission to study this question very carefully in order to ensure that the police forces and similar formations, if excluded from the effectives, should not evolve towards militarisation, without their being then included in the effectives.

## PART II. — NAVAL EFFECTIVES TO BE ASSIMILATED TO LAND EFFECTIVES.

27. The Technical Committee, as will be seen from paragraphs 1, 2 and 3 of the present report, defines the categories of naval personnel which are to be assimilated to land forces. As a result, information on these categories was requested from the delegations. The following delegations have replied: Albania, Australia, Brazil, the United Kingdom, Denmark, Estonia, Finland, France, Germany, Greece, India, Italy, Japan, Netherlands, New Zealand, Norway, Persia, Poland, Portugal, Roumania, Siam, Spain, Sweden, United States of America, Yugoslavia.

28. The Committee merely examined this information in such a way as to make certain that the rules laid down for the determination of these categories and appearing in paragraph 2 above under the heading "Naval effectives to be assimilated to land effectives" had been construed in the same way by the various Governments, in order to inform delegations of the figures of effectives which should come under the limitations of Table I and under those of Table II of the draft Convention.

This scrutiny showed that, generally speaking, the rules had been construed in the same way. Certain details should be mentioned here and reference should also be made to certain observations which were made in the Committee concerning the application of these rules.

29. The heading "Effectives employed in land coast defence" gave rise to no difficulties of application. On the other hand, two observations were made on this subject.

The Italian delegation, considering that the General Commission has considered an amendment by the United Kingdom delegation to the draft Convention with a view to lessening the heavy reductions of the land effectives of continental Europe by providing for a supplementary percentage concerning police forces with military characteristics, suggests that similar action should be taken in regard to those effectives which are used for coast defence.

30. The heading "Number of personnel of the marine forces in excess of those assigned to, or destined for, service afloat" was not always clearly understood and requires some explanation. The Committee had in view, not the sailors employed ashore in administrative services or in schools, ministries, etc., who should be included in naval effectives, but effectives of the type of the Marines of the British and United States navies, who may serve either on board or ashore. The personnel to be included in land effectives would, in this case, be such personnel as is in excess of the following:

- (a) Personnel serving afloat or destined for service afloat;
- (b) Administrative and instructional establishments required for the maintenance of the Marines serving afloat.

31. The heading "Similar formations referred to in the first part of the report" (first part of paragraph 2 above) has given rise to no difficulty of interpretation. A certain number of delegations have entered such "similar formations" in their returns under metropolitan police, and the Committee therefore considered them together with these police forces. Except for the naval portion of the United States coastguards which is to be treated as naval effectives in pursuance of the Committee's decision, all the other formations were regarded by the majority of the Committee as land formations. Those of them which are to be included in effectives appear in the table of paragraph 11 above.

Furthermore, the delegations of Albania, France and Siam sent in returns concerning naval police formations. Those of Albania comprise forty-one men and those of Siam with a strength of twenty-one men are to be added to their respective land effectives.

PART III. — PRE-MILITARY TRAINING AND MILITARY TRAINING GIVEN OUTSIDE THE ARMY.

32. The Special Committee on Effectives decided on March 15th, 1933, to ask the President of the Conference to send the two Circular Letters Nos. 7 and 8.1933 to all the delegations in order to obtain particulars on the cases of pre-military and of military training given outside the army.

These letters and their common annex read as follows :

(Document Conf.D./C.L.7) :

“ You will remember that the General Commission, having decided that young men receiving pre-military training should be reckoned in the calculation of effectives, and, if necessary, that this training should be reckoned in the duration of military training, instructed the Special Committee on Effectives to define the criteria of pre-military training.

“ The Special Committee on Effectives gave the following definition of pre-military training for the purposes aimed at by the General Commission :

“ ‘ Pre-military training shall be deemed to mean all kinds of training involving military instruction given in any form whatsoever (voluntary or compulsory) to young men aged 18 years at least prior to their possible incorporation in the armed forces.’

“ The Committee further stated at its meeting on March 11th, when it adopted the above definition, that the expression ‘ military instruction ’ must be interpreted in the manner indicated in document Conf.D./C.S.E.22 (1) below.

“ The Special Committee on Effectives is very anxious to bring its task to a successful conclusion as quickly as possible, and asks that steps should be taken to enable the study of concrete cases of pre-military training to be undertaken without delay.

“ I accordingly have the honour to request you to be good enough to inform the Special Committee on Effectives, with all necessary particulars, of any cases of pre-military training in your country which, in your Government’s opinion, answer to the above definition. The information asked for should in particular concern the number of persons receiving training and the nature and duration of such training.”

Document Conf.D./C.L.8) :

“ You will remember that the General Commission, having decided that persons receiving military training elsewhere than in the army should be reckoned in the calculation of effectives, asked the Special Committee on Effectives to define military training.

“ The Special Committee on Effectives has given a definition of military training, which is to be found in document Conf.D./C.S.E.22 (1) below.

“ The Committee further specified at its meeting on March 13th, when this definition was adopted :

“ (1) That the word ‘ regulations ’ in the phrase ‘ in accordance with regulations containing similar provisions ’ in the first paragraph was to be given a wide interpretation ;

“ (2) That the individual cases referred to in the fifth paragraph were determined by the presence of only one of the four characteristics enumerated in the definition, and hence that the co-existence of several of those characteristics in a certain type of training was not necessary to justify a thorough enquiry into such training.

“ The Special Committee on Effectives is most anxious to complete its work as quickly as possible and desires arrangements to be made for the individual cases covered by the definition to be enquired into without delay.

“ I have, therefore, the honour to request you to inform the Special Committee on Effectives, with all necessary particulars, of all cases in which, in your Government’s opinion, training given in your country elsewhere than in the army might properly be examined as possessing one or more of the characteristics enumerated in the attached definition. The information asked for should, in particular, concern the number of persons receiving training and the nature and duration of such training.”

(Annex : document Conf.D./C.S.E.22 (1)) :

“ By military training is understood any training given to persons not less than 18 years of age, in accordance with military regulations in force in each State or in accordance with regulations containing similar provisions with a view to preparing those who receive it for service in the armed forces in war-time.

“ The principal characteristics of such training are the following :

“ (1) Technical and tactical training in the use of individual and collective arms used in war ;

“ (2) Training for field service in varied terrain.

“ In addition, individual cases will have to be examined, taking into account especially the following criteria :

“ (1) Training of cadres in indoor (on the map) and outdoor exercises ;

“ (2) Use of military means of liaison and signalling.

“ Physical and athletic training, properly so-called, given for any reason whatever, must not be considered as military training.”

33. On March 29th, 1933, the Technical Committee on Effectives received the following terms of reference from the Special Committee :

“ The Technical Committee on Effectives will meet on April 25th to continue its work on the examination of police forces in the various countries and on the replies received to the Circular Letters sent by the President of the Conference on the subject of persons receiving military training elsewhere than in the army and pre-military training.”

34. The Committee has received replies from the following States : Australia, Argentine, Austria, Belgium, United Kingdom, Bulgaria, Canada, Cuba, Czechoslovakia, Denmark, Dominican Republic, Estonia, Finland, France, Germany, Hungary, Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Poland, Portugal, Roumania, Spain, Siam, Sweden, Switzerland, Union of Soviet Socialist Republics, United States of America, Yugoslavia.

35. Before the examination of these replies, the Italian delegation, considering that the great majority of countries where pre-military training was not compulsory had not supplied any details on this training and that certain States where it was well known that training was given by organisations which had an official character had also not given such details, and hence that it seemed as if only compulsory pre-military training would be taken into consideration, which was manifestly unfair, declared that it wished to make a general reservation as to the results of a discussion conducted on an insufficient basis. Since that reservation was formulated, fairly numerous replies have been received about voluntary pre-military training as well as about compulsory pre-military training.

At the end of the discussion, the Italian delegation, considering the result of the examination of the replies, renewed its reservation.

36. The Committee decided to study simultaneously by countries the replies to Circular Letters Nos. 7 and 8.1933, military training being often given by the same organisations both to young men before their enlistment and to fully-grown men.<sup>1</sup>

The Committee adopted the particulars supplied by the following countries and accepted the figures proposed by them, if any ; Argentine, Austria, Belgium, United Kingdom, Cuba, Denmark, Dominican Republic, Finland, Irish Free State, Japan<sup>2</sup>, Latvia, Liberia, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, United States of America.

The Committee decided to ask the delegations of Australia and the Union of Soviet Socialist Republics for supplementary information.

37. The examination of the particulars on pre-military training in Italy gave rise to an important discussion.

This training consists of a theoretical part, an athletic part and a more specifically military part. The Italian delegation was in favour of only counting the hours of military exercises according to the system of average daily effectives, six hours of drill being taken as equivalent to a day's service, for the total number of young men receiving instruction. This calculation gave, in the opinion of the Italian delegation, average daily effectives of about 3,000 men. The Italian delegation bases its view on the definition of military training given in the annex to Circular Letter No. 7.1933, according to the last paragraph of which “ physical and athletic training properly so-called, given for any reason whatever, must not be considered as military training ”. It pointed out that, if the physical training given during military training in Italy was counted, it would also be fair to count the physical and athletic training given to young men in other countries apart from all military training. The full argument of the Italian delegation is set forth in the declaration attached to the present report (see Appendix).

Certain delegations maintained that the Italian pre-military training, consisting of theoretical, physical and military training, was in every way similar to the training of recruits during the first few weeks after enlistment, and that consequently all this training, the purpose of which was to facilitate and shorten the training of recruits, should count for the total number of hours spent. In their opinion, the last paragraph of the definition given in the annex to the

<sup>1</sup> The replies from Canada, Estonia and Lithuania, which were received whilst the Committee was discussing the conclusions of this report, have not been examined.

<sup>2</sup> The Italian delegation made a reservation as regards information relative to pre-military training in Japan.

Circular Letters only referred to physical and athletic training given in associations having no military objects and not that which was mixed with military exercises. They point out in addition that, in associations giving mixed physical and military training, it would be impossible to check what use was made of the time. They therefore proposed to count all the time comprised in the Italian programme of pre-military training, which would give average daily effectives of about 24,000 men.

This figure of effectives did not appear to them to be exaggerated if account were taken of the fact that 872,000 young men of at least 18 years of age, according to the statement made by the Italian delegation itself, received pre-military training, and that such training was preceded by a general physical and athletic training given in schools from the age of 12 years.

Other delegations were of opinion that calculations should not be attempted before a general view of the problem could be obtained. The Committee decided, by seven votes to six, to make the calculations immediately, and then, by seven votes to five, with five abstentions, provisionally decided to count the Italian pre-military training on the basis of the total time of the programme of training. The Italian delegation requested the Committee, when examining the present report, to reverse this decision for reasons that are set forth in its statement (see Appendix). The Committee decided, by a majority of eight votes to six, not to take a fresh vote for the reasons given in the conclusions.

38. The German delegation's reply also gave rise to a prolonged discussion. This reply stated that there was no pre-military training or military training outside the army in Germany. Without denying that, in Germany, there existed organisations with a military appearance, the German delegation stated that the training they received did not answer to the definition given in the annex to Circular Letter No. 7.1933. These organisations have internal political aims and their existence is explained by quite special historical or social circumstances relating to internal politics ;<sup>1</sup> their semi-military appearance, due to the wearing of uniform, the use of flags and bands, etc., answers to the necessities of propaganda. While, in isolated cases, these organisations may have displayed excessive zeal in the way of training and have given the impression of activity of a military character, the Reich Government has remedied the situation by creating the *Reichskuratorium*.

The aim assigned to the *Reichskuratorium* is to develop among young people a national spirit, physical and moral courage and a sense of sacrifice for the community, and to provide for their athletic training on lines similar to those of boy scouts in other countries. For this purpose, it trains monitors for the different associations. The training of these monitors, who have hitherto numbered 10,000, one-third being under eighteen years of age, consists, under the name of *Wehrsport*, of physical instruction, games, education in hygiene, open-air exercises and shooting with arms of small calibre given in courses of eighteen days, eleven of which only are devoted to scout training. There is no training in the handling of weapons. The *Reichskuratorium* is also responsible for supervising the physical training given in the associations and for examining the qualifications acquired by the members of the associations in the different branches.

Certain delegations expressed the opinion that the training given in the associations in question and particularly in the National-Socialist Storm Detachments, in the *Stahlhelm* and in the labour organisations had certainly a military character. Certain associations are organised in units, battalions, regiments and brigades ; they are organised for rapid mobilisation and are frequently called up. As regards the physical exercises which constitute *Wehrsport* and which include marches by day and night with packs, exercises on parade grounds and rifle practice, they consider them to be identical, except for the armaments, with the exercises performed by soldiers in regular armies. These delegations stated their inability to accept the view that this type of sport belonged to the category of physical and athletic training referred to in the last paragraph of the annex to Circular Letter No. 7.1933. They consider that physical training of the kind given by the *Reichskuratorium*, owing to the fact that the exercises all very definitely contribute to the training of a soldier, would give a considerable advantage to countries practising it, especially if the militia system was to become general.

The Committee, by nine votes to two, with eight abstentions, considered that the training given in the German associations in question had a military character.<sup>2</sup> The German delegation not yet being able to provide figures as to the number of participants and the number of hours' training, the calculation of figures was postponed.

At the time of the discussion of this report, the German delegation submitted figures, but the Committee was then of opinion that it was useless to endeavour to make calculations for the reasons given in the conclusions.

39. The examination of the French delegation's replies further emphasised the difficulty of drawing a distinction between pre-military training and physical and athletic training in the strict sense. The French delegation gave particulars of associations providing preparatory military training and those which engaged only in athletics or physical culture, and proposed that all the hours of training provided by the former, whatever the nature of the training, should be reckoned, which gives a number of 1,420 men in average daily effectives. The Italian delegation proposed that the hours of training given by the latter should also be reckoned, which,

<sup>1</sup> And particularly by the difficulty caused by the large numbers of unemployed, which necessitates measures for keeping the youth of the country occupied, of which a large part has never worked.

<sup>2</sup> The German delegation made a reservation against this decision.

in its opinion, would give a total of about 13,000 men in average daily effectives. The French delegation objected to this on the ground that, from its point of view, the training given by the purely sporting associations was of the nature of that contemplated by the last paragraph of the Annex, whereas the training given by the preparatory military training associations, comprising both physical culture and specifically military exercises, should be reckoned in full, as had been done in the case of the Italian preparatory military training, on the same footing as the days of service of young recruits at the beginning of their regimental training, which were also reckoned in full. The French delegation, moreover, disputed the figures submitted by the Italian delegation. The Committee decided by seven votes to two, with a certain number of abstentions, to accept the calculation proposed by the French delegation.<sup>1</sup>

40. The Hungarian delegation's reply also gave rise to a discussion. Neither pre-military training nor training elsewhere than in the army was given in Hungary. Certain delegations disputed this. The Czechoslovak delegation, in particular, communicated to the Committee documents, some of which were obtained from intelligence services, with the object of demonstrating that certain associations, more especially the *Levente*, were in touch with the army and gave training that was partly military. The Hungarian delegation denied the authenticity of some of these documents, and asserted that the training given to the *Levente* was purely athletic and ethical. Such training is given to all the youth of the country.

Side by side with the discussion on the substantive point, a debate ensued in connection with the documentation produced by the Czechoslovak delegation. Some delegations thought it improper and undesirable that documents supplied by intelligence services should be produced in committee. Other delegations, however, thought that no supervisory procedure could work properly if it was to be based on official information only, and if Governments could not on their own responsibility make use of any documents they thought proper. In their view, investigation was necessary in cases of the kind.

The Committee decided, on the proposal of the Czechoslovak delegation, to ask a Sub-Committee to examine the information supplied and to report on it. The Sub-Committee submitted the following report :

“ The Sub-Committee, under the presidency of the Chairman, charged with investigating the cases of pre-military training in Hungary and particularly of the Hungarian *Levente*, has examined the documents presented by the Hungarian and Czechoslovak delegations and has interviewed representatives of those two countries.

“ It considers that the following facts may be regarded as established ;

“ The *Levente* are organised primarily for the physical development of the youth of the country and thereby have a definite value as a form of military preparation. As a means of improving the *moral* of the people, they replace, to a certain extent, the army of conscription denied to Hungary by the Treaty of Trianon. In addition to purely physical instruction, their training includes a systematic musketry course with small-bore rifles. They are not trained with arms used in war. The Ministry of War takes an interest in the *Levente* and occasionally gives assistance by lending camp equipment, etc., but it does not exercise a direct control over them. As instructors of the *Levente*, ex-soldiers are preferred, but no instructors are lent from the active army.

“ The one point which is seriously contested is that the *Levente* receive tactical training. The only evidence produced before the Sub-Committee in this connection related to the instruction given to the Boy Scouts, of whom a certain number may be over 18 years old, and of which a few groups, as a distinction, may be given the name of “ *Levente* sections ”. Even accepting this evidence at its face value, it does not seem possible to infer from it that a system of tactical instruction is extended to the whole *Levente*.

“ The conclusion which the Sub-Committee drew from the above is that, whatever may be the value of the *Levente* as a form of military preparation, there is not sufficient evidence to prove that the instruction given to them can be attributed a military character on the basis of document Conf.D./C.S.E.22(1).”

The Roumanian, Czechoslovak and Yugoslav delegations made a reservation on the above report.

The Committee, after examining the above report, decided, by nine votes to four, that it was unable to determine whether pre-military training in Hungary should be counted in the effectives and, if so, what portion of it.

41. The reply of the Yugoslav delegation, to the effect that, in Yugoslavia, no military training was given elsewhere than in the army, nor was there any pre-military training, was also disputed by certain delegations which considered that, in particular, the *Sokol* organisation gave training of a military character. The Italian delegation further stated that, to its knowledge, there were also other associations in Yugoslavia having officers, organised on a military basis, and receiving training of various kinds which was of great value from the

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<sup>1</sup> The Italian delegation made a reservation against this decision.



military standpoint. It proposed that the *Sokols* should be reckoned at an average daily effective of about 13,000 men, and the other associations at about 5,000 men. As the Italian delegation based its arguments on official documents which were not at the moment in its possession in Geneva, but could easily be obtained, the Committee decided, on the proposal of the French delegation, to ask its Chairman to examine those official documents and report upon them. The Italian delegation, while declaring that, in its opinion, the case of the *Sokols* was perfectly clear, did not offer any opposition to this procedure.

The Chairman, having heard the Italian and Yugoslav delegations and noted the documents submitted by those two delegations, made a verbal report to the Committee, the conclusion of which may be summarised as follows :

It is beyond doubt, and the fact is admitted by the Yugoslav delegation, that an official regulation dating from 1931 provides for pre-military training in the *Sokols* organisation. There is even in existence an official document, dated November 12th, 1932, issued by the Yugoslav Ministry of War and relating to that regulation. The Yugoslav delegation states that that regulation regarding pre-military training was not actually applied. The Italian delegation maintained the contrary, observing, in particular, that it was quite abnormal that the Ministry of War would refer to a regulation which was inoperative. In the Chairman's opinion, however, that fact cannot be regarded as sufficient evidence that the training provided for in that regulation was actually given. He added that the Italian delegation had not adduced any other material evidence in support of its allegations.

The Italian delegation, in contradiction to the Chairman's opinion, observed that the numerous official documents and photographs which they had submitted constituted more than satisfactory evidence of the existence of pre-military training in the *Sokols* organisation, and consequently made a reservation on the opinion expressed by the Chairman. The Committee, after having heard the Chairman's report and approving the conclusions arrived at therein, came to the conclusion that, at the present time, it would not be justified in attributing a military character to the training given in Yugoslavia either in the *Sokols* organisation or in other civil associations.<sup>1</sup> The Committee took note of a declaration made by the Yugoslav delegation, according to which the Yugoslav Government was prepared to furnish the League of Nations with all necessary information in the event of the regulations on military training in the *Sokols* organisation being effectively applied.

42. The Czechoslovak delegation's reply gave rise to a discussion on the training given to the *Sokols*. The Italian and Hungarian delegations thought that the activities of that organisation should be regarded as partly pre-military. The Czechoslovak delegation maintained that they were purely athletic, the Czechoslovak *Sokols* not even engaging in rifle-practice. The Committee decided by seven votes to two, with a certain number of abstentions, not to reckon the *Sokols*, and to accept the calculation proposed by the Czechoslovak delegation for the Federation of National Guards giving military training.<sup>2</sup>

43. The Polish delegation's reply gave rise to a discussion on the one hand on the number of men receiving pre-military training and the length of their training, and on the other hand on training given outside the army. On this last point, certain delegations observed that, in their opinion, the Polish associations, such as the *Chasseurs* Association, the *Sokols*, the Association of Silesian Insurgents and certain associations belonging to the Union of Polish Legionnaires must be regarded as having a military character, because, they say, these associations wear uniform in most cases, are organised on a military basis and are given military training. The Polish delegation stated that all Polish organisations in which military training was given had been included in the figures of effectives given by the Polish Government, and that some of the above-mentioned associations were not authorised to give or undergo military training.<sup>3</sup> The Polish delegation stated that it was in a position to make an exact calculation both of effectives undergoing pre-military training and effectives undergoing training outside the army, and proposed a total strength of 9,514 men. The Italian delegation, on the basis of its own estimates, proposed a strength of 13,000 men. The Committee decided by five votes to four, with a certain number of abstentions, to accept the Polish delegation's figure.<sup>4</sup>

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<sup>1</sup> The Italian delegation made a reservation on the opinion expressed by the Committee, considering that the Committee was not qualified in this case to settle a difference bearing on a point of fact, while two delegations made exactly contrary assertions on this fact.

<sup>2</sup> The Hungarian and Italian delegations set down a reservation on this decision, on the ground that there is a great analogy between the Yugoslav *Sokols* and the Czechoslovak *Sokols*.

<sup>3</sup> The Polish delegation observes that, in its estimate of pre-military training, it took into account musketry practice with small-calibre rifles and the training of pilots for flying without engines, that it counted the period spent in pre-military training camps at the rate of six hours' training a day, although the actual number of hours of training in those camps does not exceed five hours, including physical drill.

Further, the Polish delegation included in the training given outside the army the summary military training given to railway employees, which is concerned chiefly with the anti-gas service.

As similar formations existing in other countries are excluded from the calculation of effectives, the Polish delegation reserves the right to alter the figures it has given. It reserves the same right, if the Committee accepts for other countries bases of calculation different from those accepted by the Polish delegation.

<sup>4</sup> The Italian delegation set down a reservation to this decision.

44. The reply of the Bulgarian delegation, to the effect that, in Bulgaria, there is no pre-military training and no training given elsewhere than in the army, raised objections on the part of certain delegations on the ground that Bulgaria had organised a compulsory labour service for young and adult men.

The Bulgarian delegation stated that the compulsory labour service had been organised after the war for the purpose of executing large-scale public works which could not have been carried out with paid labour, and giving the young men of Bulgaria a sense of collective life and a national spirit, this having become necessary in consequence of the abolition of military conscription. However, this compulsory service has no military character. The young men are not housed in barracks, but are quartered in huts or temporary shelters.

Certain delegations pointed out that the organisation of such a compulsory labour service was necessarily supplemented by rudimentary military training, if only for the ordinary needs of labour discipline. They observed that, in any case, supposing that the continental armies were standardised, this kind of organisation would afford an excellent basis for inculcating the spirit of discipline upon the young men, training them physically and giving them a certain degree of cohesion.

The Committee decided not to regard the compulsory labour service in Bulgaria as having a military character, but desires to call attention to the general importance assumed by this question in connection with the standardisation of armies.

45. As will be seen from the above, the Committee has taken provisional decisions on the calculations on effectives of pre-military training and training outside the army. For the reasons appearing in the conclusions contained in the two following paragraphs, the Committee has not deemed it necessary to consider again these provisional decisions.

#### CONCLUSIONS.

46. *Pre-military Training.* — It will be seen from the foregoing that, in numerous countries, there are large organisations giving training to young men between 18 and 20 years of age—that is to say, immediately before the age at which recruits are normally called to the colours. The nature of this training varies very widely.

At the foot of the scale we find athletic associations, membership of which may be voluntary or compulsory. At the other end, we find organisations which give military training of the same kind as is undergone by recruits in the armed forces during the early months of their service. Between these two extremes there are many gradations, so that it is particularly difficult, perhaps even impossible, to know where to draw a precise line between organisations which give military training, and must therefore be reckoned, and organisations which are not military and may be neglected.

The definition adopted by the Committee, which appears in document Conf.D./C.S.E.22(1) (annexed to Circular letter No. 7.1933), has not succeeded in drawing this line, their definition having given rise to differences of interpretation.

In any case, even if it were possible to draw such a line, it would not be entirely fair to do so, because even purely athletic or labour service organisations may have a military value. They may provide young men with a certain amount of preparation for the army, accustom them to discipline, provide a certain cohesion when the organisation is grouped in units and make it possible to reduce the time that would have to be devoted to their physical and moral training during their period of training as recruits. That, then, is the fundamental difficulty. It is particularly difficult, perhaps even impossible, to draw a distinction between military training and physical training. If an attempt is made to take into account re-military training properly so-called, which is almost always mixed—military and physical—the outcome may be an attempt to take some account also of instruction which is purely physical and athletic, which is impracticable. The difficulty becomes more serious when we attempt to evaluate this training in terms of average daily effectives. As regards the evaluation of a mixed training, there have been wide differences of opinion in the Committee which it has been impossible to reconcile.

As a palliative for the difficulty, a system of separate limitation has been proposed, under which the actual numbers of young men undergoing training, and not the average daily effectives, would be counted; but the result of this limitation would be very unsatisfactory, and it does not evade the fundamental difficulty—namely, that of defining military training.

Publicity is a possible method, but which might be insufficient. It does not involve the same difficulties of definition and evaluation since, provided that States give full particulars, identical methods of interpretation or of calculation are not so essential as they are for purposes of limitation. Publicity is essential in any case to enable the evolution of the organisations in question to be followed, and to be able to propose in due course such methods as may be necessary to prevent these organisations from rendering ineffectual the limitations which will be embodied in the Convention.

The difficulties that the problem involves must not, however, cause its importance to be overlooked. As has been stated above, the Committee's work has clearly demonstrated that pre-military training and the application of various methods is organised on a large scale in many countries.

When a general Convention for the limitation of armaments has been signed, especially if it contains clauses providing for the standardisation of armies on a basis of short-term service

and limited effectives, it is to be anticipated, if no action is taken to avert the danger, that pre-military training and various methods to give young men a training preparing them to be called up in the armed forces will become markedly more prevalent. It is to be feared that countries would seek to make up for the short term of service and the lack of cohesion which may result therefrom by measures that will enable them to devote to technical instruction and collective instruction the whole of the limited time at their disposal for the training of the young men called up. A development of this kind might even completely nullify the effect intended by the Convention ; instead of undergoing during, say, one year, a composite physical and military training, recruits would receive highly specialised training for eight months, which, combined with an intensive pre-military course of instruction, might produce even better soldiers than the old system.

Though the Committee unanimously recognised the importance of the problem and the necessity for a solution, it has not for the moment succeeded, by merely taking account of definite technical considerations, in considering either satisfactory conditions for the application of the solution provided in the draft Convention submitted by the United Kingdom delegation or any alternative system of computing such training in terms of effectives.

It ventures, however, to make the following suggestions on an empirical basis within the framework of the unification of armies in accordance with the short-term service and limited effectives type :

(a) All physical exercises which have not a purely athletic character should be prohibited in all organisations which are not under the supervision of the State.

(b) In organisations which are under the supervision of the State, the annual number of hours of non-continuous exercises of military preparation (including physical training and exercises without arms) should not in any case, except in military schools, exceed  $x$  hours per man. Accordingly, regulations, programmes, etc., should be communicated to the Permanent Disarmament Commission.

(c) All physical, athletic or pre-military training of young people and all compulsory labour service<sup>1</sup> of youths previous to their military service which would involve incorporation in permanent units or continuous service instead of exercises from time to time in addition to the normal activities of young persons should be prohibited, except in the case of preparatory military schools in the strict sense, and specialised high schools of physical training. The prohibition concerning the labour service would not apply in the case where the said service has for its sole object the providing of work for unemployed persons without resources.<sup>2</sup>

(d) Subject to the foregoing and following reservations, States may be free to organise military preparation even for the whole of their annual contingent.<sup>3</sup> Young men undergoing this preparation would not be counted in the effectives ; on the contrary, monitors giving such preparation would be counted whatever their military status. The liberty in question must be understood as not prejudicing an exchange of full information on the different forms and programmes of pre-military training.

States which for social, psychological or other reasons could not bring any large proportion of the youth into any big scheme of pre-military training would therefore be placed under a definite handicap.

The Committee, by ten<sup>4</sup> votes against eight,<sup>5</sup> considered that, on this point, the following system might be contemplated as one means of supplying the compensation which would be indispensable if account were to be taken of this "definite handicap".

(e) States which are unable to avail themselves of this right, or which only avail themselves of it to an extent to be defined and corresponding at the most to preparatory training of cadres under a short-term service system, shall state this fact. By way of compensation they might, for as long as they do not withdraw their statement or the Permanent Disarmament Commission does not establish the fact that the situation justifying this compensation has altered, be authorised, under conditions and within limits to be determined, to exceed the figures of effectives and the duration of service fixed for them by the Convention. For the States which are unable to organise a preparatory training of reserve cadres, the compensation by an increase of the duration of service would apply.

<sup>1</sup> The Committee emphasises the fact that these questions of labour service have been considered by it from a purely technical military point of view.

<sup>2</sup> The Austrian and German delegations cannot in any way adhere to the decision taken by the majority of the Committee as regards the suggestion of extending the prohibition to the compulsory labour service and to attribute in general, in so doing, a military value to such a service ; therefore, they make a formal reservation against sub-paragraph (c).

<sup>3</sup> The French delegation drew attention to the fact that the Committee did not discuss whether the term "annual contingent" should be construed as meaning the contingent actually called up or the whole contingent of young men reaching the same age in a definite year.

<sup>4</sup> The representatives of Belgium, Czechoslovakia, Finland, France, Greece, Netherlands, Poland, Roumania, Spain, Yugoslavia.

<sup>5</sup> The representatives of Austria, United Kingdom, Germany, Hungary, Italy, Japan, Sweden, United States of America.

The minority are opposed to such a system. They maintain that a country does not organise pre-military training as a question of internal concern and therefore must not necessarily imply that compensation is essential. They consider that, since it is particularly difficult, perhaps even impossible, to define or to evaluate pre-military training, it must be particularly difficult, perhaps even impossible, to evaluate such compensation. They also point out that no scheme of pre-military training, however efficient, can be of equal value to training within the armed forces. In their opinion, a compensation involving an increase in the length of service or in the numbers of effectives would not be justified, and might diminish the benefit of the standardisation of armies. They consider, on the one hand, that the limits fixed by a Disarmament Convention as to length of service or number of effectives ought not in any case to be exceeded, and, on the other hand, that an application on general lines of the above rules should provide sufficient guarantees against abuses on a large scale.

47. *Training outside the Army.* — If it were permissible for a State to give training of a military value to men of military age without that training's having any influence on the limitation of effectives, that would offer a possibility of evading the clauses of the Convention.

It is therefore for consideration whether all military training given elsewhere than in the army should not be absolutely prohibited. The difficulty of defining military training would still remain, though perhaps it would not be still so acute, because it is improbable that such training, when given to men already physically developed, would include such a large proportion of physical training as in the case of pre-military training. It would be the duty of the Permanent Disarmament Commission to satisfy itself that that prohibition was observed after the entry into force of the Convention, and for that purpose it would be better for the Commission to rely upon the judgment of military experts than upon a system of rigid rules. This was, indeed, the method followed by the Committee in examining the cases which have enabled it to define the present position. It does not seem superfluous, however, to enumerate at this stage a number of activities which are regarded by the Committee as being now of military value, though the list is not exhaustive and the Permanent Disarmament Commission would still retain its complete freedom of judgment.

The following exercises are examples of those which would appear in this list :

Musketry practice with collective arms ; field service drills on varied terrain, even without arms ; exercises on the use of ground and in judging distances ; exercises in observation and in transmission with the instruments used in the army ; camouflage exercises ; training in trench building and putting up barbed wire, breast-works and other field obstacles ; training in surmounting these obstacles ; theoretical and technical training in the mechanism, operation and use of collective weapons of war ; theoretical instruction in military regulations, tactical exercises on the map, etc.

There are, however, certain difficulties in enacting everywhere this absolute prohibition of training elsewhere than in the army for men of military age.

There are some small countries where the period of training is very short—indeed, considerably shorter than that provided for in the draft Convention. In some of those countries, official organisations provide training with the consent of the State, thus somewhat increasing the resources of national defence.

This training might, as an exception, be allowed in cases where the Governments concerned undertook in the Convention to retain for the greater part of their own forces a period of training which would be definitely shorter than that provided for the majority of States, and in which the organisations concerned would not figure to an excessively large extent. It would be for the Permanent Disarmament Commission to ascertain that this is the case. In other countries, similar organisations answer to political needs as well as to the needs of national defence, and are not necessarily intended only to remedy any insufficiency in the period of service. The best solution would be for these organisations to be regarded by the country concerned, for the purposes of the Convention, as military forces and to be reckoned as such in the effectives. Accordingly, in these cases, which should be exceptional, the Governments must arrange for a precise calculation to be made and for supervision to be feasible, in the same way as in the case of other kinds of effectives accomplishing periods of training.

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#### Appendix.

##### DECLARATION BY THE ITALIAN DELEGATION.

The Italian delegation would point out that, having briefly examined at the meeting on May 10th the replies to Circular Letters Nos. 7 and 8 of March 22nd last, it expressed the fear that, in the end, account might be taken only of pre-military training in those countries in which such training is compulsory and in which it is, in consequence, under the supervision of the State. The Italian delegation accordingly found it necessary at the outset to submit a reservation covering the whole discussion. What happened in the Technical Committee justified its apprehensions. The Technical Committee, at that same meeting on May 10th, decided to accept the proposal of Lieutenant-Colonel Lucien (France) that provisional decisions

should be taken regarding Italian pre-military training. Thus, in calculating effectives, account was taken of all the Italians under military age, on the basis, not only of the hours of attendance required for military training, but also of the hours devoted to physical and athletic training. That decision was taken before the Committee was in a position to form a definite opinion on the subject. Accordingly, General Temperley (United Kingdom)—supported by General de Nanasy-Megay (Hungary), Colonel Strong (United States of America) and Colonel van Voorst tot Voorst (Netherlands)—proposed that the question of Italian pre-military training should not be settled until the Committee had examined, in general, all cases of pre-military training, or at all events a large proportion of those cases. The decision on Italian pre-military training was adopted by seven votes to five, with five abstentions, and it is only reasonable to suppose, in view of the declarations made during the discussions, that the abstentions were due to an inadequate knowledge of the subject.

As Lieutenant-Colonel Giglioli (Italy) pointed out during the debate, the document taken as a basis for the Committee's work (Annex to Circular Letters Nos. 7 and 8.1933), lays down quite clearly that "physical and athletic training, properly so-called, *given for any reason whatever*, must not be considered as military training". Again, on May 10th, Colonel Strong (United States of America) directed the Committee's attention to the same point. The Italian delegation desires to lay emphasis on the expression contained in the above-quoted sentence, "given for any reason whatever", an expression which applies to physical and athletic training.

Now what happened in the Committee ?

The result of the Committee's work was to exclude from the personnel referred to in letter (c) of Article 9 of the United Kingdom draft all personnel receiving physical and athletic training and to include all personnel who, while belonging to pre-military institutions and receiving primarily physical and athletic training, participate during periods which are relatively brief compared with the total period of training in certain training which has a definite military value. For the last-named personnel, days of attendance have been calculated, not on the basis of the hours devoted to military training proper, but on the basis of all the hours of training, both those devoted to physical training pure and simple and those devoted to military training.

It follows that, in the first case, physical and athletic training is regarded as of no value for military purposes, whereas in the second it is considered to be of the greatest value from this standpoint, simply because it is combined with certain exercises of a military nature. The difference in treatment between these two cases is obviously neither fair nor logical.

There is only one possibility : either physical and athletic training is of no value for purposes of military preparation, and should therefore not be taken into account when it is given either by school or purely athletic associations or by pre-military institutions ; or it is held to be of value as a preparation for military training in the proper sense of the term and must therefore be taken into account by whatever institution it is given.

Moreover, a young man who has received physical training of any kind will undeniably be better fitted for military instruction proper than one who has not been given that training ; but, on the other hand, it would be difficult to establish criteria which would enable all young men taking part in physical exercises to be included among effectives.

Moreover, this Committee is not called upon to decide for or against the idea of taking physical and athletic training into account in some way or other ; it is for the General Commission to settle that question. The Technical Committee has received very clear and definite instructions to the effect that "physical and athletic training given for any reason whatever must not be taken into account".

Lastly, the Italian delegation, after examining the data furnished by the Technical Committee, feels bound to point out that Italy is the only State affected by the provisions of Article 9 (c) of the United Kingdom draft, simply on account of the fact that military training in Italy has been made compulsory by law. Moreover, the Technical Committee did not consider it expedient to take into account the existence in certain countries of pre-military training which, though its purposes and functions are the same as Italian training, and it includes, like the latter, military exercises in the proper sense of the term, in addition to athletic exercises—as shown by the text of laws and official regulations—is not compulsory.

Certain delegations point out that it would be difficult to separate, in the case of a pre-military institution, the time spent on purely physical and athletic training from that devoted to military exercise in the proper sense of the term. This difficulty does not exist in the case of Italian pre-military training. There is an official document entitled "Manual of the Pre-Military Instructor, 1932 edition", in which the curriculum, nature and special object of each branch of instruction are set forth *in extenso* for each of the forty meetings held during the two-year course. It is therefore an easy matter, with the help of this document, to calculate the number of hours out of the total number devoted to military training in the proper sense of the term. The Italian delegation therefore formulates the following observations :

(1) It is not for the Committee to decide whether physical and athletic training is to be taken into account or not, since this possibility is clearly precluded by the instructions it has received from the General Commission.

(2) In its decisions, the Committee has assigned a different value to physical and athletic training according to whether it is given separately or combined with military training. In the former case, it is held to be of no value, whereas in the latter it has been regarded as equivalent to military training in the proper sense of the term.

(3) The Committee has made a distinction between compulsory and optional pre-military training, greatly to the prejudice of the former.

(4) As regards Italian pre-military training, it is possible, in practice, accurately to separate the number of hours devoted to military training from the time spent on instruction which is merely of a physical or athletic nature.

(5) The vote taken on Italian pre-military training was characterised by a large number of abstentions, which were doubtless due to the categorical statements made by several delegates who considered that they were unable to take a decision until the whole question of pre-military training in general had been fully studied. At the present time, after several days' discussion, the position has completely changed. The Italian delegation accordingly requests the Committee to reconsider its provisional decisions and to decide to take into account, as regards the Italian effectives, only the average number of days' attendance corresponding to the portion of pre-military training (calculated on the basis of the number of those who receive it each year) devoted to military instruction proper. As has been stated, this portion corresponds to 3,036 units for the year 1932.

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## ANNEX 2.

### DECLARATION OF THE PERSIAN DELEGATION.

At its meeting on May 26th, the Technical Committee on effectives decided to incorporate in the forces of the land army belonging to Persia the 72,000 men indicated by the Persian delegation in document C.198.M.100.1932.

The Persian delegate has explained fully to the members of the Committee the reasons for which his country, ten years ago, disbanded its former army and considerable territorial forces, which were not competent to perform their duties.

He at the same time informed this Committee of the duties which have at present to be performed by the regular forces and the necessity for his country to provide part of these contingents, which discharge delicate duties in distant regions, with automatic weapons, and in case of need with one or two sections of light artillery.

Furthermore, in the reply sent by the Persian Government on May 24th to the questionnaire about police forces, it was clearly specified that quartering in barracks as defined in Europe only applies as regards the forces enumerated above, to the reserves of the forces of the fourth category stationed in a few large towns provided with barracks, and that the remainder of the forces are dispersed in the localities which are assigned or allotted to them according to circumstances.

The decision which the Committee has taken to consider the whole of these 72,000 men as an armed force is quite illogical.

It is impossible for the Persian Government to agree that isolated men, or men dispersed in small detachments throughout the immense extent of this country, either to maintain order on the roads or to support the authority of Customs or revenue officials, governors of provinces, etc., should be regarded as a regular army, while similar and even larger formations of other countries are not counted.

If the Committee's decision is due to the space left blank in Table I of the Persian communication (document C.198.M.100.1932), account should be taken of the fact that the effectives referred to in this document only relate to the year 1931.

Since then, the Persian Government has notified the formation of the first division of infantry during the year 1932 (see the Persian delegation's letter of December 28th, 1932), of the second division and of two brigades of artillery; and it will duly inform the Conference of the effectives it has just constituted during 1933.

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## ANNEX 3.

### DECLARATION OF THE BULGARIAN DELEGATION.

The Bulgarian coast defence force was included in the table of land effectives submitted by the Bulgarian Government. The Danubian and maritime surveillance police represents the crews of vessels on the Danube and in the Black Sea, and its strength can never therefore be included in the land effectives. In the nature of things, it should logically form part of the naval effectives.

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Geneva, June 3rd, 1933.

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND  
LIMITATION OF ARMAMENTS**

**NATIONAL DEFENCE EXPENDITURE COMMISSION**

**REPORT**

**OF THE NATIONAL DEFENCE EXPENDITURE COMMISSION TO  
THE GENERAL COMMISSION**

64

*Rapporteur-General*: M. FRANÇOIS (Netherlands).

*Joint Rapporteur*: M. JACOMET (France).

**I. TERMS OF REFERENCE OF THE NATIONAL DEFENCE EXPENDITURE COMMISSION.**

On March 8th, 1932, the General Commission decided, on the proposal of the Bureau,<sup>1</sup> to refer to the National Defence Expenditure Commission the following questions, to be dealt with, without a preliminary discussion by the General Commission:

1. Article 29 (Limitation of total annual expenditure). Proposals on the subject, more particularly:

- (a) Continuous study of the budgetary method in consideration of fluctuations in purchasing power;
- (b) Budgetary limitation relating to total expenditure and to individual chapters;
- (c) Abolition of secret funds and unification of the military budget.

2. Article 33 (Publicity, by catégories of land and naval expenditure).

3. Article 38 (Publicity of total expenditure).

4. Examination of the Report of the Committee of Experts on Budgetary Questions (document C.182.1931.IX):

(a) Part of the report concerning publicity.

(b) Part of the report concerning limitation in so far as this part deals with the questions enumerated under 1.

It will be seen from this list that Articles 10 and 24 (Special limitation of expenditure on the material of land and naval armaments) were not expressly referred to the Expenditure Commission. In view, however, of the close connections between those Articles and the other Articles indicated above, the Expenditure Commission was led to examine them as well in the course of its work.

Subsequently, the General Commission's resolution of July 23rd, 1932,<sup>2</sup> gave some indications as to the object towards which the National Defence Expenditure Commission's studies should be directed. The resolution contains the following paragraphs regarding the question of the limitation of national defence expenditure:

"(a) The Conference shall decide on the resumption of its labours, taking into account the special conditions of each State, what system of limitation and publicity of expenditure

<sup>1</sup> See documents Conf.D.100, 102 and 103.

<sup>2</sup> See document Conf.D.136.

on national defence will provide the peoples with the best guarantee of an alleviation of their financial burdens, and will prevent the measures of qualitative and quantitative disarmament to be inserted in the Convention from being neutralised by increases or improvements in authorised armaments.

“(b) With a view to the decisions to be taken under this head, the Conference requests the Committee on National Defence Expenditure and its Technical Committee to continue and complete the work entrusted to its organs and to submit their report as soon as possible. The Conference requests its Bureau to draw up, on the basis of this report, a plan accomplishing the purpose aimed at and taking into consideration the special conditions of the various States.”

## 2. CONSTITUTION OF A TECHNICAL COMMITTEE.

In the spring of 1932, the Expenditure Commission held a first exchange of views on the questions submitted to it. The Commission agreed that an exhaustive examination of the technical aspects of a system of limitation and publicity in respect of national defence expenditure was essential and that, in particular, it was necessary to examine how far the Governments had been able to follow the provisional instructions given in the report of the Committee of Budgetary Experts (document C.182.M.69.1931.IX). For this purpose it constituted, on March 16th, 1932, a Technical Committee with the following terms of reference:

- (a) To study the documentation regarding national defence expenditure supplied in accordance with the decision of the League Council dated May 23rd, 1931;
- (b) To study the documentation, information and additional explanations to be supplied by the delegations of the States represented at the Conference;
- (c) To study the technical questions in connection with the limitation and publicity of expenditure which the Commission may subsequently consider it advisable to refer to the Committee;
- (d) To submit to the Commission in due course reports on the questions referred to it for examination.

## 3. WORK OF THE TECHNICAL COMMITTEE.

The Technical Committee's Report (document Conf.D.158) was communicated to all the delegations represented at the Conference at the beginning of May 1933. That report, the result of thirteen months' work, is unanimously regarded by the Expenditure Commission as a very remarkable piece of work. It deals with every technical aspect of the problem of the limitation and publicity of expenditure. The conclusions it contains are based on a complete examination of the documentary information supplied by nineteen States, including all the great military Powers of the world, and a partial examination of the documentary information supplied by ten other States. Taken together, the expenditure of these twenty-nine States represents 90 per cent of the military expenditure of the world.

The Expenditure Commission considers that the Technical Committee should continue its work by examining in turn the information supplied by the other States represented at the Conference and submit to it a subsequent report setting forth the essential facts regarding those countries. In that connection, the Committee notes that a number of States have not yet sent particulars of their national defence expenditure,<sup>1</sup> and the information sent by other States is incomplete.<sup>2</sup>

The Expenditure Commission recommends that an urgent appeal should be sent to these Governments to submit the necessary documentation without delay, in order to enable the Technical Committee to complete its work.

## 4. WORK OF THE EXPENDITURE COMMISSION.

The Commission notes that its terms of reference consist in the examination of the technical conditions for the possible application of the most suitable system for the limitation and publicity of expenditure on national defence, and that, as the outcome of the General Commission's resolution of July 23rd, 1932, it has not to consider the question of the desirability of such limitation or publicity.

In the course of the discussion certain delegations submitted observations on the advantages or disadvantages of a system of limitation or publicity. Without making any recommendation on a subject which does not lie within its competence, the Expenditure Commission desires to draw the General Commission's attention to the various arguments reproduced in its Minutes.

The Expenditure Commission did not feel that it could enter into a detailed discussion of all the points fully treated by its Technical Committee, which was an expert body of very special competence. On the other hand, it considered it desirable to try to deduce from the Technical Committee's report certain particularly important conclusions and to indicate clearly the points

<sup>1</sup> Abyssinia, Bolivia, Dominican Republic, Guatemala, Honduras, Iraq, Peru.

<sup>2</sup> Afghanistan, Saudi Arabia, the Argentine Republic, Brazil, Chile, China, Colombia, Costa Rica, Cuba, Egypt, Haiti, Hungary, Liberia, Lithuania, Luxemburg, Mexico, Panama, Persia, Siam, Turkey, Uruguay, Venezuela. The Estonian, Greek and Latvian documentations were completed after the drafting of the Technical Committee's Report. The Lithuanian delegation informed the Commission that a complete documentation would be communicated very shortly.



on which it agrees that the General Commission should take decisions. This was the object of the discussion which took place in the Expenditure Commission between May 22nd and 27th.

The principal conclusions to be drawn from that discussion are set forth in Nos. 5, 6, 7 and 8 below.

#### 5. GENERAL CONCLUSIONS.

The Expenditure Commission is unanimously of opinion:

(1) That the States whose documentation has been examined up to the present will be able to draw up for practical purposes complete returns of their total expenditure on national defence, as set forth in the conventional list in Chapter II of the Report.

(2) That, in view of the present system of accounting of a number of States, it is not possible, for purposes of limitation, to separate with sufficient possibility of supervision:

(a) The expenditure on each of the three forces (Note to Article 29 of the draft Convention);

(b) The expenditure on land (Article 10) and naval (Article 24) material respectively.

(3) That, as the accounts of most countries are drawn up at present, it is not possible to give effect to Article 33 of the Draft Convention (Publicity of expenditure by categories of land and naval material);

(4) That the various countries' expenditure on armaments cannot, generally speaking, serve as a criterion for a comparison of their armaments, but that a comparison of the expenditure returns of the same country from one year to another will enable the evolution of its financial outlay on its armaments to be followed and will provide very useful information [on the variations of its armaments themselves (see Chapter XXI of the Report).

#### 6. BASES OF A POSSIBLE SYSTEM OF LIMITATION.

The Commission is of opinion that any system of global limitation of expenditure on national defence which would offer the greatest possibilities of realisation would, in present circumstances, according to the Technical Committee's proposals, have to be based on:

(1) The definition and the *conventional list of items of national defence expenditure* given in Chapter II of the Technical Committee's Report;

(2) A *uniform presentation* of such expenditure, in accordance with the Model Statement recommended by the Technical Committee (Chapter III of the Report);

(3) The *payments made* entered in the published accounts (Chapter IV of the Report) within periods and in forms suitable for the requirements of the Convention (Chapters V and VI of the Report);

(4) A special procedure designed to take into account *fluctuations in the purchasing power* of the currencies of the different countries;

(5) A special procedure for taking into consideration *unforeseeable and exceptional expenditure* (Chapter XV of the Report).

The technical instruments necessary for any system of limitation (Model Statement, special information attached to the Model Statement, reconciliation tables) would be those indicated in Chapters XVI, XVII and XVIII of the Technical Committee's Report.

#### 7. TECHNICAL POSSIBILITY OF APPLYING A SYSTEM FOR THE LIMITATION OF NATIONAL DEFENCE EXPENDITURE.

The following delegations pronounced in favour of the possibility of inserting in the first Convention in progress of preparation a clause regarding the immediate application of the principle of the aggregate limitation of national defence expenditure: Belgium, Brazil, Czechoslovakia, Denmark, Finland, France, Guatemala, Latvia, Netherlands, Norway, Panama, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Yugoslavia.

These delegations are aware that the putting into force of limitation will no doubt call for modifications in the accountancy systems of several States, but they do not regard this as a valid argument against the conclusion of a limitation convention. Any measure of international disarmament necessarily involves internal reforms.

Other delegations, whether they accept the principle of limitation (Japan) or whether they hold the view that a trial period of publicity would be necessary in order to decide whether limitation is feasible (Austria, Bulgaria, Cuba, Germany, Hungary and Italy), consider that all the technical conditions necessary for the application of the proposed system are not at present fulfilled in all States and that hence it is not possible to apply this system immediately.

These same delegations are of opinion that the enforcement of publicity during a period of four or five years would be necessary before it could be ascertained that all the technical conditions necessary for possible limitation could be fulfilled and that hence the situation would have to be

re-examined at the end of this period to decide whether it was possible to put the system of limitation into practice.

The American delegation desires to associate itself with the opinion expressed in this paragraph to the extent that it considers the system of publicity suggested would be the most practical and rapid method of determining the technical possibilities of a system of limitation.

Owing to the fact that the technical instruments of limitation and publicity proposed by the Committee are approximately the same, the Japanese delegation considers that the application of compulsory and supervised publicity (see 9 below) would also facilitate the fulfilment of the conditions for the putting into force of limitation, particularly the production of the published accounts by all States in a suitable form and within suitable time-limits.

The delegations of Austria, Bulgaria, Cuba, Germany, Hungary and Italy consider that the putting into practice of compulsory and supervised publicity (see 9) would in itself constitute one of the most effective methods of supervising a substantial measure of disarmament.

\* \* \*

The Expenditure Commission feels called upon to state briefly in its report the principal arguments which have been put forward by certain delegations for or against the possibility of the immediate application of the system of limitation.

\* \* \*

The principal difficulties which, in the opinion of the Austrian, Bulgarian, Cuban, German, Hungarian and Italian delegations, would stand in the way of the immediate application of the principle of budgetary limitation implicitly adopted by the General Commission on July 23rd, 1932, are the following:

(1) *Fluctuations in purchasing power.* — In this connection, the above delegations expressed the opinion that, in the present economic state of the world and particularly owing to the abandonment of the gold standard by the United States of America, it is impossible to be sure that the fluctuations in the purchasing power of currencies in the near future will not render the system of limitation of expenditure inoperative or will not hamper its effective working. The creation of a living organ, as provided for in the Technical Committee's Report, would not be sufficient to surmount those difficulties.

(2) *Present state of accountancy in certain countries.* — These delegations pointed out that:

(a) Great inequality exists in the different countries as regards the subdivision of expenditure in the accounts, so that the examination of the figures of the Model Statements is often rendered very difficult;

(b) Certain countries only close their accounts a long time after the end of the financial year, and it is for this reason that the Committee has been forced to recommend that the accounts be published sufficiently promptly to make it possible for the Model Statements to be produced, at the latest, fourteen months after the end of the financial year;

(c) Even if this abridged time-limit was observed, the figures contained in the Model Statements of those States could only be checked with considerable delay, and this would be disadvantageous to the States who closed their accounts early;

(d) Certain States have been in arrears as regards their accounts for a very long time (as much as nineteen years), and hence they are not at present in a position to submit absolutely reliable documents for the examination of the figures of the Model Statements;

(e) In the last resort, all these difficulties of accountancy are caused by the laws and the administrative systems of the respective countries, and, even assuming the greatest goodwill on the part of all countries to remedy the defects in their accountancy, it may be doubted whether they will succeed in doing so within a short time and to a sufficient extent.

\* \* \*

In reply to these objections, the delegations which pronounced in favour of the immediate application of limitation pointed out that decisive importance must not be attached to the arguments adduced.

In the first place, as regards the question of *fluctuations in purchasing power*, it was observed that the system of adjustment recommended by the Technical Committee would permit of a readjustment of the limits which would thus retain all their contractual value. Only very rapid and violent fluctuations, like the fall of the German mark in 1923, could, in their opinion, prevent such a system from operating in a satisfactory manner.

Moreover, all fluctuations in purchasing power do not seem likely to lead to requests each year for the adjustment of the figure for the limitation of expenditure. On the contrary, an increase in prices usually obliges a State to effect economies and to maintain the amount of its credits at the same nominal figure. Here the idea of budgetary equilibrium comes into play; the figure of expenditure is subordinated to that of receipts. Experience shows, however, that the receipts figure only follows the movement of prices slowly, since part of the receipts—the "specific" receipts—being calculated by weight and volume, are independent of the movement of prices.

As regards the *observations concerning accounts*, it was pointed out:

(a) That the degree of specification of a budget or an account depended, not only on the number of divisions, but also on the rational classification of expenses according to their nature and purpose. While this question is of undeniable importance from the point of view of publicity,

the accuracy of the aggregate total of national defence expenditure does not depend on the number of divisions and subdivisions in the accounts.

(b) and (c) Under the system proposed by the Technical Committee, the checking of the Model Statements supplied as evidence of limitation can only take place after the production of the statements—*i.e.*, after a uniform period of fourteen months from the end of the financial year; hence the checking of the observance of the contractual obligations will take place in equal conditions for all States. Furthermore, in order to remedy the length of the delay in producing the statement providing evidence of limitation, the Committee provided for a supplementary publicity (see § below) which will enable the Permanent Commission to follow constantly the financial outlay devoted by each State to its national defence.

(d) and (e) While it is true that certain States at present publish their accounts with great delays, it should be observed that the Expenditure Commission has taken note of the undertaking entered into by certain delegations to publish their accounts within time-limits fitting in with the requirements of the Convention. Thus the French delegate has undertaken that the Bill for the settlement of the first *exercice* which will be taken as a basis for the Convention will be laid before Parliament with the published accounts in support of this Bill twelve months after the end of the financial year—*i.e.*, in time for France's Model Statement to be produced fourteen months after the end of the financial year. As regards the previous *exercices*, the French delegate undertook that payment returns authenticated by the Audit Office would be produced in good time. A similar promise was given by the Belgian delegate. It seems sufficient to render possible the application of the system of limitation for all States to assume contractual undertakings in the Convention similar to those already announced by France and Belgium.

\* \* \*

The *Japanese* delegation specially emphasised the importance which it attaches to the independence, in relation to the executive authorities of the higher supervisory organs responsible for auditing the accounts, and to the necessity of ascertaining that this independence is assured in every country before the system of limitation is applied.

\* \* \*

The *United Kingdom* delegation, not having yet completed its examination of all the problems presented by the Report of the Technical Committee, reserves its opinion regarding the practicability at the present time of the application of a system of global budgetary limitation.

The delegations of *Afghanistan*, *Canada* and *Estonia* reserve their opinion until the competent services of their Governments have been able to give an opinion on the immediate possibilities of applying the budgetary limitation proposed in the Technical Committee's Report.

The *Indian* delegation considers that it is clear from the Report of the Technical Committee that, from the documents furnished by some countries and from the fact that a number of countries have not yet been able fully to comply with the requests to submit documents, it would not be possible to introduce at present a satisfactory system even of global limitation which would operate equally strictly on all States and which could be submitted to the same degree of verification. In order to introduce such a system in the future, it will be necessary for a number of countries to effect considerable changes in their systems of accountancy and administration.

\* \* \*

## 8. BASES OF A POSSIBLE PUBLICITY SYSTEM.

The Commission is unanimously of opinion that a system of publicity for national defence expenditure put into effect in a form to be defined in the Convention and supervised on the lines of Article 7 of the Report of the Bureau of the Conference (see document Conf.D./Bureau 39) by the body provided for in the said Convention is now possible.

As regards putting such a system into practice, the fundamental factors should be those mentioned in point 6, Nos. (1)—(3) above; the technical instruments of publicity should be the Model Statement, the particulars attached to the Model Statement and the reconciliation tables.

It should, however, be remarked that publicity will be based, not only on the sending in (at least during the first two years of the application of the Convention) of Model Statements of the payments made, but also on the preparation of Model Statements of the estimates of expenditure at the time of the voting or passing of the budget and on the communication of the laws or administrative acts which modify the initial estimates of expenditure, so that the supervisory body provided for in the Convention will be in a position to follow the financial outlay devoted by each State to its national defence (see Chapter XIX of the Technical Committee's Report).

## 9. SUPERVISION.

The Bureau of the Conference, in its report on the question of supervision dated November 17th, 1932 (document Conf.D.148) requested the various technical committees to consider whether, as regards certain special subjects, other methods than those proposed by the Bureau for the exercise of supervision would be better suited to their special technical requirements. While observing that a Sub-Committee of the Bureau, in a later document (Conf.D./Bureau 39), re-drafted the text of the original report on supervision and while remarking that the above-mentioned

documents of the Bureau have not yet been approved by the Conference, the Technical Committee complied with this request by putting forward a few special recommendations with regard to the supervision of the clauses of the Convention concerning the Limitation and Publicity of Expenditure.

The Expenditure Commission submits to the attention of the General Commission these recommendations, which appear in Chapter XX of the Technical Committee's Report.

#### 10. MISCELLANEOUS CONSIDERATIONS.

Certain delegations emphasised the great importance they attached to the considerations outlined in Chapter XIII of the Report of the Technical Committee, point 5, and also in Chapter XXI, point 8. These considerations emphasise the necessity, when the limits come to be fixed, for taking into account the special situation of each State in accordance with Article 8 of the Covenant of the League of Nations and of certain particular conditions which might result from their economic and financial situation. The Commission also took note of the Technical Committee's recommendation that the limits of expenditure should not prevent the contracting States from regularly carrying out the programmes for the manufacture or construction of materials which may be drawn up within the scope of the Conference's decisions or of the limitations laid down in other Conventions which may remain in force.

#### 11. SUBSEQUENT WORK.

The National Defence Expenditure Commission wishes to draw the General Commission's attention to the fact that, in the event of the acceptance of the limitation or publicity of expenditure, it will be necessary to proceed subsequently to the drawing up of detailed *instructions*, taking due account of the special administrative characteristics of the different States, with regard to the expenses which are to be included in the Model Statement under the appropriate headings.

The Expenditure Commission recalls what was said under No. 3 above with regard to the continuation of the Technical Committee's work. In order to permit of the drawing-up of instructions applicable to all countries, it seems particularly important that the Technical Committee should be in a position to examine the documentation of all the States without delay.

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Official No.: **Conf. D./C.G.160.**

[Conf. D./C.D./C.T.239.]

Geneva, December 11th, 1933.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION  
OF ARMAMENTS

65

**Instruments necessary  
for the Application of a System of Publicity  
of National Defence Expenditure.**

DRAFT PREPARED BY THE TECHNICAL COMMITTEE  
OF THE NATIONAL DEFENCE EXPENDITURE COMMISSION

Series of League of Nations Publications

IX. DISARMAMENT ✓  
1933. IX. 11.

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## INTRODUCTION.

In its resolution dated June 8th, 1933, the General Commission, after deciding that:

“ . . . the first general Convention for the reduction and limitation of armaments shall contain provisions as to the application of the principle of publicity of national defence expenditure, subject to international supervision, in the conditions indicated in the report of the Technical Committee of the National Defence Expenditure Commission,”

requested the Technical Committee:

“ . . . to prepare, if possible before the beginning of the next session of the General Commission, the necessary draft articles with annexes to give effect to the above decision, taking into account the recommendations contained in the reports of the Technical Committee (document Conf.D.158) and of the National Defence Expenditure Commission (document Conf.D.161).”

In accordance with the General Commission's instructions, the Technical Committee at once embarked upon the work entrusted to it. After suspending its meetings on July 11th, it resumed its task on September 12th. The results of this stage of the work are set forth in the present document, which was **adopted unanimously**.

The following members took part in the Committee's work:

His Excellency M. J. DE MODZELEWSKI (Poland), Vice-Chairman;  
M. R. JACOMET, Comptroller-General of the Army (France), General Rapporteur;  
M. Y. ANDO (Japan);  
Major-General L. BARBERIS (Italy);  
Lieutenant-Colonel S. G. V. ELLIS (India);  
Mr. M. H. FITZ GERALD (United Kingdom);  
M. B. G. R. HÄGGLÖF (Sweden);  
Major B. MOKRZYCKI (Poland);

M. H. WORBS, Counsellor (Germany), did not attend the Committee's meetings after October 14th, 1933.

The Committee was assisted by M. Finn T. B. FRIIS, member of the Disarmament Section, as Secretary, and by Dr. A. VON SUCHAN, member of the Financial Section and Economic Intelligence Service of the Secretariat, as Technical Adviser.

The Committee wishes to point out that, keeping strictly to the terms of reference laid down by the General Commission, it has dealt solely with the question of publicity in the form provided for in the Technical Committee's previous report (document Conf.D.158).

\* \* \*

The Technical Committee, although it is an offspring of the National Defence Expenditure Commission, is sending the present document direct to the General Commission in accordance with the authorisation given by the National Defence Expenditure Commission on May 27th, 1933,<sup>1</sup> and the mandate entrusted to it by the General Commission.

\* \* \*

The legal instruments contained in the present document and considered essential by the Committee for the application of a system of publicity include:

- (1) A series of articles (A to N) to be incorporated in the Convention;
- (2) A certain number of annexes which, from the legal standpoint, will form an integral part of the Convention.

These annexes have been classified as follows:

*Annex I.* — Conventional List of National Defence Expenditure.

*Annex II.* — Instructions for transmitting Budgets and Accounts.

*Annex III.* — Instructions for filling in Model Statement and Reconciliation Tables:

(1) Instructions for determining the expenditure to be entered in Tables I to IV of the statements:

- (a) General instructions for compiling the statements of estimates of expenditure and payments effected (Tables I to IV);
- (b) Special instructions for compiling the statement of estimates of expenditure;
- (c) Special instructions for compiling the statement of payments effected;

<sup>1</sup> See Minutes of the National Defence Expenditure Commission, page 90.



- (2) Instructions regarding classification of National Defence Expenditure;
- (3) Instructions regarding the special information to be included in Table V of the statements.
- (4) Instructions for compiling the Reconciliation Tables.

*Annex IV.* — Instructions for compiling the Summary Statements of Modifications in Original Authorisations of National Defence Expenditure.

*Annex V.* — Model Statement and Model Reconciliation Tables and Summary Returns.

\* \* \*

Lastly, in accordance with its previous general report (document Conf.D.158) the Technical Committee has the honour to submit a number of statements relating to questions which, although they could not at the present time form the subject of contractual obligations by the contracting parties, are nevertheless of some importance from the point of view of perfecting the system of publicity. The Committee is accordingly submitting these statements to the General Commission in the hope that they may be included in the instruments drawn up by the Conference.

The reasons for these statements and for the detailed explanations regarding the questions dealt with in the instructions are set forth in detail in the Technical Committee's general report (document Conf.D.158), to which reference should be made for further particulars.

\* \* \*

The Technical Committee feels bound to draw the General Commission's attention to the fact that, in accordance with the general provisions of the Convention, it has provided in the articles and instructions, the drafting of which was entrusted to it, stipulations of a special character ensuring from a technical standpoint reciprocity of the obligations contracted by States in regard to the publicity of national defence expenditure.

Indeed, notwithstanding the diversity of institutions and particularly of the rules of public accountancy, the Committee considers that the differences between one country and another will not prevent the satisfactory operation of the system of publicity which it has devised, and that the conditions of the application of this publicity laid down in the articles of the Convention actually guarantee, having regard to the practical aim in view, the reciprocity of the obligations to be undertaken by States.

The Technical Committee is aware that the final decisions which will be taken by the General Commission in other spheres may necessitate amendments in certain parts of the attached instruments concerning the publicity of national defence expenditure. It notes, in particular, that the General Commission has not yet taken any decision regarding the police forces and similar formations which are covered by Article 12 of the United Kingdom draft Convention and which might have to be included in the calculation of effectives. The Committee draws attention to the possible necessity, in the light of the decisions taken by the General Commission in this sphere, of introducing certain amendments into the texts it proposes.

## DRAFT ARTICLES.

### *Article A.*

The High Contracting Parties undertake to give publicity to all national defence expenditure by whomsoever that expenditure is incurred and whatever the nature and origin of the resources out of which the said expenditure is met.

Such publicity shall be given in conformity with the stipulations contained in Articles B to N and in the annexes to this part of the Convention and on the basis of reciprocity stipulated in those articles and in their annexes.

### *Article B.*

Each High Contracting Party shall communicate the following documents:

1. (a) The draft general budget (estimates) of the central power, the draft individual budgets of each of the departments of National Defence;  
(b) The draft individual budgets (estimates) of the other Ministries and draft special budgets whenever these documents include national defence expenditure.
2. (a) The general budget of the central power and the instruments enacting that budget, the individual budgets of each of the departments of National Defence;  
(b) The individual budgets of other Ministries of colonies, protectorates, oversea territories, territories under the suzerainty of the High Contracting Parties or for which a mandate has been conferred on the High Contracting Parties, and special budgets, whenever these various documents include national defence expenditure.
3. (a) The general closed accounts of the central power, the individual closed accounts of each of the departments of National Defence;  
(b) The individual closed accounts of other Ministries, of colonies, protectorates, oversea territories, territories under the suzerainty of the High Contracting Parties or for which a mandate has been conferred on the High Contracting Parties, and special accounts, whenever these various documents include national defence expenditure.

### *Article C.*

The High Contracting Parties shall forward the documents specified in paragraphs 1 and 2 of Article B within a period of thirty days of their publication, or, alternatively, of their receipt by the central home administration, and in any case within a period of three months from the date on which the aforesaid documents are given their final form.

The closed accounts specified in paragraph 3 of the same article shall be despatched within thirty days of their publication, or, alternatively, of their receipt by the central home administration. In any event, such accounts shall be published in time to be attached to the statement, the communication of which is provided for in Article F of the present Convention.

### *Article D.*

The High Contracting Parties shall forward a statement of the estimates of national defence expenditure compiled in accordance with the instructions given in the annexes in respect of the first two financial years after the coming into force of the Convention. This statement, accompanied by reconciliation tables, shall be despatched within three months of the beginning of the financial year in accordance with the conditions mentioned in Annex III, 1 (b).

For the third financial year and following financial years, the High Contracting Parties undertake to furnish a statement of their estimates of expenditure in the simplified form which the Permanent Commission will indicate. In drawing up the form of this statement, the Permanent Commission shall endeavour, in the light of the experience gained during the preceding years, to reduce the figures shown in the statement to one global figure for each of the forces.

### *Article E.*

The High Contracting Parties shall forward for each financial year two summary statements showing, in relation to the grand total of the initial national defence expenditure authorisations, what changes have been made in that total from the time when the authorisations were fixed up to the end of periods of nine and fifteen months respectively, reckoned from the beginning of the financial year.

The two aforementioned summary statements, compiled in accordance with the instructions laid down in Annex IV, shall be despatched within fifteen days of the expiry of the two periods of nine and fifteen months respectively, referred to in the preceding paragraph.

### *Article F.*

The High Contracting Parties shall despatch within fourteen months of the end of the financial year a statement of the payments effected, compiled in accordance with the instructions prescribed in Annex III.

- (2) Instructions regarding classification of National Defence Expenditure;
- (3) Instructions regarding the special information to be included in Table V of the statements.
- (4) Instructions for compiling the Reconciliation Tables.

*Annex IV.* — Instructions for compiling the Summary Statements of Modifications in Original Authorisations of National Defence Expenditure.

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The reasons for these statements and for the detailed explanations regarding the questions dealt with in the instructions are set forth in detail in the Technical Committee's general report (document Conf.D.158), to which reference should be made for further particulars.

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The Technical Committee feels bound to draw the General Commission's attention to the fact that, in accordance with the general provisions of the Convention, it has provided in the articles and instructions, the drafting of which was entrusted to it, stipulations of a special character ensuring from a technical standpoint reciprocity of the obligations contracted by States in regard to the publicity of national defence expenditure.

Indeed, notwithstanding the diversity of institutions and particularly of the rules of public accountancy, the Committee considers that the differences between one country and another will not prevent the satisfactory operation of the system of publicity which it has devised, and that the conditions of the application of this publicity laid down in the articles of the Convention actually guarantee, having regard to the practical aim in view, the reciprocity of the obligations to be undertaken by States.

The Technical Committee is aware that the final decisions which will be taken by the General Commission in other spheres may necessitate amendments in certain parts of the attached instruments concerning the publicity of national defence expenditure. It notes, in particular, that the General Commission has not yet taken any decision regarding the police forces and similar formations which are covered by Article 12 of the United Kingdom draft Convention and which might have to be included in the calculation of effectives. The Committee draws attention to the possible necessity, in the light of the decisions taken by the General Commission in this sphere, of introducing certain amendments into the texts it proposes.

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1. (a) The draft general budget (estimates) of the central power, the draft individual budgets of each of the departments of National Defence;  
(b) The draft individual budgets (estimates) of the other Ministries and draft special budgets whenever these documents include national defence expenditure.
2. (a) The general budget of the central power and the instruments enacting that budget, the individual budgets of each of the departments of National Defence;  
(b) The individual budgets of other Ministries of colonies, protectorates, oversea territories, territories under the suzerainty of the High Contracting Parties or for which a mandate has been conferred on the High Contracting Parties, and special budgets, whenever these various documents include national defence expenditure.
3. (a) The general closed accounts of the central power, the individual closed accounts of each of the departments of National Defence;  
(b) The individual closed accounts of other Ministries, of colonies, protectorates, oversea territories, territories under the suzerainty of the High Contracting Parties or for which a mandate has been conferred on the High Contracting Parties, and special accounts, whenever these various documents include national defence expenditure.

### *Article C.*

The High Contracting Parties shall forward the documents specified in paragraphs 1 and 2 of Article B within a period of thirty days of their publication, or, alternatively, of their receipt by the central home administration, and in any case within a period of three months from the date on which the aforesaid documents are given their final form.

The closed accounts specified in paragraph 3 of the same article shall be despatched within thirty days of their publication, or, alternatively, of their receipt by the central home administration. In any event, such accounts shall be published in time to be attached to the statement, the communication of which is provided for in Article F of the present Convention.

### *Article D.*

The High Contracting Parties shall forward a statement of the estimates of national defence expenditure compiled in accordance with the instructions given in the annexes in respect of the first two financial years after the coming into force of the Convention. This statement, accompanied by reconciliation tables, shall be despatched within three months of the beginning of the financial year in accordance with the conditions mentioned in Annex III, 1 (b).

For the third financial year and following financial years, the High Contracting Parties undertake to furnish a statement of their estimates of expenditure in the simplified form which the Permanent Commission will indicate. In drawing up the form of this statement, the Permanent Commission shall endeavour, in the light of the experience gained during the preceding years, to reduce the figures shown in the statement to one global figure for each of the forces.

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The High Contracting Parties shall forward for each financial year two summary statements showing, in relation to the grand total of the initial national defence expenditure authorisations, what changes have been made in that total from the time when the authorisations were fixed up to the end of periods of nine and fifteen months respectively, reckoned from the beginning of the financial year.

The two aforementioned summary statements, compiled in accordance with the instructions laid down in Annex IV, shall be despatched within fifteen days of the expiry of the two periods of nine and fifteen months respectively, referred to in the preceding paragraph.

### *Article F.*

The High Contracting Parties shall despatch within fourteen months of the end of the financial year a statement of the payments effected, compiled in accordance with the instructions prescribed in Annex III.

This statement shall be based on the closed accounts, the communication and dates of despatch of which are prescribed respectively in Article B, paragraph 3, and Article C, paragraph 2.

In addition, the High Contracting Parties shall attach to the statement the following supporting documents:

A certified statement of the national defence expenditure included in the accounts of the federated States;

A certified statement of the national defence expenditure effected by regional or local public bodies.

*Article G.*

Without prejudice to the general provisions of the Convention relating to supervision, the High Contracting Parties undertake to communicate, on receipt of a special request accompanied by a statement of reasons from the Permanent Commission, the individual budgets and accounts of civil ministries, special budgets and accounts, the budgets and accounts of federated States or of regional or local bodies, the regular and periodical communication of which is not provided for under the terms of Article B.

*Article H.*

The High Contracting Parties undertake, so long as the Convention remains in force, not to reduce the degree of detail of their budgets and accounts as submitted to the Conference to an extent which would make it more difficult for the Permanent Commission to check the accuracy of the figures contained in the statements and to follow the financial outlay devoted by each State to its armed forces.

Such High Contracting Parties as have laid before the Conference unpublished budgetary documents of a more detailed character than those actually published at the time when the unpublished documents were submitted, undertake in future to introduce into their published budgets and accounts a degree of detail at least as great as that of the unpublished documents submitted to the Conference.

As regards the High Contracting Parties whose documentary material it was not possible for the Conference to examine, the Permanent Commission will decide whether the degree of detail of the published budgetary documents furnished in support of the first statements supplied in execution of the Convention is satisfactory; if necessary, it will specify any modification in the detail which, in its opinion, should be introduced.

*Article I.*

The Permanent Commission shall verify the statements provided for in Articles D and F of the present Convention before publishing them.

During the examination of these statements, the Commission may ask the Governments concerned for any additional particulars and explanations that it considers necessary.

If, as a result of this examination, the Commission considers that alterations should be made in the figures supplied to it, it shall inform the Government concerned of the changes which it would wish to be made in these figures, stating the reasons therefor.

The statements published by the Commission shall show the figures as supplied or corrected by the Governments. Should agreement not be reached between the Commission and the Government concerned as regards the figures in the statements, the Commission shall attach to the statements a note specifying in detail the changes which it considers should be made in the figures submitted by the Government.

*Article J.*

The Permanent Commission shall follow the progress made by the States in the presentation of the documentary material provided for in the preceding articles.

By the continuous examination of the whole of this documentary material, the Commission shall, on the one hand, follow the development of the financial outlay devoted by each State to its national defence and, on the other hand, see the changes in the military strength of each country by means of the information thus collected.

*Article K.*

The stipulations of the present Convention shall apply, in the case of each High Contracting Party, to the first financial year following the entry into force of the Convention, subject, however, to the rules laid down in Articles L to N.

TRANSITIONAL PROVISIONS.

*Article L.*

The High Contracting Parties shall forward to the Permanent Commission all the documents enumerated in Article B, paragraphs 1 and 2, in respect of the financial year already in progress at the time of the entry into force of the Convention. These documents shall be despatched not later than two months after the entry into force of the Convention. Within nine and fifteen months, respectively, of the beginning of the financial year in progress when the Convention comes into force, the High Contracting Parties shall despatch a list of all laws and other instruments by which

the grand total of the initial national defence expenditure authorisations in respect of that year may have been changed, together with the texts of all such laws and instruments.

*Article M.*

The first statement supplied by the States in pursuance of the provisions of Article F shall be accompanied, not only by the closed accounts relating to the financial year for which this statement is compiled, but also by the closed accounts of the three previous financial years.

If the High Contracting Parties, when presenting the first statement, are not in a position to communicate the closed accounts for the three previous financial years, they shall lay before the Permanent Commission certified statements of payments effected for national defence during each of these three financial years, it being understood that the closed accounts themselves of the last three financial years will be despatched as soon as possible.

*Article N.*

The High Contracting Parties referred to in Article H, paragraph 2, shall be entitled to despatch their draft budgets and budgets together with the accounts in respect of the first two financial years in the form in which such documents were published prior to the entry into force of the Convention. In support of the statements, they shall, however, append certified statements of estimates and payments so compiled as to have the same practical value for the purpose of checking by the Permanent Commission as the statements of payments submitted to the Conference.

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ANNEX I.

CONVENTIONAL LIST OF ITEMS OF NATIONAL DEFENCE EXPENDITURE.<sup>1</sup>

National defence expenditure is expenditure in respect of military formations, services and establishments of the land, naval and air forces, in the home country and overseas, in particular:

Central administrations;  
Missions;  
Military attachés;<sup>2</sup>  
Headquarters staffs and staffs of commands;  
Arms and services of the armed forces:

Combatant and non-combatant personnel of the land armed forces, infantry cavalry, artillery, engineers and signal corps, tanks, anti-gas units, combatant and non-combatant personnel of all categories of the naval armed forces, flying, non-flying and auxiliary personnel of the air armed forces and all services, formations and establishments of the land, naval and air armed forces, including the air defence;

Supply corps, transport troops;  
Pay and accountancy technical services;  
Recruiting services;  
Medical and hospital services;  
Remount and veterinary services;  
Chaplains;  
Military police;  
Justice and prisons;  
Colleges, schools and training centres;  
Military bands.

Scientific services, historical services, records, libraries;

Geographical service, hydrographical or coastal surveys, cartographic, geodesic and topographical services;

Meteorological service and astronomical service.

In so far as these services work for the army, navy or air force.

This expenditure includes:

1. *In respect of Expenditure on Personnel.*

Pay, half-pay, salaries, emoluments, allowances of all kinds, bonuses, gratuities, remuneration, grants, family and any other allowances, grants for the civil professional training of soldiers, travelling and mission allowances, contributions to social insurance funds (sickness, old-age, invalidity, unemployment, etc.) on behalf of military and civil personnel, whether normally forming or not forming an effective part of the formations, services and establishments of the land, naval and air forces, personnel of the police forces and similar formations to be included in the table of effectives (personnel with the colours, unattached or on leave, persons undergoing preparatory military training, reservists, territorials) during periods of training or not.

Expenditure on maintenance, viz.:

Expenditure for meeting the immediate requirements of the effectives normally forming part of military formations, services and establishments, and of personnel called up for periods of training, more especially expenditure on subsistence, clothing, equipment, bedding, furniture, laundry, sanitary and medical attention, religious ministrations, office expenditure or various other items of expenditure not covered by 2, 3 and 4, expenditure for military, physical and athletic training and education, games and various amusements, including subsidies for those purposes, together with expenditure in respect of compensation for losses and damage caused by military formations, services and establishments.

Expenditure in respect of the creation and maintenance for military purposes of reserves of goods, foodstuffs, raw materials or products relating to the aforementioned requirements; subsidies

<sup>1</sup> The enumeration contained in this list is not exhaustive.

<sup>2</sup> The term "military", wherever it is used in the present list, is understood to apply indiscriminately to the land, naval and air forces.

paid to private associations and undertakings with a view to meeting these same requirements, together with expenditure relative to rifle clubs and physical culture societies, pigeon fanciers' societies and aviation clubs of military value.

2. *In respect of Expenditure on Transport.*

Expenditure relating to horses and other animals, the purchase of raw materials, hand tools, finished articles and their repair and maintenance, irrespective of whether such materials and products (forage, shoeing material, harness, solid fuel, liquid fuel—whether for vehicles, ships or aircraft—lubricants, etc., spare parts and accessories) are intended for stock or current use, together with expenditure relating to transport and communications services (railways, post, telegraph, telephone, radio) rendered by non-military organisations.

Subsidies of a military nature for horse-breeding and the training of horses, mules and other saddle, draught and pack animals, subsidies paid for military purposes to transport undertakings, subsidies or other expenditure relating to the organisation of communications with a view to protection against air-raids and, generally speaking, all other expenditure in respect of liquid fuel, whether for vehicles, ships or aircraft, transport and communications.

3. *In respect of Expenditure on Buildings.*

Expenditure relating to the construction, repair and upkeep of fortifications and defensive works.

Expenditure relating to the purchase and hire of land and buildings, building operations, installation of gas, electricity and water plant, improvement, extension, upkeep and repair thereof, and also current expenditure on gas, electricity and water; heating and lighting of all kinds of buildings, including fixed machinery and heavy plant (barracks, accommodation, schools, hospitals, prisons, cattle-sheds, stables, State establishments for meeting the material needs of the military units, store-houses and depots, hangars, aerodromes, training camps and musketry ranges, sheds for stores, etc., marine works in naval ports and naval bases, including landing-stages and all other works for the land, naval or air forces and formations).

Expenditure relating to the construction, modification, repair or upkeep for specifically military purposes of roads, bridges, railways, landing-stages, jetties, lighthouses, lightships, buoyage, platforms, semaphore apparatus, canals, together with drainage or forestry works.

Subsidies granted for military purposes with a view to the purchase, hire, improvement, extension, upkeep and repair of the buildings and objects mentioned above under this heading, or any similar expenditure.

4. *In respect of Expenditure on War Material.*

This expenditure comprises, for all categories of war material specified below:

Expenses of upkeep and repair, purchase from private traders or manufacturers, and manufacture in State factories, of ships, goods, materials and munitions, whether complete or in parts, intended either for purposes of training in time of peace or for the equipment and armament of forces on a war footing or the purveying and supply of material of all kinds for these forces and also the expenses relating to the creation and maintenance (in State or private hands) of stocks and plant intended solely for the construction of warlike stores.

Cost of scientific research and experiment, expenditure on the inspection of material delivered and preparation of programmes of material, expenditure on the supervisory services, expenditure relating to the preparation of industrial mobilisation as regards material and all other similar expenditure.

Subsidies granted to industries, undertakings and workshops which normally manufacture war material in peace time, with a view to the installation, upkeep or extension of plant and equipment for the manufacture of war material and the creation or maintenance of stocks of war material.

Subsidies granted to industries, undertakings and workshops which do not normally manufacture war material in peace time with a view to preparing them for industrial mobilisation—*i.e.*, to equipping them in peace time for the production of war material as soon as mobilisation begins.

Subsidies granted to the mercantile marine expressly with a view to the use of merchant ships if necessary for national defence purposes; subsidies granted with a similar object to the owners of vehicles.

The classes of material mentioned above are as follows:

*In respect of the Land Forces:*

Arms, ammunition, fighting material and other war material, engineering material:

Small arms and automatic firearms; rifles, muskets, carbines, revolvers and pistols, quick-firing rifles and quick-firing pistols, machine-pistols, machine-guns, apparatus and appliances for throwing projectiles, including vehicles for their transport;



Cannons (long and short), howitzers, mortars, field guns, anti-aircraft guns and other anti-aircraft appliances, and all apparatus (armour-plating, etc.) for the operation of these appliances;

Ammunition for small arms, automatic weapons and guns; bombs, grenades, and other kinds of projectiles, explosives, mines, including the electric apparatus connected with all this material, ammunition waggons, carriages, cases, etc., for their transport;

Cutting weapons, such as swords, sabres, lances, bayonets and daggers;

Tanks, armoured cars, armoured trains;

All other arms, ammunition, apparatus and appliances for throwing projectiles; accessory equipment and spare parts.

Railway material, pioneer equipment, bridging equipment, mining material, liaison material, signalling and radio stores, boats, searchlights, acoustic and optical instruments, anti-gas stores, tractors, motor and horse-drawn vehicles whether specialised or not, bicycles, with their accessory equipment and spare parts, subsidies to the owners of motor and horse-drawn vehicles and all other categories of engineering material.

*In respect of the Naval Forces:*

In addition to the above-mentioned material:

Warships of all kinds, aircraft-carriers, seaplane-carriers, victualling craft, fuelling craft, naval armament vessels, and all other naval transport vessels, repair ships, salvage vessels, floating barracks, harbour craft, tugs, barges and lighters, floating docks; torpedoes, paravanes, and material of all kinds connected with these vessels, and all other craft intended for naval use.

*In respect of the Air Forces:*

In addition to the above-mentioned material:

Aeroplanes, seaplanes, amphibian planes, boats, airships, free and captive balloons, instruments, engines and stores—wireless, electrical, photographic—oxygen apparatus, material for heating purposes, ground equipment, parachutes, hydrogen and helium, accessories and spare parts, material for anti-aircraft defence (watch, alarm and liaison systems, signalling and listening-in apparatus, protective balloons and interception cables, apparatus for artificial fog and camouflage devices, etc.).

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*Nota.* — Certain expenditure considered to be of little importance from the point of view of national defence, such as expenditure on military museums and memorials, has been deliberately excluded from this conventional list.

ANNEX II.

INSTRUCTIONS FOR THE TRANSMISSION TO THE PERMANENT  
COMMISSION OF BUDGETS, CLOSED ACCOUNTS AND OTHER  
DOCUMENTS REFERRED TO IN THE CONVENTION.

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- 1. Number of Copies and Translation of Documents to be supplied.** The contracting parties shall communicate three copies of all documents (budgets, closed accounts, statements, reconciliation tables, summary statements) the transmission of which is provided for in Articles B, C, E and F of the Convention.

As a translation of the wording of the various budgetary items relating to national defence is to be given in the reconciliation tables (see page 39), it is not necessary to translate such wording in the budgets or closed accounts themselves, although a translation of the headings of the various tables and of the columns of such tables shall be supplied. Such translations shall be furnished in respect of the tables and column headings of the budgets or accounts of the departments of national defence and also of the tables and column headings in the other budgetary documents showing national defence expenditure.

The Permanent Commission shall be entitled to modify the provisions of the present paragraph whenever its experience would appear to make such a course desirable.

- 2. Communication of General Draft Budgets, Budgets and Accounts, and of Individual Draft Budgets, Budgets and Accounts.** Such contracting parties as publish separately, not only a draft general budget, a general budget and a general closed account, but also the individual draft budgets, budgets and closed accounts of each ministerial department shall transmit both classes of documents.

- 3. Publications containing Draft Budgets, Budgets either voted or enacted, and Closed Accounts.** Of the publications (*Official Journal* and its annexes, parliamentary, proceedings, special publications) containing the draft budgets, budgets either voted or enacted and the closed accounts, there shall be sent to the Permanent Commission the earliest of the several publications issued dealing with the draft budgets, budgets or closed accounts, followed by the most complete of each class, in the event of the earlier publication's being less detailed and less complete than any of the subsequent publications.

- 4. Closed Accounts serving as a Basis for the Compilation of Statements of Expenditure.** The published closed accounts shall be communicated, even if not audited by the higher auditing authorities until after publication. In the latter case, the contracting parties shall advise the Permanent Commission as soon as the published accounts have been duly audited by the higher auditing authorities. Should the audit result in any modification in the figures previously published, such modifications shall be notified to the Permanent Commission.

- 5. Documents to be regarded as published.** Documents shall be regarded as published, not only when they may be purchased in the usual way, but also when they are distributed to Members of Parliament without being marked "Confidential" or "Secret", or when they are deposited in the library of Parliament where they may be consulted by the public, even if such consultation is subject to special authorisation.

- 6. Time-limit for transmitting Documents.** In view of the fact that the publication of certain budgets and certain specially voluminous accounts takes place by degrees as the printers and book-binders are able to complete their work, it is to be understood that the three copies intended for the Permanent Commission will be sent to it as soon as copies are first put into circulation. The copies so sent shall bear an indication of the date on which copies were actually first put into circulation.

**7. Budgets and Accounts of Federated States and of Regional and Local Authorities.** The provisions of Article G regarding the budgets and accounts of federated States and of regional and local authorities should be interpreted to mean that such budgets and accounts are to be transmitted to the Permanent Commission on receipt of a specific request from that body accompanied by a statement of reasons and specially mentioning the federated States and the particular regional and local public bodies of which the Permanent Commission desires to receive the budgets or accounts.

If there are any official statistical publications giving a summary of the budgets of all regional or local bodies or of certain categories of such budgets, the Powers shall inform the Permanent Commission accordingly.

**8. Budgets and Accounts of Colonies, Protectorates, etc.** The stipulations of the Convention relative to the despatch of the budgets and accounts of colonies, protectorates, overseas territories or territories under the suzerainty or mandate of the contracting parties, apply exclusively to the general budgets of such colonies, protectorates or territories and not to the local budgets.

**9. Documents to be submitted in respect of Certain Territories under Suzerainty or Protection.** The provisions laid down in Article F for the production of certified returns for federated States and for regional or local bodies shall be applicable by analogy to certain territories under suzerainty or protection which defray a portion of the national defence expenditure to be included by a contracting party in its statement.

Furthermore, if the budgets and accounts of any of the States, territories or bodies mentioned above are not published, and if the Permanent Commission, in accordance with Article G, asks for the communication of these documents, the contracting party responsible for entering in its statement the national defence expenditure defrayed by the said States, territories or bodies way, in place of the budgets and accounts asked for, draw up a return of the estimated figures of national defence expenditure borne by such States, territories or bodies. This return shall be certified by a competent Government authority, which shall testify that these figures are officially considered by the contracting party as representing as accurately as possible the grand total of the national defence expenditure of such States, territories or bodies.

**10. Certified Statements.** The certification of documents provided for in paragraphs 3 and 4 of Article F of the present Convention shall be effected by affixing an official stamp over the signature of a competent Government authority.

**11. Delay in the Transmission of the Statement based upon the Draft Budget.** Where it has proved absolutely impossible to prepare a draft budget in time to permit of the transmission of the statement of estimates within the period specified in Article D of the Convention, the contracting parties concerned shall send the Permanent Commission a report stating the reasons for the delay in supplying the statement.

**12. Transitional Provisions.** If the date of the entry into force of the Convention is subsequent to the expiration of the period of nine months as from the beginning of the current financial year, it will not be necessary to make the first despatch of the list of laws and Acts of all kinds having modified the budgets of the said year, and of the texts of these documents the communication of which is prescribed in Article L.

ANNEX III.

INSTRUCTIONS FOR COMPILING THE STATEMENTS  
AND THE RECONCILIATION TABLES.

1. INSTRUCTIONS FOR DETERMINING THE EXPENDITURE TO BE ENTERED  
IN TABLES I TO IV OF THE STATEMENTS (ARTICLES D AND F OF THE  
CONVENTION).

**1. Purpose of the Instructions.** In order to determine the expenditure to be entered in the statements, of estimates of expenditure or of payments effected, the contracting parties shall comply with the general instructions herebelow, paragraphs 2 to 19, and, further, in respect of each of the two statements, they shall comply with the rules laid down in paragraphs 20 to 28 and 29 to 34 of the present instructions.

Section (a).

GENERAL INSTRUCTIONS FOR COMPILING THE STATEMENTS (TABLES I TO IV).

**2. Determination of the Expenditure to be entered in the Statements.** The expenditure to be entered in the statements provided for in Articles D and F of the Convention is that which, in general, is necessitated or entailed by the creation, maintenance and training, in time of peace, of armed forces and by immediate preparation for mobilisation.

Such expenditure is scheduled in the conventional list of national defence expenditure in Annex I.

In accordance with the provisions of Article A of the Convention, the contracting parties shall enter in their statements all expenditure in respect of the purposes scheduled in the aforementioned list, by whomsoever incurred and irrespective of the nature and origin of the resources from which such expenditure is defrayed.

**3. Exceptional and Unforeseeable Expenditure.** Deductions shall be made from the totals of national defence expenditure in respect of certain expenditure of an exceptional and unforeseeable character resulting from the employment of the armed forces, and the loss or destruction of material of all kinds, in so far as such expenditure shall not have increased the armed strength of the State by which the deductions are made.

Deductions shall only be made under the provisions of the foregoing paragraph in respect of expenditure entailed by natural calamities, such as earthquakes, cyclones, tidal waves, large-scale explosions, epidemics, the repression of internal disturbances, civil wars, risings in distant possessions and the protection of the life and property of nationals in danger.

The deduction shall be assessed, as the case may be, on the value of the material or buildings destroyed, if such are replaced, or on the cost of restoring or repairing damaged buildings or materials, and likewise on the cost of transport, additional appropriations or grants of every kind, or any other additional expenditure entailed by the exceptional use of the armed forces.

When in accordance with the above provisions a State deducts unforeseeable and exceptional expenditure, it shall show the total of these deductions in a note at the bottom of each of the tables I to IV of the statement. This note shall be worded as follows:

“ These sums do not include exceptional and unforeseeable expenditure amounting to . . . (For details of the deductions, see the reconciliation tables.) ”

If a State considers that the unforeseeable and exceptional expenditure is not of sufficient importance to influence the interpretation of the figures of national defence expenditure for the purpose of publicity, it may insert the amounts of this expenditure in tables I to IV of the statement.

**4. Expenditure arising directly out of the Reduction of Armaments.** Expenditure occasioned by the reduction of armaments must be inserted in the statements. Nevertheless, sums paid to third parties as compensation for the cancellation of building or manufacturing contracts or supply contracts, or the breach of contracts of any kind whatsoever, arising out of such reductions, shall be deducted from the expenditure to be entered in the statements.

When any such deduction has been made, this shall be mentioned in a note at the bottom of the tables I to IV of the statements. This note shall be worded as follows:

“The above amounts do not include expenditure on compensation for cancellation of contracts entailed by the reduction of armaments amounting to . . . (For details of the deductions, see the reconciliation tables.)”

If any State considers that this expenditure is not of sufficient importance to influence the interpretation of the national defence expenditure figures for the purpose of publicity, it may insert the amount in tables I to IV of the statement.

**5. Expenditure occasioned by Previous Wars.** Expenditure in respect of the settlement or adjustment of expenditure incurred during previous wars (terminal charges on account of previous wars) shall be deducted from the expenditure entered in the statements. Should any State make such deductions, it must mention the amount in a note at the bottom of each of the tables I to IV of the statements. This note shall be drafted as follows:

“The above amounts do not include terminal charges on account of previous wars amounting to . . . (For details of the deductions, see the reconciliation tables.)”

If a State considers that the amount of the terminal charges on account of previous wars is not of sufficient importance to influence the interpretation of the national defence expenditure figures for the purpose of publicity, it may insert this expenditure in tables I to IV of the statements.

**6. Expenditure of a General Character capable of enhancing the Defensive Power of States. War Potential.** As a rule, expenditure of a general character, even if capable of enhancing the armed power of the country concerned, shall not be entered in the statements. Thus expenditure on *public works*, such as expenditure on the construction and upkeep of railways, canals, roads, bridges, aerodromes, expenditure on the development of airways, drainage works, forestry works, maritime works, expenditure in connection with construction and maintenance of lighthouses and buoyage; expenditure on the *development of certain industries* (steel works, national fuel supplies (solid and liquid) refining or storing of liquid fuel and lubricants, refrigerating plant, optical industry, shipbuilding, motor and aircraft industry, etc.), and expenditure on the *physical training of the young* need not as a rule be inserted in the statements.

If, however, some of the expenditure mentioned above has been incurred for mainly military purposes, the State concerned shall insert in the statements that part of such expenditure which it deems to have been incurred for military purposes. In order to assist the Permanent Commission in examining statements (see Article I), the State concerned shall communicate in a note annexed to the reconciliation tables its interpretation of the principles stated above.

If, on the other hand, expenditure on the upkeep or construction of railways, the improvement of wharves or the construction of roads is incurred for purely strategical purposes—*i.e.*, if they are not regularly operated or used in the ordinary way—such expenditure must, in accordance with the instructions contained in the list of expenditure on national defence (Annex I), be entered in its entirety in the statements.

It should be remembered, moreover, that subsidies, as defined in the list of national defence expenditure, which may be granted to the above-mentioned undertakings, must be entered in the statements.

**7. Expenditure relating both to the Civil and Military Activities of the State.** In the case of expenditure which relates both to the civil and military activities of the State, that part of such expenditure which relates to national defence shall be inserted in the statements.

The proportion of such mixed expenditure to be inserted in the statements shall be computed as far as possible in accordance with the following instructions, which only deal with the most common cases. Special cases not expressly mentioned in the present instructions shall be dealt with on the analogy of the indications given below.

(a) *Expenditure in respect of the Pay of Military Personnel seconded for Service with Civil Departments.*

All expenditure on the pay of personnel discharging military functions and temporarily seconded for service with civil departments must be included in the statements even when such pay is charged to civil budgets; this would be the case with expenditure on the pay of officers and military personnel of every kind on the active list who are temporarily entrusted with civil

duties in the colonies, or to military instructors temporarily seconded for service with civil departments for the physical education of the young and military personnel employed on civil work (e.g., studs, cartographical service, etc.). Should such personnel, although maintaining their military rank, be definitely seconded to civil administrations and receive a salary different from the pay attaching to the rank, the expenditure on their salary should not be included.

(b) *Expenditure common to Civil and Military Aviation.*

Should there be services common both to civil and military aviation, the expenditure on civil and military aviation respectively should be computed in the light of administrative documents or, failing these, on estimation. That part of such expenditure which relates to military aviation shall be entered in the statements. The Power concerned shall state in the reconciliation tables the bases on which such computation has been made.

(c) *Expenditure common to the Navy and the Merchant Marine; Expenditure on Sea Fisheries Protection Service.*

The same rule as in the preceding paragraph will apply, where applicable. Further:

(1) Should the staff of the harbour-master's offices consist of military personnel, the expenditure shall be deemed to be national defence expenditure;

(2) Should the merchant marine services be responsible for recruiting naval crews, an estimate shall be made of the expenditure thus incurred by the merchant marine services and the amount thereof shall be included in the statements. The Power concerned must indicate in the reconciliation table the methods adopted for making this computation.

(d) *Expenditure on the Geographical, Hydrographical, Cartographical, Geodesical, Survey and Meteorological Services.*

Whenever expenditure on these services is entered in the budgets and accounts of a national defence ministry, it shall be presumed to represent national defence expenditure in its entirety. If, however, the State considers that the totals thus included contain expenditure of a non-military character, it will have the option of estimating the amount of such non-military expenditure with a view to its exclusion from the statements. If, on the other hand, such expenditure is shown in the budgets and accounts of civil ministries or services, an estimate shall be made of such part of it as has a military value. If, in the latter case, the Power concerned is of opinion that no such expenditure should be included in the statements, it shall append a note to the reconciliation tables stating the reasons for which it has thought fit to omit such expenditure from its returns.

(e) *Expenditure on the Construction, Transformation and Upkeep of Buildings, Furniture, Office Expenses, Printing, and Certain Health Services.*

Where such expenditure relating at once to both national defence and civil purposes is merged in the budgets and accounts of civil ministries, an assessment shall be made either by means of departmental documents, or, failing these, by estimation, of the expenditure relating to national defence and civil activities respectively. The part of such expenditure which relates to national defence must be entered in the statements. The Power concerned shall indicate in the reconciliation tables the methods employed in making this assessment.

(f) *Services rendered without Payment or at Reduced Rates to the National Defence Organisation by Certain Public Services such as Railways, Posts and Telegraphs, Telephones, Semaphore Services, Wireless Telegraphy, etc.*

Should the national defence organisation use these various services without being liable for any payment in respect thereof, or should the State pay over to such services lump sums on account of all branches of the public administration, the value of the services rendered without payment to the national defence organisation shall be estimated and the resultant amount inserted in the statements. If, however, a contracting party considers it impossible to make an estimate of the value of such services, a note should be added to the reconciliation tables stating the reasons why such an allocation has proved impossible.

(g) *Expenditure on Justice, Prisons, etc.*

Should such expenditure be borne by a civil ministry in respect either of all military personnel or merely of a part thereof, and should the expenditure in respect of military personnel not be shown separately in the budgets and accounts of the civil department concerned, an estimate shall be made and that proportion of the total expenditure representing charges occasioned by military personnel shall be entered in the statement. If, however, a contracting party considers

it impossible to make an estimate of such expenditure, a note should be added to the reconciliation tables stating the reasons why such an estimate has proved impossible.

(h) *Expenditure on Audit.*

The expenditure of the general auditing bodies common to both military and other Government expenditure must not be entered in the statements. Only the expenditure of the auditing sections directly responsible to and acting on behalf of the Departments of National Defence shall be entered in the statements.

(i) *Continuity in the Application by States of the Same Methods.*

The contracting parties undertake to apply throughout the period of the execution of the Convention whatever methods they may have adopted in accordance with the foregoing instructions for the differentiation of mixed expenditure on the occasion of the despatch of the first statement. Should changes in organisation subsequently necessitate a modification of such methods, the Power concerned should indicate the new bases of such differentiation.

**8. Expenditure out of Funds derived from Gifts and Bequests.** Under the provisions of Article A of the Convention, national defence expenditure financed from the proceeds of donations or bequests received by the defence services from associations or private individuals should be included in the statements.

**9. Associations.** All subsidies granted by the State or by regional or local public bodies to associations for national defence purposes must be included in the statements.

The expenditure incurred by associations out of their own funds for their own purposes may be excluded from the amounts to be entered in the statements. Nevertheless, the expenditure of these associations on the purchase, upkeep or repair of arms and ammunition and fighting material, as specified in the Conventional List of National Defence Expenditure (Annex I) and the Instructions on Classification (Annex III, part 2), must be included in the statements. If this expenditure cannot be computed on the basis of accounts, an estimate shall be made and the amount thereof entered in the statements. If this expenditure is insignificant, it may be excluded from the statements.

The nature and the purposes of the associations whose activities have a bearing on national defence shall be indicated in a note appended to the reconciliation tables.

**10. Expenditure of National Defence Departments for a Foreign Government.** Should a contracting party incur expenditure for such purposes as supplies, material or services intended for a foreign Government, such expenditure shall be excluded from the statements of the Government delivering the supplies or rendering the services for the year for which this expenditure was appropriated or incurred.

The application of this principle will not, however, be held to preclude a national defence department from deducting, as the expenditure in question, the total of the amount repaid, provided that the latter can be deemed to be equivalent to the actual expenditure and can be more easily traced in the accounts than the actual expenditure.

**11. Expenditure by a National Defence Department on Articles for Delivery to Civil Authorities, Associations or Private Individuals.** Should a national defence department incur expenditure on articles—*e.g.*, supplies, materials or on services—delivered or rendered to civil authorities, associations or private individuals, the expenditure on such articles may be deducted, except, however, expenditure on the purchase, manufacture or construction of arms, ammunition and fighting material as specified in the Conventional List (Annex I) (unless such expenditure has been covered by State subsidies (see 9 above)).

The application of the principle of deducting expenditure borne by a national defence department for the benefit of a civil department shall not, if the civil department refunds such expenditure and the amount thereof may more easily be traced in the accounts than the expenditure itself, prevent the deduction of the amount of such refunds (as expenditure) on practical grounds.

**12. Expenditure by Autonomous Establishments.** If expenditure on the upkeep, repair, manufacture or construction of supplies or material to be delivered by State establishments to the national defence departments is entered in special accounts for those establishments, and if the special accounts of these autonomous establishments show, as receipts, the amounts entered as expenditure in the budgets and accounts of national defence departments, it is the expenditure shown in the budgets and accounts of national defence departments which must be entered in the statements.

The deficits of these establishments, and also their expenditure on new plant, the improvement of existing plant or the constitution of stocks which are charged against the general budget or

defrayed by the public Treasury or out of funds supplied by third parties (loans, etc.), shall be included in the statements.

**13. Expenditure covered by the Receipts of the National Defence Services.** National defence expenditure shall be entered in the statements in its entirety, without deduction of the receipts at the disposal of national defence services.  
This rule shall apply both in cases in which, under the national legislation, the receipts of the national defence services are paid into the Treasury and recredited to such services, or *vice versa*, and in cases where these services are empowered to collect and use their receipts either in whole or in part, regardless of whether they are the proceeds of services rendered, of sales to third parties of new or used goods and materials, of contributions from regional or local public bodies and from colonies or, in general, of all contributions granted to the State for national defence purposes by third parties.

The rule shall apply whether the aforementioned expenditure is shown in the budgets or budgetary accounts or outside these budgets and accounts.

**14. Sums deducted from Pay.** Expenditure in respect of pay and salaries shall be entered in the statements at its gross amount, without deduction of sums retained out of the said amounts in respect of taxation, pensions, social insurance (sickness, disability, old age, unemployment . . .).

**15. Expenditure charged against Loan Funds.** Under the provisions of Article A of the Convention, national defence expenditure budgeted for or paid out of the proceeds of loans must be entered in the statements.

**16. Expenditure charged against Extra-budgetary Resources.** Should special resources be applied outside budgets or budgetary accounts to purposes scheduled in the conventional list of national defence expenditure, the expenditure covered by such resources shall be entered in the statements.

**17. Duplication.** Should the application of the foregoing principles tend to result in an item of expenditure being entered twice in the statements, it will be necessary, with a view to avoiding such duplication, to comply with the detailed provisions which are, for convenience of reference, given in the instructions for compiling reconciliation tables.

**18. Expenditure to be stated in National Currency.** The figures of expenditure entered in the documents communicated by the Governments to the Permanent Commission in execution of the provisions of the present Convention shall be stated in their respective national currencies.

The Permanent Commission may, subject to the provisions of Articles I and J of the Convention, ask States for the statistical data it considers necessary to estimate the effect on the cost of armaments of possible fluctuations in the purchasing power of their currencies.

**19. Statements of Colonial Expenditure.** When the statements prescribed in Articles D and F of the Convention include expenditure appearing in the budgets and accounts of the colonies, protectorates, oversea territories or territories under the suzerainty or mandate of contracting parties whose budgetary year does not correspond to that of the home country, the expenditure of the said colonies, protectorates and territories to be entered in the statements shall be that relating to the budgetary year of the colony, protectorate or territory which is current at the date on which the budgetary year of the home country has begun.

#### Section (b).

#### SPECIAL INSTRUCTIONS FOR DETERMINING THE EXPENDITURE TO BE ENTERED IN THE STATEMENT PROVIDED FOR IN ARTICLE D OF THE CONVENTION.

**20. Determination of the Expenditure to be entered in the Statement of Estimates.** In application of the provisions of Article A of the Convention and paragraph 2 of this Annex, the statement shall include the amounts of all estimated expenditure specified in the said Article and paragraph and shown (see paragraphs 21 to 23) in the general draft budgets or budgets, in the special draft budgets or budgets, or any other document as the case may be:

(a) Of the unitary State or federal State (national defence ministries and services, colonial ministries and, where appropriate, other civil ministries and services);



(b) Of the colonies, protectorates, oversea territories, territories under the suzerainty of the contracting parties, or territories for which a mandate has been entrusted to the contracting parties;

(c) Of the Federated States and of all regional and local public authorities in the home country and colonies.

**21. Compilation of the Statement on the Basis of the Budgets.** (a) *Expenditure authorisations shown in the State budget.* — The statement shall include the amounts of the expenditure authorisations shown in the State budget (unitary State or federal State) whenever such budget is enacted in time to permit of the transfer of the amounts therein entered to the statement to be despatched within the period prescribed in Article D of the present Convention.

(b) *Budgets fixed for several successive years.* — Should the annual State budget be enacted in advance for a certain number of successive years, the statements relating to the second and subsequent years shall include the amounts of the expenditure authorisations shown in the budget thus enacted for a certain number of years.

Should the State budget be enacted for a period of two or more years, the statement for each year shall include a proportional part of the expenditure authorisations.

If, however, in either cases, the initial budget has been modified prior to the compilation of the statements for the following years, the latter shall take account of the modifications thus introduced.

(c) *Extended budgets.* — If, owing to the budget's not having been enacted prior to the beginning of the financial year, the budget for the preceding year is extended to the new financial year, the statement shall include the amounts of the expenditure authorisations shown in the budget for the preceding year, due regard being had to any modifications which it may have undergone prior to the date by which the statement must be compiled to permit of its despatch within the period specified in Article D of the Convention.

**22. Statement compiled on the basis of Published Draft Budgets.** In all cases other than those mentioned in paragraph 21, the statement shall include the amounts of the estimates shown in the published draft budget (Estimates) of the State (unitary State or federal State).

**23. Block Credits and Transferable Credits.** Should credits have been granted to the national defence services for several years on the understanding that an instalment of such credits shall be entered in each year's budget, the amount of such annual instalments shall be entered in tables I to IV of the statement. Where credits are granted for several years in one budget without the entry in the budgets of each of the following years of such part of these block credits as may remain available at the end of each financial year, the full amount of such credits shall be entered in tables I to IV of the statement for the year in which they are granted.

**24. Rectifications in the Statement based on Draft State Budgets.** In the event of the State budgets not being finally enacted until after the despatch of the statement, the contracting parties shall notify the Permanent Commission within two months of the date on which the State budget is enacted of any respects in which the statement requires to be rectified.

Such rectifications shall also take account of any changes made since the despatch of the statement in the estimates of expenditure outside the budget and in the estimates of the national defence expenditure of regional or local public authorities.

**25. Inclusion in the Statement of Expenditure Authorisations outside the Budget.** In pursuance of the provisions of Article A of the present Convention and of paragraph 4 of the general instructions, whenever funds are appropriated under authorisations outside the budget for one or more of the purposes scheduled in the list of national defence expenditure, the amounts of such expenditure authorisations shall be shown in the statement, irrespective of whether they were granted by legislative or administrative action.

Where the employment of such funds is governed by one or several published authorisations, it is the amount or any fraction of the amount of such authorisation or authorisations relating to national defence purposes and available for expenditure in the course of the financial year which shall be shown in the statement.

Where the employment of funds allocated outside the budget to national defence has been decided without the decisions being embodied in published expenditure authorisations, an estimate of the expenditure to be effected for national defence purposes in the course of the financial year shall be entered in the statement.

In the latter case, an explanatory note in the reconciliation table shall be added stating to what purpose or purposes such expenditure is to be applied.

**26. Expenditure Authorisations outside the Budget valid for Several Years.** If under special provisions national defence expenditure is authorised outside the budget not merely for the current financial year but also for subsequent financial years, tables I to IV of the statement shall include the amounts of such authorisations as may be drawn upon within the meaning of the national law of the country concerned in the course of the financial year—*i.e.*, the amounts for which liabilities may be incurred, liabilities acknowledged, orders for payment issued or payments actually made, as the case may be.

**27. Estimates of Expenditure out of Receipts available for National Defence Services.** In application of the provisions of paragraph 13, the statement shall also include the estimated expenditure to be effected out of all kinds of receipts which national defence services are authorised to collect and use in the course of the financial year.

**28. Losses on Exchange.** Statements must include the expenditure appropriations in the budget to meet losses by exchange which might occur in the case of purchases made or services rendered abroad for the requirements of national defence during the financial year.

### Section (c).

#### SPECIAL INSTRUCTIONS FOR COMPILING THE STATEMENT PROVIDED FOR IN ARTICLE F OF THE CONVENTION.

**29. Determination of the Payments to be entered in the Statement.** This statement shall include all payments made during the financial year in respect of the purposes scheduled in the list of national defence expenditure in Annex I:

(a) *State and Public Authorities.*

In consequence, all national defence payments shown in the budgetary accounts, special accounts and other accountancy documents, if any:

- (i) Of the unitary State or federal State (national defence ministries and services, colonial ministry, and, where appropriate, other civil ministries and services);
- (ii) Of the colonies, protectorates, oversea territories, or territories under the suzerainty or mandate of the contracting parties;
- (iii) Of the federated States, of all regional and local public authorities in the home country and colonies;

shall be transferred to the statement.

(b) *Associations.*

The entry in the model statement of payments made for national defence purposes by associations is dealt with in paragraph 9 of the general instructions.

(c) *Private Individuals, Various Services.*

(i) Should military personnel be required to supply at their own expense their mount and saddlery and all or part of their equipment, arms, clothing, or food, without receiving compensation, the amount of expenditure borne by such personnel shall be entered in the statement.

This rule does not apply to any of the expenditure listed above which may be defrayed by military personnel out of their pay, when the rate of their pay is so calculated as to enable them to meet such expenditure.

(ii) Should national defence works be carried out by workmen who are normally employed by companies or private individuals and continue to be paid by such companies or individuals for the national defence work on which they are engaged, no payment being made by the State on that account, the amount of the wages thus received by such workmen while engaged upon the aforesaid work shall be entered in the statement.

In the event of its being possible only to estimate the expenditure referred to in (i) and (ii) the amounts of these estimates (which are to be shown in the specimen table of the Special Information, No. 9, appended to the reconciliation tables) shall be inserted in the statement.

**30. Conventional Definition of Payments.** For the purposes of the Convention, the payment is the act which discharges the debtor from his debt either by the delivery to the creditor of the sum due to him, or by the placing of the amount of the said sum to the creditor's account in a banking institution, or, again, by the delivery of the sum to a third party, if the law recognises such delivery as discharging the debt.

Treasury bonds or other national debt delivered by the State to its creditors by way of payment are also to be regarded as payments for the purposes of the Convention, irrespective of whether such bonds or securities are entered in the budget accounts or elsewhere.

**31. Services in Kind.** Should associations or private individuals make gifts of materials or supplies to the national defence authorities, the amounts which the State would have had to pay had it bought or manufactured such materials at the date of their receipt shall be entered in the statement.

**32. Inclusion of the Payments made in the course of the Financial Year, irrespective of the Dates on which the Expenditure was authorised on the claims originated.** The statements shall include all payments made during the financial year, even when such payments are charged against credits granted during previous financial years or are made in settlement of claims originating in previous financial years, irrespective of whether the payments concerned are entered in the budgetary accounts proper or in special accounts (arrears accounts, etc.).

**33. Special Funds formed out of Budgetary Credits.** Where payments are charged against special accounts financed out of the general budget, it is the payments charged against these accounts which must be shown in the statement, and not the sums transferred from the budgets to the special accounts.

In accordance, however, with the provisions of paragraph 12 of the General Instructions, it is the transfers from the budget to the account of autonomous establishments which must appear in the statement, and not the expenditure of such establishments.

As a derogation to the rule laid down in sub-paragraph 1 above, whenever lump sums charged against the budgetary credits are made over to army units for the maintenance of their effectives or materials ("masses"), the States concerned may insert in the statements the amounts of the sums transferred to these funds as shown in the budgetary accounts, if they cannot enter the expenditure actually made by the army units out of such funds. In that case, States must, in a note appended to the reconciliation tables, explain the reasons why this is impossible and give full particulars of the nature of these funds.

**34. Losses on Exchange.** Expenditure in respect of purchases made or services rendered abroad for national defence purposes shall be shown in the national currency at the rate of exchange ruling on the date when the currency used in settlement was purchased.

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## 2. INSTRUCTIONS FOR THE CLASSIFICATION OF EXPENDITURE IN TABLES I TO IV OF THE STATEMENTS.

### A. GENERAL PROVISIONS.

**1. Purpose.** The annual returns of national defence estimates and payments provided for in Articles D and F of the Convention shall be compiled in accordance with the Model Statement to be found on pages 49-52 and with the instructions set out in the present Annex.

**2. Expenditure to be entered in the Statements in accordance with the Purpose to which it is actually applied.** The expenditure entered under the headings of the statements shall correspond to the purpose specified in such headings and in the present instructions.

**3. Separation of Expenditure on Three Forces (Tables I, II and III).** The tables in the statement relating to expenditure on each of the three forces respectively shall be drawn up as far as possible on the basis of estimated expenditure and actual payments for which separate figures are shown in the budgets and accounts.

**4. Common Services administered by one of the National Defence Forces.** Even if there are separate accounts for the expenditure of each force in the budgets of the national defence ministries or departments there will remain, in the case of certain States, common services administered by one only of the national defence forces, expenditure in respect of which cannot be accounted for separately without a radical transformation, not only of the accounts, but also of the existing military organisation of those States.

These common services, the expenditure on which is shown in the budget and account of one force only and cannot be split up by means of this account to show the extent to which it concerns the other national defence forces, can be divided into the two following categories:

(a) Common services, the amount of whose expenditure is closely related to the figures for effectives—*e.g.*:

- Recruiting service;
- Supplies service;
- Clothing and equipment service;
- Medical and hospital services;
- Religious ministrations;
- Justice and prisons;
- Colleges, schools and training centres.

The expenditure on the above-mentioned services should be split up between the various forces concerned as far as possible by means of internal accounts and administrative documents. If there are no accounts or documents by virtue of which the total expenditure on such services could be accurately split up, this should be done, as a derogation, by means of an estimate based upon the figures for the effectives of the forces concerned. For the purpose of such an estimation, a coefficient of correction should be employed, allowing for the differences between the rates of pay and, in general, the maintenance costs of these various categories of military and civil personnel.

(b) Common services, expenditure on which bears no direct relation to the totals of effectives of the various forces, but rather to the total expenditure of each of these forces—*e.g.*:

- Central administrations;
- Headquarters' staffs and staffs of commands;
- Transport troops;
- Pay and accountancy technical services;
- Scientific and record services;
- Geographical service; cartographic service;
- Meteorological service.

In the absence of internal accounts and administrative documents, the expenditure on these services should be split up between the forces which benefit therefrom on the basis of the percentage of the aggregate defence expenditure represented by the total expenditure (whether calculated or estimated) of each armed force respectively.

**5. Services rendered by Civil Ministries to National Defence Departments.** Expenditure in respect of services rendered to national defence by civil ministries, such as posts, telegraphs, public works, etc., and shown exclusively in the accounts of such departments, should be split up in accordance with the general principles laid down in paragraph 7(f) of the general instructions (see page 17) in regard to mixed services. For the purpose of the allocation of such expenditure as between the three forces and failing a more scientific basis, expenditure in respect of these common services should be split up, according to their nature and character, in the manner prescribed in the foregoing rules.

**6. Expenditure on Fortifications, Coast Defence and Air Defence.** This expenditure (for both personnel and material) should be included in Table I, II or III of the statement, according to which it appears in the budgets and accounts, of the land, naval or air forces. Expenditure shown in a special account should be entered in the table for the land forces when relating to fortifications or coast defence and in the table for the air forces when relating to air defence. The nature of this expenditure and its allocation among the various tables of the statement should be shown clearly in the reconciliation tables, Table B, column 8.

The expenditure on shipping belonging to the land forces should be shown in the expenditure statements of those forces.

**7. Optional Columns.** States may, if they so desire, enter separately, in the columns of the statement intended for this purpose, expenditure on the armed forces stationed in the home country and overseas respectively; they shall also be entitled to split up national defence expenditure between the columns relating respectively to the armed forces and other formations stationed in the home country or overseas. States which do not complete the optional columns should enter their full expenditure in the "Totals" column.

**8. Derogations.** In order to meet the difficulties which may arise in carrying out the present instructions in view of the varied character of the national defence organisation and institutions of the various countries, the contracting parties shall be entitled to depart from these instructions in cases where they find it impracticable to comply therewith.

The contracting parties may avail themselves of this right under the following conditions:

(1) The contracting parties shall endeavour to follow the instructions as closely as possible;

(2) Should difficulties be encountered which call for a special solution, the contracting parties undertake:

(a) To make it clear that derogations have been resorted to;

(b) To specify the nature of such derogations and the method adopted, when rendering the first statement;

(c) Not to change the method adopted during the period of the Convention without notifying the Permanent Commission.

#### B. DETAILED PROVISIONS.<sup>1</sup>

##### *Conventional List of Items of National Defence Expenditure.*

National defence expenditure is expenditure in respect of military formations, services and establishments of the land, naval and air forces, in the home country and overseas, in particular:

Central administrations;  
Missions;  
Military attachés;<sup>1</sup>  
Headquarters' staffs and staffs of commands;  
Arms and services of the armed forces:  
Combatant and non-combatant personnel of the land armed forces, infantry, cavalry, artillery, engineers and signal corps, tanks, anti-gas units, combatant and non-combatant personnel of all categories of the naval armed forces, flying, non-flying, and auxiliary personnel of the air armed forces, and all services, formations and establishments of the land, naval and air armed forces, including the air defence;  
Supply corps, transport troops;  
Pay and accountancy technical services;  
Recruiting services;  
Medical and hospital services;  
Remount and veterinary services;  
Religious ministrations;  
Military police;  
Justice and prisons;  
Colleges, schools and training centres;  
Military bands, including drum and bugle bands;

Scientific services, historical sections, records, libraries;  
Geographical service, hydrographical or coastal surveys, cartographical, geodesic and topographical services;  
Meteorological service and astronomical service.

In so far as these services work for the army, navy or air force.

##### *Instructions for the Classification of Expenditure indicated in the Left-hand Column.*

The expenditure on the personnel and material enumerated in the left-hand column should be classified under the various heads and subheads of Tables I to IV of the statements according to the following detailed instructions:

<sup>1</sup> Throughout the present instructions the term "military" is applied indiscriminately to the land, naval and air forces.

This expenditure includes:

I. IN RESPECT OF EXPENDITURE  
ON PERSONNEL;

Pay, half-pay, salaries, emoluments, allowances of all kinds, bonuses, gratuities, remuneration, grants, family and any other allowances, grants for the civil professional training of soldiers, travelling and mission allowances, contributions to social insurance funds (sickness, old age, invalidity, unemployment, etc.) on behalf of military and civil personnel, whether normally forming or not forming an effective part of the formations, services and establishments of the land, naval and air forces, personnel of the police forces and similar formations to be included in the table of effectives (personnel with the colours, unattached or on leave, persons undergoing preparatory military training, reservists, territorials) during periods of training or not.

Head I.

PERSONNEL.

SUBHEADS A AND B.

*Subhead A.* — PAY AND ALLOWANCES OF ALL KINDS: OFFICERS.

*Subhead B.* — PAY AND ALLOWANCES OF ALL KINDS: N.C.O.'S AND MEN.

1. Subheads A and B should include the pay and allowances of all kinds of the officers, N.C.O.'s and men normally forming an effective part of military formations and services.

2. The following should be regarded as normally forming an effective part of formations and services: Officers, N.C.O.'s and men who, under the legislation in force in their own countries, carry out their duties in the formations and services of the active or regular land, naval or air armed forces either in a professional or permanent capacity or when performing an initial period of service.

3. The remuneration paid to personnel on furlough who may be required to resume active service on the expiry of their furlough should be entered under Subheads A and B.

4. Should any difficulty arise under national legislation in making a distinction between an officer and an N.C.O., the personnel in question should be classified under one of the two Subheads A and B according to the interpretation of the Power concerned; but, in doubtful cases, the system adopted should be indicated in an explanatory note.

5. These subheads should also include any part of the pay of military personnel which is not actually handed over to those concerned until they leave the service.

6. The following expenditure should not be included in these subheads:

(a) The remuneration of military personnel attached to the services whose expenditure should be shown under Subheads L to N;

(b) The pensions of military personnel, the State's contribution to pension funds and gratuities in lieu of pensions (see Part 3 of the present Annex).

SUBHEAD C.

PAY AND ALLOWANCES OF ALL KINDS: CIVILIAN  
PERSONNEL.

1. Subhead C should include pay and allowances of all kinds assigned to civilian personnel for national defence purposes.

For the purposes of this subhead, civilian personnel shall be deemed to include civilian chaplains, civilian doctors, civilian dentists, civilian pharmacists, civilian male nurses, female nurses, civilian veterinary surgeons; civilian schoolmasters and teachers; advocates; civilian technical and scientific staff; civilian office staff and accounting staff, civilian cleaning and domestic staff, civilian workmen, non-military police and all other non-military staff, male or female, whether permanently employed, hired or engaged under contract by military formations, services and establishments, with the exception of personnel the expenditure on which is to be shown under Head IV.

2. This subhead should include any unemployment benefit which the aforementioned personnel employed for national defence purposes may continue to draw, as well as any additional allowances which may be paid to them for such purposes.

3. The present subhead should not include:

(a) The remuneration of military chaplains, doctors, male nurses, veterinary surgeons, etc. (to be entered under Subheads A, B and D);

(b) The remuneration of civilian personnel to be shown under Subheads L to N;

(c) Pensions paid to civilian personnel, contributions by the State to pensions funds and gratuities in lieu of pensions (see Part 3 of the present Annex).

SUBHEAD D.

PERSONNEL NOT NORMALLY FORMING A PART OF FORMATIONS AND SERVICES. PERSONS UNDERGOING PRE-MILITARY TRAINING, RESERVISTS AND RESERVE ORGANISATIONS.

1. Subhead D should include the pay and allowances of all kinds assigned to persons undergoing pre-military training and to military personnel not normally forming a part of formations and services.

2. The expression "not normally forming a part of formations and services" shall be deemed to apply to officers, non-commissioned officers and men not falling under the categories dealt with under Subheads A and B (personnel performing a second period of service, etc.).

3. This subhead should include all remuneration awarded to personnel who, on ceasing to belong to formations and services of the active or regular forces, receive remuneration in consideration of a liability imposed upon them to return to military service. This rule applies equally where the remuneration may be awarded as a combined reward for services rendered and in consideration of services to be rendered in time of peace (see instructions relating to ordinary pensions in Part 3 of the present Annex).

4. The present subhead should include:

(a) The pay and allowances of all kinds paid to officers and men in consideration of military services both during periods when they are recalled to the colours and in civilian life;

(b) Administrative expenditure in respect of reserve organisations which it is impossible to split up between the other subheads.

5. The present subhead should not include:

(a) The remuneration of personnel attached to services the expenditure in respect of which is to be shown in Subheads L to N;

(b) Pensions, State contributions to pensions funds and gratuities in lieu of pensions paid to personnel coming under the present subhead (see Part 3 of the present Annex).

SUBHEAD E.

Expenditure on maintenance—  
viz.:

Expenditure for meeting the immediate requirements of the effectives normally forming part of military formations, services and establishments, and of personnel called up for periods of training, more especially expenditure on subsistence, clothing, equipment, bedding, furniture, laundry, sanitary and medical attention, religious ministrations, office expenditure or various other items of expenditure not covered by II, III and IV, expenditure for military, physical and athletic training and education, games and various amusements, including subsidies for those purposes, together with expenditure in respect of compensation for losses and damage caused by military formations, services and establishments.

Expenditure in respect of the creation and maintenance for military purposes of reserves of goods, foodstuffs, raw materials, or products relating to the aforementioned requirements; subsidies paid to private associations and undertakings with a view to meeting these same requirements, together with expenditure relative to rifle clubs and physical culture societies, pigeon fanciers' societies and aviation clubs of military value.

MAINTENANCE OF PERSONNEL REFERRED TO IN SUBHEADS A TO D.

1. The present subhead should include expenditure in respect of the purchase, manufacture and repair of all articles intended for the maintenance of personnel whether in State factories or private establishments; expenditure in respect of the storage of stocks, including cleaning, handling, etc., together with expenditure in respect of the purchase and maintenance of live-stock for use as food.

2. Articles of clothing and equipment shall be deemed to mean garments, articles for meeting the soldiers' requirements in the matter of personal hygiene, whether in garrison or on active service, and all articles accessory to the arms, ammunition and fighting material with which the soldier is provided with a view to performing his combatant duties.

3. For the purpose of the present subhead, furniture shall be deemed to mean the furniture of buildings of all kinds with the exception of those the expenditure on which is to be included in Head IV.

4. Expenditure on medical attention should include expenditure in respect of military recuperation centres, expenditure in respect of the treatment of national defence personnel in civilian hospitals and dressing stations and all other expenditure relating to the medical services.

5. Expenditure in respect of military training and education should include all expenditure relating to the equipment of military schools of all kinds, including the special schools for reservists and children's schools, expenditure on the vocational and civilian training of military personnel, including expenditure on pilots' schools.

The present subhead should likewise include all the aforementioned classes of expenditure relating to military cartographical, hydrographical, meteorological, geographical, topographical, geodesic, etc., establishments and to all other scientific establishments engaged in national defence work and not to be assigned to Head IV, and all expenditure relating to military libraries and historical sections, to charges occasioned by the participation of military teams in athletic events and to institutions of all kinds dealing with the maintenance, training and recreation of military personnel and not to be assigned to other subheads.

6. Expenditure in respect of compensation for losses and damage shall be deemed to mean all sums granted by way of compensation or indemnity either to an association, undertaking

or private individual, or to national defence personnel, whether military or civilian, for losses, damage or other detriment caused them by national defence services with the exception of:

(a) compensation, etc., in respect of loss, damage, etc., occurring in the course of the manufacture, repair and maintenance of war material or occasioned thereby (to be entered in Head IV);

(b) pensions and gratuities granted to national defence personnel, whether military or civilian, and their dependents in respect of death or injury sustained in the performance of their duties (to be entered in Table V (r)).

7. Where office expenditure includes items relating to purposes appropriate to other subheads which it is impossible to split up satisfactorily, such office expenditure shall be entered in its entirety in Subhead E.

8. The present subhead should not include:

(a) The pay and allowances of the personnel, whether military or civilian, coming under Subheads A, B, C, D;

(b) Expenditure in respect of the purchase and maintenance of saddle, draught and pack animals (to be entered in Subhead F);

(c) Expenditure in respect of the upkeep, heating, lighting, water, fixed installations of buildings and grounds and expenditure on scavenging (to be inserted in Subhead K);

(d) All expenditure, whether in respect of personnel or material, which falls to be shown in Head IV.

## Head II.

### TRANSPORT.

#### 2. IN RESPECT OF EXPENDITURE ON TRANSPORT:

Expenditure relating to horses and other animals, the purchase of raw materials, hand tools, finished articles and their repair and maintenance, irrespective of whether such materials and products (forage, shoeing material, harness, solid fuel, liquid fuel—whether for vehicles, ships or aircraft—lubricants, etc., spare parts and accessories) are intended for stock or current use, together with expenditure relating to transport and communication services (railways, post, telegraph, telephone, radio) rendered by non-military organisations.

Subsidies of a military nature for horse-breeding and the training of horses, mules and other saddle, draught and pack animals, subsidies paid for military purposes to transport undertakings, subsidies or other expenditure relating to the organisation of communications with a view to protection against air-raids and, generally speaking, all other expenditure in respect of fuel, whether for vehicles, ships or aircraft, transport and communications.

#### SUBHEAD F.

##### HORSES AND OTHER ANIMALS, FORAGE, HARNESS AND SHOEING.

1. This subhead shall apply to the land forces only. Expenditure on horses and other animals belonging to the naval and air forces shall be entered in Tables II and III, Subhead G.

2. Expenditure on horses and other animals shall be deemed to mean expenditure on the purchase, hire and maintenance of such animals.

3. The present subhead shall not include:

(a) The remuneration or maintenance of personnel whether military or civil (to be entered in Subheads A to E);

(b) Expenditure in respect of draught and pack animals used for transport within establishments coming under Head IV;

(c) Expenditure on animals (live-stock) intended to be used as food (to be entered in Subhead E);

(d) Expenditure in respect of veterinary schools (to be entered in Subhead E);

(e) Expenditure in respect of the upkeep, repair and manufacture of horse-drawn vehicles, and subsidies granted to the owners of such vehicles (to be entered under Head IV).

#### SUBHEAD G.

##### COAL, FUEL, OIL, PETROL, LUBRICANTS, ETC., AND OTHER TRANSPORT EXPENSES.

1. This subhead should include all expenditure in respect of solid and liquid fuel, etc., used for the transport of personnel and material and the propulsion of national defence material, including tanks, together with motor vehicles, warships and all other vessels and aircraft, expenditure on the hire of vehicles.

2. Expenditure relative to transport should include all expenditure in respect of harbour and pilot dues and also of the transport of the personnel, animals, supplies or material of the three forces by rail, water, road (including any taxes payable on this account), air, etc.



3. In the case of the naval and air forces and formations, expenditure on saddle, draught and pack animals should be entered in the present subhead. (In the case of the land forces, such expenditure is shown under Subhead F.)

4. The present subhead should not include:

(a) Expenditure in respect of the remuneration and maintenance of personnel whether military or civil (to be entered in Subheads A to E);

(b) Expenditure in respect of solid and liquid fuel, oils, grease, etc., for the heating, lighting and power services (to be entered in Subhead K or Head IV, according to whether it is regarded as expenditure on buildings or war material within the instructions relating to these various services);

(c) Expenditure in respect of the installation and maintenance of apparatus for the distribution of liquid fuel—*e.g.*, petrol pumps (to be entered in Subhead K and Head IV);

(d) Expenditure in respect of the purchase, upkeep and repair of motor and horse-drawn vehicles and bicycles (to be entered in Head IV);

(e) Subsidies to the owners of motor and horse-drawn vehicles (to be entered in Head IV);

(f) Subsidies granted to the mercantile marine with a view to the subsequent use of merchant vessels by the national defence authorities (to be entered in Subhead L).

### Head III.

#### BUILDINGS.

##### SUBHEAD H.

#### CONSTRUCTION OF NEW FORTIFICATIONS AND DEFENSIVE WORKS.

1. The present subhead should include expenditure relating to the construction of new fortifications and defensive works, together with major improvements to such fortifications and works, including the purchase price of the site; expenditure on the construction of or major improvements to barracks, hutments or shelters for the use of troops (casemates) forming an integral part of the fortifications and defensive works; expenditure on installations and fixed protective shields for the artillery of such fortifications and works, together with the machinery or apparatus used for the service of such artillery.

2. The present subhead should not include:

(a) Expenditure on the remuneration and maintenance of personnel whether military or civilian (to be entered in Subheads A to E);

(b) Expenditure on the upkeep of fortifications (to be entered in Subhead K);

(c) Expenditure on guns in fortifications and on movable apparatus (protective shields, appliances) for the service of such guns (to be entered in Head IV).

##### SUBHEAD K.

#### BARRACKS, OTHER BUILDINGS, FIXED INSTALLATIONS, UPKEEP.

1. Subhead K should include the items of expenditure enumerated in the left-hand column whenever such expenditure is incurred in respect of buildings used by the services enumerated in E, F and G.

2. Expenditure in respect of heating, lighting and power should include expenditure relating to materials and products for the use of such services (solid and liquid fuel, etc.).

3. Expenditure in respect of the purchase and hire of land and buildings should include the rates paid to municipal or local authorities in respect of grounds and buildings belonging to the national defence authorities.

4. The present subhead should not include:

(a) Expenditure on the remuneration and maintenance of military and civilian personnel (to be entered in Subheads A to E);

(b) Expenditure in respect of the provision of solid and liquid fuel, etc., for movements and transport services (to be entered in Subhead G);

#### 3. IN RESPECT OF EXPENDITURE ON BUILDINGS:

Expenditure relating to the construction, repair and upkeep of fortifications and defensive works.

Expenditure relating to the purchase and hire of land and buildings, building operations, installation of gas, electricity, and water, the improvement, extension, upkeep and repair thereof, and also current expenditure on gas, electricity and water; heating and lighting of all kinds of buildings, including fixed machinery and heavy plant (barracks, accommodation, schools, hospitals, prisons, cattle-sheds, stables, State establishments for meeting the material needs of the military units, storehouses and depots, hangars, aerodromes, training camps and musketry ranges, sheds for stores, etc., marine works in naval ports and naval bases, including landing-stages and all other works for the land, naval or air forces and formations).

Expenditure relating to the construction, modification, repair or upkeep for specifically military purposes of roads, bridges, railways, landing-stages, jetties, lighthouses, lightships, buoyage, platforms, semaphore apparatus, canals, together with drainage or forestry works.

Subsidies granted for military purposes with a view to the purchase, hire, improvement, extension, upkeep and repair of the buildings and objects mentioned above under this heading or any similar expenditure.

(c) Expenditure relating to the construction of fortifications (to be entered in Subhead H);

(d) Expenditure specified in the left-hand column relating to the establishments and services shown under Head IV;

(e) Subsidies to private industry and other expenditure incurred with a view to the improvement, extension or installation of plant for the building of war vessels, the manufacture of munitions and war material and other similar purposes (to be entered in Head IV).

#### Head IV.

#### 4. IN RESPECT OF EXPENDITURE ON WAR MATERIAL:

#### WAR MATERIAL.

This expenditure comprises, for all categories of war material specified below:

Expenses of upkeep and repair, purchase from private traders or manufacturers, and manufacture in State factories, of ships, goods, materials and munitions, whether complete or in parts, intended either for purposes of training in time of peace or for the equipment and armament of forces on a war footing, the purveying and supply of material of all kinds for these forces and also the expenses relating to the creation and maintenance (in State or private hands) of stocks and plant intended solely for the construction of war-like stores.

Cost of scientific research and experiment, expenditure on the inspection of material delivered and preparation of programmes for material, expenditure on the supervisory services, expenditure relating to the preparation of industrial mobilisation as regards war material and all other similar expenditure.

Subsidies granted to industries, undertakings and workshops which normally manufacture war material in peace time, with a view to the installation, upkeep or extension of plant and equipment for the manufacture of war material and the creation or maintenance of stocks of war material.

Subsidies granted to industries, undertakings and workshops which do not normally manufacture war material in peace time with a view to preparing them for industrial mobilisation—*i.e.*, to equipping them in peace time for the production of war material as soon as mobilisation begins.

Subsidies granted to the mercantile marine expressly with a view to the use of merchant ships if necessary for national defence purposes; subsidies granted with a similar object to the owners of vehicles.

1. In view of the special importance of Head IV, which relates to expenditure on war material, the instructions hereunder should be followed as strictly as possible. In cases in which the amount of the expenditure to be allocated, in virtue of the present instructions, between the various subheads of Head IV cannot be exactly identified in the budgets and accounts, recourse should be had, wherever possible, to internal accountancy documents for the purpose of calculating such items, or, where that is impracticable, the closest possible estimates should be made.

2. The present head should include all expenditure in respect of warehouses and depots of war material and all storage costs relating to such material.

In regard to mixed depots, the expenditure relating to war material proper should be estimated, identifiable expenditure relating to other material being omitted.

3. In so far as war material is manufactured or repaired by private industry or autonomous State establishments, the present heading should include all expenditure representing the purchase price or cost of reconstitution or repair of war material, including all items in the cost of production of material manufactured or constructed. This head should also include all costs of transport as far as the place where delivery to the military authorities is required under the contracts or, in the case of supplies and deliveries of goods made by autonomous State establishments, under the regulations or standing orders, and also expenditure of every kind in respect of buildings used for the manufacture and construction of war material (see on this point Subhead K, 4 (d)).

4. In so far as this material is manufactured, reconstituted, repaired, maintained and stored by non-autonomous State establishments, all the working expenses of the establishment should be included; in particular:

Labour	}	Military and civilian;
Office staff		
General subordinate staff		
Managing and supervisory staff		
Purchase of raw materials (including cost of transport to the establishment);		
Construction, maintenance and repair of buildings of all kinds, arsenals, yards, including dry-docks, workshops, factories, etc.;		
Rents actually paid;		
Purchase, erection, maintenance and repair of fixed installations;		
Purchase, erection, maintenance and repair of machinery, movable equipment and plant;		
Transport for internal services of workshops, warehouses, etc.;		
Fuel, solid and liquid, oil, etc.;		
Gas, electricity;		
Other motive power;		
Water;		
Washing, cleaning and scavenging;		
Rates actually paid to municipalities;		
Furniture;		
Stationery, printing and office expenses;		
Medical expenses;		
Postal, telegraph and telephone expenses;		
Delivery to the factory of all articles purchased;		
All other auxiliary services necessary for the working of the factories and depots.		

5. This head should also include the sums paid as compensation or indemnity for loss, damage, injury, etc., sustained during or caused by the manufacture, repair or upkeep of war material, except pensions and gratuities paid in respect of such loss, damage, etc., to the military or civilian personnel of the national defence services, which will be entered in Table V.

6. This head should not include the pay and other remuneration of the personnel, whether military or civil, of the central administration of the national defence services; if, however, the central administration comprises technical services or sections, the expenditure of such services or sections should be entered in Head IV.

The classes of material mentioned above are as follows:

*In respect of the Land Forces :*

Arms, ammunition, fighting material and other war material; engineering material:

Small arms and automatic fire-arms; rifles, muskets, carbines, revolvers and pistols; quick-firing rifles and quick-firing pistols, machine-pistols, machine-guns, apparatus and appliances for throwing projectiles, including vehicles for their transport;

Cannons (long and short), howitzers, mortars, field guns, anti-aircraft guns and other anti-aircraft appliances and all apparatus (armour-plating, etc.) for the operation of these appliances;

Ammunition for small arms, automatic weapons and guns; bombs, grenades and other kinds of projectiles, explosives, mines, including the electric apparatus connected with all this material, ammunition wagons, carriages, cases, etc., for their transport;

Cutting weapons, such as swords, sabres, lances, bayonets and daggers;

Tanks, armoured cars, armoured trains;

All other arms, ammunition, apparatus and appliances for throwing projectiles; accessory equipment and spare parts.

SUBHEAD M (*Land Forces*).

ARMS, AMMUNITION, FIGHTING MATERIAL.

1. All expenditure on the purchase, manufacture, repair and upkeep of the arms, ammunition and explosives, and other fighting material enumerated opposite should be entered in this subhead.

2. Subhead M should not include:

(a) Expenditure relating to non-explosive engineer stores (to be entered in Subhead M (a));

(b) Expenditure on horse-drawn or motor transport vehicles, whether specialised or not, and on subsidies granted to the owners of such vehicles, together with expenditure on bicycles (to be entered in Subhead M (a));

(c) Expenditure on depots for material specified in this subhead (to be entered in Subhead N).

SUBHEAD M (a) (*Land Forces*).

ENGINEER AND OTHER WARLIKE STORES.

This subhead should not include:

(a) Expenditure on transport vehicles belonging to establishments for manufacturing or repairing arms, ammunition or fighting material (to be entered in Subhead M);

(b) Expenditure in respect of depots of the material included in this subhead (to be entered in Subhead N).

Railway material, pioneer equipment, bridging equipment, mining material, liaison material, signalling and radio stores, boats, searchlights, acoustic and optical instruments, anti-gas stores, tractors, motor and horse-drawn vehicles whether specialised or not, bicycles with their accessory equipment and spare parts, subsidies to the owners of motor and horse-drawn vehicles and all other categories of engineering material.

SUBHEAD N (*Land Forces*).

EXPENDITURE ON DEPOTS OF WAR MATERIAL AND EXPENDITURE NOT DIVISIBLE BETWEEN SUBHEADS M AND M (a).

This subhead should include:

- (a) The expenditure on storehouses and depots of war material of all kinds, and on all services for the storing of such material, including the cost of upkeep, greasing, cleaning, maintenance, etc.;
- (b) Expenditure on non-autonomous establishments for the manufacture or repairs, when such expenditure cannot be divided between Subheads M and M(a);
- (c) All other expenditure on the manufacture, repair or upkeep of war material which is not appropriate to Subheads M and M(a).

SUBHEAD L (*Naval Forces*).

*In respect of the Naval Forces:*

VESSELS: NEW CONSTRUCTION.

In addition to the above-mentioned material: warships of all kinds, aircraft-carriers, seaplane-carriers, victualling craft, fuelling craft, naval armament vessels and all other naval transport vessels, repair ships, salvage vessels, floating barracks, harbour craft, tugs, barges and lighters, floating docks; torpedoes, paravanes, and material of all kinds connected with these vessels, and all other craft intended for naval use.

1. This subhead should include all expenditure on the construction of all vessels and craft specified opposite, including expenditure on:

- (a) All their equipment, navigating instruments, etc., with accessories and spare parts;
- (b) Their armament of all kinds, both portable and fixed, with accessories and spare parts;
- (c) The initial supplies of explosives, ammunition and fuel, solid or liquid, and of other stores used for navigating and gunnery trials before the vessel is finally accepted for service.

2. The expenditure on construction of aircraft-carriers should include that on the catapults and other apparatus installed on board for launching aircraft, but not that on the aeroplanes themselves.

3. This subhead should also include subsidies granted to the mercantile marine with a view to the eventual use of its vessels for national defence purposes.

4. This subhead should not include expenditure in respect of military personnel embarked before the vessel is finally passed for service, even when such personnel assist in preparing the vessel for service; such expenditure should be entered in Subheads A to E.

SUBHEAD M (*Naval Forces*).

UPKEEP OF VESSELS AND THEIR ARMAMENT; PURCHASE, MANUFACTURE, REPAIR OR UPKEEP OF ARMS, AMMUNITION AND OTHER WAR MATERIAL.

1. This subhead should include all expenditure on the maintenance and repair of vessels of all kinds, including expenditure on the purchase, manufacture, upkeep or repair of ship's stores of all kinds, arms, ammunition and war material and all other equipment, accessories, spare parts, etc., for the vessels enumerated in the opposite column, whether intended for stock or for the current use of a specific vessel.

2. This subhead should also include:

- (a) Expenditure for the purchase or manufacture and for the repair and upkeep of arms, ammunition and any other naval war material not designed to form part of the armament or equipment of vessels;
- (b) Expenditure on the purchase, manufacture, repair and upkeep of motor and horse-drawn vehicles and of bicycles.

3. This subhead should not include:

(a) The remuneration and maintenance of the personnel, whether naval or civil, forming part of the crews of war vessels, repair ships and all other naval craft, even if the personnel is employed on the upkeep and current repair of vessels (to be entered in Subheads A to E);

(b) The remuneration of the civilian crews of national defence vessels employed on transporting material for the use of the fleet (to be entered in Subhead C);

(c) The cost of hiring transport vessels in peace time, and any other expenditure in respect thereof (to be entered in Subhead G);

(d) Expenditure on the initial supplies of all the stores, ammunition, etc., above mentioned, and on the initial supplies of solid or liquid fuel, etc., for the purpose of navigation and gunnery trials (to be entered in Subhead L);

(e) Any other expenditure on solid or liquid fuel, etc., supplied for warships or other craft (to be entered in Subhead G).

#### SUBHEAD N (*Naval Forces*).

#### EXPENDITURE ON DEPOTS OF WAR MATERIAL; EXPENDITURE NOT DIVISIBLE BETWEEN SUBHEADS L AND M.

This subhead should include:

(a) The expenditure on storehouses and depots of war material of all kinds, and on the various services relating to the storing of such material, including the cost of upkeep, greasing, cleaning, maintenance, etc.;

(b) The expenditure relating to non-autonomous establishments for the manufacture or repair of war material when such expenditure cannot be divided between Subheads L and M;

(c) Any other expenditure on the purchase, manufacture, repair or upkeep of war material which is not appropriate to Subhead L or M.

#### SUBHEAD M (*Air Forces*).

#### ARMS, AMMUNITION, FIGHTING MATERIAL AND ALL OTHER KINDS OF WAR MATERIAL.

#### 3. *In respect of the Air Forces:*

In addition to the above-mentioned material: aeroplanes, seaplanes, amphibian planes, boats, airships, free and captive balloons, instruments, engines and stores—wireless, electrical, photographic—oxygen, apparatus material for heating purposes, ground equipment, parachutes, hydrogen and helium, accessories and spare parts, material for anti-aircraft defence (watch, alarm and liaison systems, signalling and listening-in apparatus, protective balloons and interception cables, apparatus for artificial fog and camouflage devices, etc.).

1. This subhead should include all expenditure on the purchase, manufacture, repair, upkeep and storing of the arms, ammunition, explosives, and other material proper to the air forces, mentioned opposite, including expenditure on horse-drawn and motor vehicles, subsidies granted to the owners of such vehicles and expenditure on bicycles.

2. This subhead should not include:

(a) Expenditure on catapults and other fixed launching apparatus mounted in the vessels belonging to the navy (to be entered in Subhead L (*Naval Forces*));

(b) Expenditure on fuel, lubricants, etc., intended for the use of aircraft (to be entered in Subhead G).

3. INSTRUCTIONS WITH REGARD TO THE SPECIAL INFORMATION<sup>1</sup> CONTAINED  
IN TABLE V OF THE STATEMENTS.

*Item No. 1. — Ordinary Pensions.*

The publicity to be given under the present Convention in regard to pensions refers to *ordinary pensions* only.

**1. Definition of Ordinary Pensions for the Purpose of the Convention.** By ordinary pensions is understood for the purpose of the Convention any remuneration granted to national defence personnel for services previously rendered or any compensation for disabilities sustained in the service in time of peace, whether the recipient of such remuneration remains at the disposal of the military authorities or not.

Grants made to the dependents of deceased national defence personnel in return for services rendered by the latter to national defence shall be regarded as expenditure on pensions.

Where sums are paid by the State to institutions for defence force personnel retired for age or disability such as homes, sanatoria and hospitals, or in respect of treatment of all kinds given to such personnel, the States concerned, if they consider that such expenditure is sufficiently important, shall calculate or estimate the total involved and treat it as expenditure in respect of ordinary pensions.

Ordinary pensions shall not be deemed to include the remuneration, grants and expenditure of the nature described if granted in respect of war service.

**2. Personnel whose Pensions are to be included in Table V.** Item No. 1 of the special information contained in table V shall show the total ordinary pensions paid to personnel: officers, non-commissioned officers, other ranks and civilian personnel (permanent officials and industrial) or their dependents in return for services rendered to national defence.

When ordinary disability pensions are entered in the accounts with expenditure in respect of war pensions, and in the event of its being impossible either to identify them or estimate their amount, they shall not be included in table V of the statement, but a note shall be included in an explanatory table (No. 1) appended to the reconciliation tables to the effect that it is impossible to separate such expenditure from that in respect of war pensions.

**3. Expenditure to be inserted.** Item No. 1 shall show the amount of remuneration actually paid to the beneficiaries either by the State or from State pensions funds.

If the total expenditure from pensions funds on certain categories of personnel cannot be exactly ascertained or estimated, this fact shall be stated in a note to explanatory table No. 1. If, for example, it is impossible to calculate the sums paid as pensions to permanently employed industrial workers corresponding to that part of their service rendered in military establishments, the fact that such expenditure has not been included shall be duly pointed out.

**4. Expenditure incurred in return for an Undertaking to give Subsequent Service.** If there are categories of defence force personnel who have retired from the service and whose allowances are increased either temporarily or permanently in consideration of their obligation to render subsequent service, the Power concerned shall enter the total expenditure in tables I to IV of the statements unless it is possible to identify the portion of the total allowance which is paid for services rendered and the portion in return for the obligation to give subsequent service. In the latter case, the first part of the sum should be inserted in table V and the second part in tables I to IV. (See Annex III, Part 2, Instructions for subhead D, paragraph 3, page 26.)

**5. Capital Payments.** Item No. 1 shall include capital payments made in one or more instalments to certain defence force personnel who have left the service, provided such payments are of a sufficient amount to be regarded, in view of the beneficiaries' rank, as taking the place of a pension.

**6. Remuneration of Personnel on Leave, invalided out, etc.** Each State shall follow the principles laid down above in order to determine, according to their several regulations and systems whether the expenditure on personnel on the unemployed list, on the reserve list, invalided out, on extended leave or similarly situated, is to be inserted in tables I to IV of the statements or in item No. 1 of the special information contained in table V.

<sup>1</sup> See the specimen tables on pages 74-82.

**7. Grants to Pensions Funds.** Where appropriate, item No. 1 shall include the payments made by pensions funds to beneficiaries; on the other hand, however, the grants made to such funds by the State shall not be entered in the statement, Payments made by these Funds. If, however, it is impossible to ascertain the payments made by the said funds, no figure shall be entered in table V, the amounts paid to the pensions fund being indicated in a note to explanatory table No. 1.

**8. Pensions granted as a Result of the Reduction of Armaments.** Each Power shall have the option of indicating separately in table V of the statement the amounts of the pensions granted to personnel discharged as a result of the reduction of armaments. Should it be possible to identify such portion of the pensions granted on account of the reduction of armaments as correspond to services already rendered as opposed to services to be rendered in the future, only such amounts as relate to services rendered shall be taken into account when separately indicating such expenditure. (See Annex III, Part 2, Instructions for subhead D, paragraph 3, page 26.)

**9. Particulars regarding Ordinary Pensions.** As item No. 1 of the special information contained in table V of the statement can only show an aggregate figure for expenditure on ordinary pensions, with, in certain cases, a figure representing part of the pensions expenditure resulting from the reduction of armaments, particulars shall be included in explanatory table No. 1, indicating from what official publications the figures for ordinary pensions have been taken. References should be given to those items in the various accounts which contain the expenditure on ordinary pensions.

**10. Special Cases. Interpretation of the Foregoing Instructions.** In dealing with special cases arising out of their laws or regulations, the contracting parties shall be guided by the general principles laid down in the foregoing paragraphs. With a view to enabling the Permanent Commission to interpret the decisions taken by each of the contracting parties as regards the contents of item No. 1, the latter shall specify in doubtful cases the manner in which they have applied the foregoing instructions.

*Item No. 2. — Difference between the initial amounts of the block credits granted for several years and any part of such credits already entered in the budget, including the budget for the year to which the statement refers.*

**11.** In cases where credits relating to national defence expenditure are granted for several years, if the amounts of those block credits have to be split up into successive annual instalments in the budgets, the difference between the total amounts of these block credits and the total amount of the subsequent annual instalment or instalments already entered in the budgets, including the budget of the financial year for which the Statement is drawn up, shall be entered in item No. 2 of the special information contained in table V.

This information must be communicated, whatever the character of the budget credits, according to the legislation of the various States—*i.e.*, both in cases where these credits directly authorise commitments and in cases where they directly authorise the acknowledgment of debts, the issue of payment orders or the making of payments within the limit of the credits entered in the annual budgets.<sup>1</sup>

**12.** The calculation of the difference between the block credits and the annual instalments entered in the budgets must take into account all the block credits, irrespective of whether these credits were granted before or after the entry into force of the Convention.

**13.** If the statement of estimates is compiled on the basis of the draft budget (paragraph 22 of Part 1 of the present Annex (page 20)), the estimated instalment to be provided in the budget of the year shall serve as the basis for calculating the difference between the block credit and the annual instalment or instalments entered in the budgets.

In cases where the rectifications provided for in paragraph 24 of Part 1 of the present Annex (page 20) also contain modifications of the amount of the instalment provided in the draft budget, the amount reported in item No. 2 of the special information attached to the statement as compiled on the basis of the draft budget should also be rectified.

**14.** Should the amount of the initial block credits be changed, the figure entered in item No. 2 of the special information contained in table V of the statement must be calculated with due reference to these changes.

**15.** The figure given under this item should be explained in explanatory table No. 2 appended to the reconciliation tables and, if necessary, in a note annexed thereto. This table and the accompanying note should also be produced whenever the budgets and closed accounts or other official documents do not permit of the verification of the figure required hereunder.

**16.** Item No. 2 should be completed when the statement of estimated expenditure provided for under Article D is furnished, so long as the production of this statement is required, and thereafter, when the simplified statement provided for in the same article is rendered.

<sup>1</sup> The following shall not be regarded as balances of block credits: the differences between the limits fixed to expenditure over several years and the amount actually voted each year in the budget when these differences are transferred to a reserve fund.

*Item No. 3. — Difference between carry-forward credits—that is to say, credits which may be used for making payments to be made during the year in question or subsequent years—and payments in respect of such credits shown in the accounts for the former.*

17. In cases where certain credits granted in the budget are not annulled at the end of the *exercice*, if they are not expended during that *exercice*, but can, on the contrary, be utilised during one or more *exercices*, the statement in item No. 3 of the special information contained in table V must show the difference between the total amount of these credits and the portion of the credits expended during the financial *exercice*.

In calculating this difference, account should be taken, not only of the credits fixed during the financial year, but also of the credits carried forward from the previous year or years.

18. Irrespective of whether, under the national legislation, the credits authorise the Departments under the national legislation to enter into commitments, to acknowledge debts, to issue payment orders or to pay expenditure within the limit fixed by these credits, the figure to be entered in item No. 3 shall represent the difference between the credits and the payments which are made during the financial *exercice*, including the payments appearing in the arrears accounts.

19. The composition of the total amount remaining available at the end of the financial year will be given, in respect of each credit carried forward which has been the subject of a vote or of a special authorisation, in explanatory table No. 3 attached to the reconciliation tables. This table shall also be produced in cases in which the budgets or closed accounts, or other official documents, do not permit of the verification of the figures communicated in pursuance of the provisions of the present paragraph.

20. Item No. 3 of the special information contained in table V will be supplied only when the statement of payments made is produced.

*Item No. 4. — Authorisations to enter into commitments granted by Parliament or the authority enacting the budget, apart from the credits for payment voted in the budget for the year to which the statement refers.*

21. In countries where Parliament or the authority which enacts the budget authorises commitments of expenditure on national defence to be entered into during the financial year on condition that such expenditure shall only be paid out of payment credits of the subsequent *exercice* or *exercices*, the amounts of such authorisations shall be entered in item No. 4 of the special information contained in table V of the statement.

22. The above information shall be obtained either from the budget itself, or from the enactment fixing the budget (finance acts), or, failing this, from the draft budget or draft enactment fixing the budget, according to whether the statement of estimates is based on the budget or the draft budget.

If such authorisations to enter into commitments are granted or modified after the despatch of the statement provided for in Article D of the Convention, such authorisations or modifications must be mentioned when sending the rectifications mentioned in paragraph 24 of Part I of the present Annex (page 20).

23. Explanatory table No. 4 attached to the reconciliation tables must include the following information:

- (a) The Law or Act granting authorisations to enter into commitments;
- (b) The nature and object of the authorisations as indicated in the corresponding Law or Act;
- (c) The manner in which the payment credits relating to these authorisations must be entered in the budget or budgets of the following year or years, and, in general, the procedure according to which such authorisations to enter into commitments are regularised in subsequent years.

24. The particulars referred to above will be given when sending the statement of estimates provided for in Article D of the Convention, as long as the production of this statement is compulsory, and thereafter when sending the simplified statement provided for in the same article.

*Item No. 5. — Difference between the authorisations of expenditure contained in special accounts and the payments made against such accounts, including those made during the year in respect of which the statement has been compiled.*

25. In cases where expenditure authorisations are granted outside the budget and are contained in special accounts, the credits of which can be used without fresh authorisation until they are exhausted, the difference between the total initial amounts of such authorisations and the payments made against them during each of the successive financial *exercices*, including the financial *exercice* for which the statement is drawn up, shall be entered in item No. 5 of the special information contained in table V of the statement.

In countries in which expenditure granted outside the budget and included in special accounts is not covered by published authorisation, an estimate should be made of the initial aggregate authorisation, and the difference between this estimated initial aggregate amount and the payments made during previous years and during the year for which the statement is drawn up should be included under item No. 5 of the special information shown in Table V of the statement.



26. The details of the calculation of the figure indicated in the above paragraph must be set out in the explanatory table of special information No. 5, attached to the reconciliation tables, in such a manner as to show for each special account the difference between the amount of the original authorisations and the payments made during each *exercice* against this special account.

The part of the State accounts in which the above-mentioned figures can be checked must be indicated.

27. If authorisations originally granted undergo changes, such changes must be mentioned and account must be taken of them in calculating the figures to be entered in item No. 5.

If, at the beginning of the Convention, payments are made from accounts opened before the date on which the Convention comes into force, the amounts indicated in the above paragraph must also include the difference between the amounts of the initial authorisations and the payments effected in virtue of those authorisations.

28. Item No. 5 will only be completed when sending the statement of payments made.

*Item No. 6. — Credit balances of autonomous establishments remaining at the disposal of those establishments at the end of the financial "exercice".*

29. The statement must show, in item No. 6 of the special information in table V of the statement, the total credit balances (surplus of receipts over expenditure) of autonomous establishments remaining at the disposal of those establishments at the end of the *exercice*.

30. The distribution of this total amount as between the different establishments shall be shown in explanatory table No. 6 attached to the reconciliation tables. Explanatory table, No. 6 shall also state the documents and pages where these balances may be found.

31. These particulars will only be given when sending the statement of payments made.

*Item No. 7. — Amounts liquidated but not paid for materials delivered and services rendered payment for which has been deferred.*

32. In cases where materials are delivered or services rendered during an *exercice* without such deliveries or services having been paid for at the end of the year, item No. 7 of the special information in table V of the statement shall show the value of the materials delivered and the services rendered which are to be paid for during the subsequent *exercice* or *exercices*.

33. The provisions laid down in the previous paragraph do not apply to cases in which payments are made within the usual time-limits for Government payments.

34. The particulars mentioned above must be supplemented in explanatory table No. 7 attached to the reconciliation tables by showing separately the following categories of deferred payments:

- (a) Transfers from one Government to another;
- (b) Purchases from private firms;
- (c) Transfers made to national defence departments by autonomous establishments;
- (d) Services rendered by personnel, associations or private individuals to a national defence department;
- (e) Transfers under which the creditors have transferred their claims against the State to a bank, in cases where the State has not refunded the bank at the end of the *exercice*.

35. Full information must be supplied in explanatory table No. 7 in so far as it is necessary for informing the Permanent Commission as to the nature and origin of delays in payments, mention also being made as far as possible of the published documents by which the figures communicated may be checked.

36. The particulars referred to above will only be supplied when sending the statement of payments made.

*Item No. 8. — Expenditure not included in the statement in respect of subsidies paid to and participations in private enterprises having as one of their objects the delivery of war material in time of peace.*

37. If a Power considers that subsidies paid to and participations in private armament enterprises (subsidies to private enterprises having as one of their objects the manufacture of war material in time of peace) have not a national defence character, but were granted for economic or social purposes, it must indicate their total amount in item No. 8 of the special information in table V of the statement; a list of these subsidies and the reasons for which they have been excluded from tables I to IV of the statement must be given in explanatory table No. 8 attached to the reconciliation tables.

38. The particulars referred to above will only be supplied when sending the statement of payments made.

*Item No. 9. — Various information regarding unpaid services and supplies for national defence.*

39. Should the expenditure referred to in paragraph 29c of Part I of the present Annex (page 21) not be included in the accounts, an estimate of the value thereof corresponding to the amount which shall be entered in tables I to IV of the statements must be given in explanatory table No. 9 attached to the reconciliation tables. A note attached to this table shall state the basis of this estimate.

40. If a sufficiently accurate estimate of the free services or supplies cannot be made, States should mention the impossibility of doing so in item No. 9 of the special information in table V of the statement, but they must give, in the relevant explanatory table, as complete particulars as possible regarding the nature and extent of such services rendered to the State free of charge.

In this item No. 9, States must also indicate the amount of services in kind rendered to the armed forces as, for instance, free lodging provided by the local authorities in connection with the movement of troops, or supplies of foodstuffs, etc., whatever the nature of such supplies may be.

41. Item No. 9 will show only the total amount of the value of free supplies. The appropriate explanatory table will indicate any documents in which the relevant expenditure is to be found.

42. The particulars referred to above shall only be supplied when sending the statement of payments made.

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#### 4. INSTRUCTIONS FOR DRAWING UP RECONCILIATION TABLES.

**1. Object of the Instructions.** The object of the instructions given in the following paragraphs is to explain to the contracting parties the way in which the reconciliation tables should be drawn up. The latter are intended to show the manner in which the national defence expenditure figures entered in the various accounting documents (budgets, budget accounts, special accounts, etc.) are transferred to the statements referred to in Articles D and F of the Convention.

**2. Form of the Reconciliation Tables.** Three reconciliation tables should be drawn up for each of the statements. Models of these tables are given on pages 55-73.  
*Summary Table A* gives separately for the three forces (land, naval and air) the aggregate amount of national defence expenditure; it shows how this aggregate amount is obtained by adding to the expenditure of the national defence ministries national defence expenditure incurred by other ministries, other authorities, associations or individuals, and deducting from the amounts contained in the budgets and accounts of the national defence ministries expenditure which, although it is shown in those budgets and accounts, does not constitute national defence expenditure within the meaning of the Convention, and the deduction of which is authorised in accordance with the provisions of Part 2 of this Annex.

*Analytical Table B* gives in detail, and with the necessary explanations, all the items—*i.e.*, the divisions and subdivisions (votes, subheads, items, etc.) in the budgets or accounts of the defence ministries, and also the divisions and subdivisions of the budgets or accounts of other ministries, regional and local authorities, colonies, etc., containing expenditure for national defence purposes, and also the distribution of each amount as between the different tables and subheads of the statement, together with the amounts to be excluded.

*Synthetic Table C*, which is subdivided into three tables, gives separately for the three forces (land, naval and air) a synthetic recapitulation of analytical table B, presented so as not only to show how the figures in the various subheads of the three tables I, II, and III of the statement are made up by inserting the items of expenditure shown in table B, but also to allow the accuracy of the total sums entered under each subhead of the statements to be rapidly verified.

The manner in which the reconciliation tables should show exceptional and unforeseeable expenditure which the contracting parties are entitled, if necessary, to deduct from the statements in accordance with the provisions of paragraph 3 of Part I of the present Annex will be indicated later.

**3. Table B, Columns 1-3.** As all national defence expenditure, without any exception, must be inserted in the statements, the first step in drawing up the reconciliation tables will be the preparation of a complete list of the items of expenditure relating to the objects enumerated in the conventional list of national defence expenditure.

All these different items should be inserted in columns 1 to 3 of table B.

In order to include all expenditure which relates, in whole or in part, to national defence, it will be necessary to examine all documents in which public expenditure is entered (budgets and budget accounts of all ministries of the State, all regional or local authorities, the colonies, special accounts, etc.).

Amounts applied to national defence purposes and not inserted in the foregoing documents, particularly expenditure incurred by associations and private persons, should also be traced and entered in table B.

**4. Exact Indication of Sources of Expenditure.** Table B should show clearly the sources from which the different items of expenditure have been obtained and the place in the documents where they can be found.

For this purpose, table B should include the different series of divisions and subdivisions of each budget or each account under headings, giving for each budget or account such indications as make it possible to find that expenditure without difficulty in the actual budgets and accounts. For instance, the arrangement might be as follows:

I. State Budget (or account) (Central Authority):

1. Budget (or account) of the Ministry of War (exact title of the publication in the national language; date of the publication and page on which the subheads begin).

Vote 1. — Subhead 1 . . . . .  
 Vote 1. — Subhead 2 . . . . .  
 . . . . .  
 Vote 2. — . . . . .  
 . . . . .

2. Budget (or account) of the Ministry of Marine:

Vote 1. — Subhead 1 . . . . .  
 Vote 1. — Subhead 2 . . . . .  
 Vote 2. — . . . . .  
 (and so on for the other defence ministries or ministries whose activities are largely devoted to national defence (air, colonies, etc.)—if any).

3. Budget (or account)—*e.g.*, of the Ministry of the Interior (if it contains expenditure for national defence purposes).

(and so on for the other civil ministries, such as Finance, Education, Agriculture, Public Works, etc.):

Vote X. — . . . . .  
 . . . . .  
 (Total of the votes <sup>1</sup> which relate entirely or in part to national defence expenditure.)

4. Special State budgets (or accounts) (exact title of the publication, date, page):

. . . . .  
 . . . . .

II. Estimated (or actual) expenditure of the federated States and regional and local authorities.

. . . . .

III. Budgets (or accounts) of the colonies, protectorates, or territories under the suzerainty or mandate of the contracting parties (title of each publication, pages).

. . . . .  
 . . . . .

IV. Other expenditure (title of each publication,<sup>2</sup> page).

<sup>1</sup> However, in the case of certain divisions of the civil budgets of which only a very small part relates to national defence, that part alone need be mentioned in table B instead of the total amount of the division.

<sup>2</sup> If there is no publication, this fact should be mentioned. In such cases, reference should be made to the estimates to be made by Governments in certain eventualities contemplated in the instructions.

States with separate ministries or accounts for the three forces may divide table B into three subdivisions corresponding to these three forces, in such a way that the chapters in the war budget relating to naval and air services are ordinarily inserted after the naval and air budgets respectively, and each special account and each division of the local or colonial budgets relating to the land, naval, or air forces can be inserted after the war, naval, and air budgets respectively. States taking advantage of this possibility must, however, show the figures in such a way as to make it easy to find the whole series of the items as shown in the original budgets and accounts and must clearly show their distribution between the expenditures of the three forces.

All the divisions and subdivisions of the budgets or accounts of the national defence ministries should be inserted, even if they have not all been transferred to the statement. But if several of the latter divisions or subdivisions are grouped in the budgets or accounts of the defence ministries because they relate to purposes of a similar nature (for instance, to the merchant marine, civil aviation, public works, etc.), they can be mentioned *en bloc*, except, of course, items in those groups which refer in whole or in part to national defence expenditure. The total in column 3 of each budget or each account should correspond to the total to be found in the accounting documents from which that expenditure has been taken.

In the first column the number of each division and subdivision should be shown (e.g., "Votes, Subheads"; or "Chapitres, Articles, Paragraphes"; or "Kapiteln, Titeln", etc.), repeating, in the case of each subdivision, the number of the main division—for example, "Subhead 4 of Vote 33" will be shown as (33) 4.

In the second column ("Headings") the complete headings of the different budgetary items (divisions and subdivisions) should be translated into French or English.

<p><b>5. Entry of Differences between Gross and Net Expenditure.</b></p>	<p>If the amounts inserted in the items of the budgets or accounts represent gross expenditure, the latter should be transferred, as it stands, to column 3 of table B.</p> <p>If the amounts entered in the items of the budgets or accounts represent net expenditure, the net figures should be entered in column 3, and the differences between these figures and the gross amounts should be added, also in column 3, at the end of each budget, but separately in respect of each item of expenditure and not <i>en bloc</i>.</p>
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Notes should be added showing, with explicit references to the original documents, the manner of computing the differences between the net and the gross amounts.

<p><b>6. Distribution of the Various Items among the Subheads of the Statement (Columns 4 to 8 of Table B).</b></p>	<p>After having transferred to the three left-hand columns of table B the items of expenditure corresponding to the objects enumerated in the conventional list, the amounts will be allocated between columns 4 to 7 of table B.</p> <p>For each item which can be transferred <i>en bloc</i> to a subhead of the statement, there should be mentioned in columns 5 to 7, the amount and also the table and the subhead to which it has been transferred.</p>
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If an item of expenditure, from its nature, cannot be transferred *en bloc* to one of the subheads of the statement, it should be subdivided into its constituent elements, and the table and subhead of the statement to which each of those elements has been transferred should be mentioned in columns 6 and 7.

If one of the items or a part of an item shown in the columns 1 to 3 includes expenditure which does not relate to national defence purposes or which should not be included in the statement, the sums excluded should be given in column 4.

For the purposes of the apportionment or exclusion of the expenditure mentioned above, each Power concerned should (in the order of preference given in Part 2 of the present Annex) either consult unpublished accounts or make use of other administrative documents, or, failing these, of estimates.

In the case of the apportionment or exclusion of any sums which cannot be directly verified by means of the published documents communicated, the words "unpublished accounts" or "administrative documents" or "estimates", as the case may be, should be inserted in the "Observations" column of table B.

In the "Observations" column, it should also be stated whether any derogations have been made from the rules given in Part 2 of the present Annex. The explanation of each derogation should be given in a special note.

Similarly, all explanations concerning expenditure on fortifications, on air defence, on coast defence, mixed expenditure, etc., mentioned in Parts 1 and 2 of the present Annex, should be given in the form of special notes.

As there will probably not be enough room in the "Observations" column, observations should be given as footnotes to table B, references to the foot-notes being given in the "Observations" column.<sup>1</sup>

<sup>1</sup> For the question of duplication, see paragraph 11 below.

**7. Expenditure incurred in respect of Exceptional and Unforeseeable Events, etc.** Expenditure excluded in respect of exceptional or unforeseeable events (see Part I (a) of the present Annex) should be shown separately in column 4 and recapitulated in respect of each force in a special table entitled: "Expenditure incurred in respect of Exceptional or Unforeseeable Events, to be excluded from the Statement", which should be inserted after table B.

Permissible deductions of expenditure occasioned by the reduction of armaments or by the liquidation of past wars should also be shown separately in column 4.

**8. Table C.** Table C should be completed by transferring the various figures in column 5 of table B to the appropriate heads. The arrangement and order of the various items should, as far as possible, be the same as in table B.

Whereas, in table B, the names of the items of the budgets and accounts should be translated in full into English or French, they can be abridged in table C, also in English or French.

The totals of each column to be carried forward to the following page should be given at the foot of each page of table C.

A special table showing, by heads of tables I to III of the statement, the expenditure incurred in respect of exceptional and unforeseeable events and deducted from the amounts to be entered in the statements, but not specifying the manner in which such expenditure is distributed among the subheads of each head, should be added, if necessary, to each of the tables C.

**9. Table A.** After tables B and C have been completed, they should be recapitulated in table A, which is intended to give briefly in a few figures the composition of the grand totals entered in the statements.

In drawing up this table, the amount of all expenditure included in the budgets or accounts of each force should first be entered in the subdivision relating to that force.

Sums which should not be included in the statement (expenditure not relating to national defence or, as the case may be, national defence expenditure incurred in respect of unforeseeable or exceptional events, expenditure incurred by the reduction of armaments, costs of liquidation of previous wars, and all entries which might lead to duplication) should be deducted from this amount.

**10. Annexes to the Reconciliation Tables.** At the end of table C should be given, on as many sheets as there are items of special information in table V, explanatory tables, specimens of which are on pages 74-82.

There should in addition be given a list and also the amounts of subsidies to, and participations in, private undertakings whose objects include the manufacture or construction of war material in peace time, or any establishment or undertaking for the purpose of enabling them to obtain new installations or to improve their existing installations with a view to the manufacture of war material on mobilisation. In each case, the date and title of the law or instrument under which the subsidies or participations have been granted should be stated, together with the names of the beneficiaries mentioned in those laws or instruments and the necessary references to enable those laws or instruments to be found in the official journals or other official documents.<sup>1</sup>

**11. Duplication.** In accordance with the provisions of paragraph 17 of Part I of this Annex, the entry of the same expenditure twice over in the statements is to be avoided. In applying those provisions, the general principles and special provisions hereunder will be adhered to. Any cases not specifically mentioned in these instructions will be dealt with on analogous lines.

(a) *General Principles.* — Inasmuch as the statement is essentially based upon the budgets and accounts of the national defence ministries, if civil authorities or services, regional or local authorities, colonies, etc., associations or private persons, bear expenditure which, at the same time, appears in the budgets and accounts of the national defence services, the expenditure shown in those budgets and accounts will, as a general rule, be entered in the statements, and the expenditure borne by the civil authorities or services, regional or local public bodies, colonies, etc., associations and private persons will not be shown.

Where, however, it is a case of avoiding duplication as between the different national defence departments, whose expenditure is to be classified according to the tables, heads and subheads of the statements, the following rule will be adopted in order to carry out this classification of

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<sup>1</sup> Such references should be connected with the information to be given in table V on subsidies and participations of this kind which the Governments have seen fit to exclude in virtue of the instructions with regard to the special information (see paragraph 37 of Part 3 of this Annex (page 36)).

expenditure with accuracy: expenditure incurred by one national defence department for the purchase of material on behalf of another national defence department will, in accordance with the general instructions, be entered in the statement relating to the department on whose behalf such expenditure was effected. To avoid duplication, any repayment that the latter department may make in respect of the expenditure incurred on its behalf will be excluded from its own statement. For practical reasons, however, where it is easier to identify the amount of the repayment in the accounts than the expenditure itself, it is the amount of the repayment that should be entered (as expenditure) notwithstanding the rule laid down above.

(b) When a particular service in a national defence ministry enters as expenditure sums devoted to the purchase or manufacture of objects, foodstuffs, or supplies of any kind, for the use of another service or of personnel, such sums being repaid to it by the service or personnel on whose behalf they were expended, without the amount of such repayments being deducted in the actual budgets and accounts (*e.g.*, if a budget or account shows expenditure for the purchase or manufacture of articles of clothing or miscellaneous goods, such as tobacco, soap, etc., and also shows the amount of the allowances—whether separate from or incorporated in pay—given to personnel for the purpose of supplying themselves with such articles), there will be deducted from the expenditure of the purveying service the amount of the repayments.

(c) Where capital expenditure for national defence purposes is borne by a civil department or regional or local authorities, etc., the capital expenditure effected in the course of the financial year shall, in accordance with the general principles, be included in the statements. If the national defence ministry (or ministries) pay rent or annual interest or amortisation for the purpose of covering the capital expenditure, such payments (rent, interest or amortisation) shall be deducted from the statement, even if the capital expenditure was effected prior to the entry into force of the Convention.

(d) Where the national defence budgets and accounts show current expenditure and capital expenditure separately, and where current expenditure includes expenditure for interest and amortisation on borrowings (and also rent, if any), the amounts in respect of such interest and amortisation and rent will be deducted, even if the capital expenditure was effected prior to the entry into force of the Convention. If expenditure on rent, interest and amortisation of capital expenditure incurred for national defence purposes appears elsewhere than in the budgets and accounts of the national defence ministries, the rule laid down above will likewise be followed.

(e) In the case referred to in paragraph 15 of Part 1 of this Annex (page 19), in which national defence expenditure is effected out of loan funds (Treasury loans, loans from insurance or reserve funds, etc.), the amounts of the interest and amortisation of such loans appearing in the budgets and accounts of the national defence services will be deducted, in order to avoid duplication even if the capital expenditure was effected prior to the entry into force of the Convention.

(f) When a State hands its creditors Treasury Bonds or National Debt securities by way of payment (see paragraph 30 of Part 1 (c) of this Annex [page 21]), the expenditure on the redemption of these securities will not be shown in the statements of subsequent years.

(g) When a budget contains a credit suspense account to enable the national defence services to meet current expenditure which will subsequently be charged to other chapters of the budget, the credit suspense account will not be entered in the statement.

(h) Where, in the course of a financial year, national defence services grant repayable advances to military personnel, the amounts of such advances should not be included in the statement, unless the accounts show only the net amount of pay issued during the period of reimbursement.

(i) Where military personnel draw on grants accorded to them by the State in order to establish deposit funds for any purpose, the expenditure effected out of such deposit funds should not be entered in the statements, even if the State has a right to supervise their administration.

(j) *Services rendered and Material supplied by one Government to another Government.* — If a national defence department effects expenditure either by performing a service (*e.g.*, repairs) or by supplying material to another Government, the national defence department concerned should deduct the expenditure from its statements (see paragraph 10 of Part 1 (a) of this Annex [page 18]).

On the other hand, the Government for which the service is performed or to which the materials are supplied will enter in its statements the amounts it has paid for the service rendered or the material supplied, but will not enter the amounts of the expenditure borne by the Government which performed the service or supplied the material. If for any reason whatsoever, the sum paid does not represent the value of the service or the material, calculated according to ordinary commercial practice, or if no payment is made at all, the Government concerned will call the attention of the Permanent Commission to this point in a special note, to be appended to explanatory table No. 9, annexed to the reconciliation tables.

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ANNEX IV.

INSTRUCTIONS FOR COMPILING THE SUMMARY STATEMENTS  
PROVIDED FOR IN ARTICLE E OF THE CONVENTION.

(Changes in the grand total of initial expenditure authorisations.)

**1. Object of the Summary Statements.** With a view to showing in the two summary statements provided for in Article E of the Convention the changes made in the grand total of the initial expenditure authorisations, the contracting parties shall take account exclusively of changes affecting:

- (a) The budgets of national defence departments;
- (b) Authorisations of national defence expenditure contained in the budgets of civil departments, including the colonial departments;
- (c) Extra-budgetary national defence expenditure authorisations;
- (d) Authorisations for national defence expenditure contained in the colonial budgets.

As regards changes in the budgets mentioned under (a), the contracting parties shall have the right to state in an explanatory note whether such changes relate to national defence expenditure or to expenditure which, although it is included in the military budgets, does not constitute national defence expenditure within the meaning of the Convention.

As regards the categories of expenditure covered by (b) and (d), account shall only be taken of changes affecting items relating solely to national defence expenditure. Moreover, as regards the expenditure covered by (d) only those States the greater part of whose colonial military expenditure is shown in the colonial budgets shall show the changes made in the initial authorisations of such expenditure.

Should the initial estimates for the expenditure covered by (c) have formed the subject of one or more published authorisations, the changes in such expenditure as compared with the amounts of these published authorisations shall be calculated. Should it have been decided, however, to utilise extra-budgetary resources for national defence purposes without that decision having been published, the expenditure assigned to national defence should be estimated and any changes in such expenditure as compared with the amount of the estimate should be calculated.

For the purposes of the present instructions, extra-budgetary expenditure shall include authorisations for national defence expenditure granted outside the budget either by legislative or administrative means and relating, for instance, to naval construction, the defensive organisation of frontiers, anti-aircraft measures, the construction of military buildings, etc. No distinction will be made between authorisations relating solely to objects of the kind enumerated above and those included in programmes of national equipment, programmes designed to reduce unemployment and other programmes of general interest.

States may, if they desire, take account of the indirect effects of certain laws of a general character (revision of official salaries, etc.) on the amounts of the expenditure authorisations.

**2. Categories of Changes.** The two summary statements shall show separately the changes in the total amounts of the initial authorisations for national defence expenditure enumerated in the previous paragraph, which are due to:

- (a) The authorisation of fresh expenditure;
- (b) An increase in the initial expenditure authorisations;
- (c) A reduction in such initial authorisations.

**3. Calculation of Changes.** In calculating changes in the total amount of the initial authorisations, each of the categories of expenditure enumerated in the model summary statements shall be considered separately (see pages 83 and 84).

**4. Expenditure Authorisations carried forward.** The initial amounts of the expenditure authorisations shall not include the amounts of expenditure authorisations carried forward from the previous financial year to the financial year for which the summary statements are compiled; on the other hand, in calculating changes in the initial amounts, the amounts of expenditure authorisations carried forward to the following financial year shall not be deducted, even when the amounts carried forward are known at the time the second summary statement is compiled.



- 5. Changes to be excluded from the Summary Statements.** In compiling the summary statements, account shall be taken only of measures which affect the total amounts of the initial expenditure authorisations enumerated above. There will thus be no need to cite the instruments in virtue of which transfers have been made between the various subdivisions of the budgets mentioned in the model summary statements.
- 6. Second Summary Statement.** In compiling the second summary statement, account shall be taken of the modifications shown in the first summary statement, and the further modifications introduced between the two dates to which these two summary statements refer shall be added in accordance with the method of calculation described under paragraph 3 above.
- 7. Communication of the Laws and Decrees enacting the Modifications.** In addition to specifying the laws and decrees of the legislative or executive authorities which have led to changes being made in the total amounts of the initial expenditure authorisation, States shall communicate the actual texts of these various instruments.
- 8. Modifications in the Budgets of the Colonies.** States which, in accordance with paragraph 1 above, have to take account of changes in the expenditure authorisations contained in the colonial budgets shall have the right, as regards such changes, to make out the summary statements for the periods of eight and fourteen months respectively as from the beginning of the financial year.
- 9. Form of the Summary Statements.** The form of the summary statements is laid down in the models given on pages 83 and 84. While the Convention is in force, the Permanent Commission shall have the right, in the light of the experience gained, to change the form of the summary statements, without, however, adding to their complexity.
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ANNEX V.

MODEL STATEMENT OF NATIONAL DEFENCE EXPENDITURE,  
MODEL RECONCILIATION TABLES AND EXPLANATORY TABLES  
OF THE SPECIAL INFORMATION CONTAINED IN TABLE V  
OF THE STATEMENT,  
MODEL SUMMARY STATEMENTS OF CHANGES  
MADE IN NATIONAL DEFENCE EXPENDITURE AUTHORISATIONS.

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## **MODEL STATEMENT OF NATIONAL DEFENCE EXPENDITURE**

These models should be used for compiling both the statement of estimates and the statement of payments made, as provided for in Articles D and F of the Convention respectively.

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As regards the statement of estimates, see note on page 52.

MODEL STATEMENT.

Country

Year

Table I.

LAND FORCES.

SUB-HEAD	CATEGORY OF EXPENDITURE	Armed forces stationed in the home country (optional)	Armed forces stationed overseas (optional)	Police forces and similar formations stationed in the home country <sup>1</sup> (optional)	Police forces and similar formations stationed overseas <sup>1</sup> (optional)	TOTAL
		(1)	(2)	(3)	(4)	(5)
	<b>HEAD I.</b>					
	<b>Personnel.</b>					
	<i>Personnel normally forming part of formations and services:</i>					
A	Pay and allowances of all kinds: Officers. . . . .					
B	Pay and allowances of all kinds: N.C.O.s and men .					
C	Pay and allowances of all kinds: Civilian personnel.					
	<i>Personnel not normally forming part of formations and services:</i>					
D	Persons undergoing pre-military training, reservists and reserve organisations					
E	<i>Maintenance of personnel referred to in subheads A to D</i>					
	<b>HEAD II.</b>					
	<b>Transport.</b>					
F	Horses and other animals, forage, harness and shoeing. . . . .					
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . .					
	<b>HEAD III.</b>					
	<b>Buildings.</b>					
H	Construction of new fortifications and defence works . . . . .					
K	Barracks, other buildings, fixed installations upkeep					
	<b>TOTAL: HEADS I TO III .</b>					
	<b>HEAD IV.</b>					
	<b>War Material.</b>					
M	Arms, ammunition, fighting material . . . . .					
M(a)	Engineer and other warlike stores . . . . .					
N	Expenditure on depots of war material and expenditure not divisible between subheads M and M(a)					
	<b>TOTAL: HEAD IV. . . . .</b>					
	<b>GRAND TOTAL. . . . .</b>					

<sup>1</sup> This heading might possibly be modified.

**Table II.**  
**NAVAL FORCES.**

SUB-HEAD	CATEGORY OF EXPENDITURE	Armed forces (optional)	<i>Police forces and similar formations</i> <sup>1</sup> (optional)	TOTAL
		(1)	(2)	(3)
	<b>HEAD I.</b>			
	<b>Personnel.</b>			
	<i>Personnel normally forming part of formations and services:</i>			
A	Pay and allowances of all kinds: Officers . . . . .			
B	Pay and allowances of all kinds: N.C.O.s and men. . . . .			
C	Pay and allowances of all kinds: Civilian personnel . . . . .			
	<i>Personnel not normally forming part of formations and services:</i>			
D	Persons undergoing pre-military training, reservists and reserve organisations . . . . .			
E	Maintenance of personnel referred to in subheads A to D . . . . .			
	<b>HEAD II.</b>			
	<b>Transport.</b>			
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses . . . . .			
	<b>HEAD III.</b>			
	<b>Buildings.</b>			
H	Construction of new fortifications and defence works. . . . .			
K	Barracks, other buildings, fixed installations upkeep . . . . .			
	TOTAL: HEADS I TO III . . . . .			
	<b>HEAD IV.</b>			
	<b>War Material.</b>			
L	Vessels: new construction . . . . .			
M	Upkeep of vessels and their armament; purchase, manufacture, repair or upkeep of arms, ammunition and other war material . . . . .			
N	Expenditure on depots of war material; expenditure not divisible between subheads L and M . . . . .			
	TOTAL: HEAD IV . . . . .			
	GRAND TOTAL . . . . .			

<sup>1</sup> This heading might possibly be modified.

**Table III.**  
**AIR FORCES.**

SUB-HEAD	CATEGORY OF EXPENDITURE	Armed forces stationed in the home country (optional)	Armed forces stationed overseas (optional)	<i>Police forces and similar formations stationed in the home country<sup>1</sup> (optional)</i>	<i>Police forces and similar formations stationed overseas<sup>1</sup> (optional)</i>	TOTAL
		(1)	(2)	(3)	(4)	(5)
	<b>HEAD I.</b>					
	<b>Personnel.</b>					
	<i>Personnel normally forming part of formations and services:</i>					
A	Pay and allowances of all kinds: Officers. . . . .					
B	Pay and allowances of all kinds: N.C.O.s and men .					
C	Pay and allowances of all kinds: Civilian personnel.					
	<i>Personnel not normally forming part of formations and services:</i>					
D	Persons undergoing pre-military training, reservists and reserve organisations					
E	<i>Maintenance of personnel referred to in subheads A to D . . . . .</i>					
	<b>HEAD II.</b>					
	<b>Transport.</b>					
G	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses. . .					
	<b>HEAD III.</b>					
	<b>Buildings.</b>					
K	Barracks, other buildings, fixed installations upkeep.					
	<b>TOTAL: HEADS I TO III .</b>					
	<b>HEAD IV.</b>					
	<b>War Material.</b>					
M	Arms, ammunition, fighting material and all other kinds of war material . .					
	<b>TOTAL: HEAD IV . . . . .</b>					
	<b>GRAND TOTAL. . . . .</b>					

<sup>1</sup> This heading might possibly be modified.

Table IV.

TOTAL EXPENDITURE FOR THE THREE FORCES.

LAND FORCES . . . . .	.....
NAVAL FORCES . . . . .	.....
AIR FORCES . . . . .	.....
GRAND TOTAL . . . . .	.....

Table V.

SPECIAL INFORMATION.<sup>1</sup>

Item 1. ORDINARY PENSIONS . . . . .	.....
Including pensions granted as a result of the reduction of arma- ments ( <i>optional</i> ) . . . . .	.....
Item 2. Difference between the initial amounts of the block credits voted for several years and any part of such credits already entered in the budgets, including the budgets for the year to which the statement refers . . . . .	.....
Item 3. Difference between carry-forward credits—that is to say, credits which may be used for payments to be made during the year or subse- quent years—and payments in respect of such credits shown in the accounts for the former . . . . .	.....
Item 4. Authorisations to enter into commitments granted by Parliament or the authority enacting the budget, apart from the credits for payments voted in the budget of the year to which the statement refers . . . . .	.....
Item 5. Differences between the authorisations of expenditure contained in special accounts and payments already made against such accounts, including those made during the year in respect of which the statement has been compiled . . . . .	.....
Item 6. Credit balances of autonomous establishments remaining at the disposal of those establishments at the end of the financial <i>exercice</i> . . . . .	.....
Item 7. Amounts liquidated and not paid for material supplied and services rendered, the payment of which has been deferred . . . . .	.....
Item 8. Expenditure not included in the statement in respect of subsidies paid to and participations in private enterprises having as one of their objects the delivery of war material in time of peace . . . . .	.....
Item 9. Various information regarding unpaid services and supplies for national defence . . . . .	.....

<sup>1</sup> Only Item No. 2 and Item No. 4 should be completed for the statement of estimates (Article D). On expiry of a period of two years, these two items should be given with the simplified statement provided for in the aforesaid Article D.

## **MODEL RECONCILIATION TABLES**

These model reconciliation tables may be used for both the statement of estimates (Article D) and the statement of payments made (Article F).



A. SUMMARY TABLES.

I. TOTAL EXPENDITURE ENTERED IN TABLE I OF THE MODEL STATEMENT  
(LAND FORCES).

Total expenditure of the Ministry of War (or Ministry of National Defence) . . . . .	.....	
Reconstruction of gross expenditure . . . . .	.....	
<i>To be deducted:</i>		
Expenditure relating to the naval forces . . . . .	.....	
Expenditure relating to the air forces. . . . .	.....	
Unforeseeable and exceptional expenditure <sup>1</sup> . . . . .	.....	
Expenditure resulting from the reduction of armaments . . . . .	.....	
Expenditure entailed by the liquidation of previous wars . . . . .	.....	
Sums, the entry of which would give rise to duplication . . . . .	.....	
Non-military expenditure of the Ministry of War . . . . .	.....	.....
		.....
<i>To be added:</i>		
Expenditure on the land forces borne on the budget of the Ministry of Marine <sup>2</sup> . . . . .	.....	
Expenditure on the land forces borne on the budget of the Air Ministry <sup>2</sup> . . . . .	.....	
Expenditure on the land forces borne on the budgets of other Departments: <sup>2</sup>		
Ministry of . . . . .	.....	
Ministry of . . . . .	.....	
Ministry of . . . . .	.....	
Ministry of . . . . .	.....	
Expenditure from Special Accounts . . . . .	.....	
" " " " . . . . .	.....	
Expenditure in regional and local budgets . . . . .	.....	
Expenditure of the colonies, etc. . . . .	.....	
.....	.....	.....
		.....
Total of Table I of the Model Statement (Land Forces). . . . .	.....	.....

[Continued]

<sup>1</sup> Should this item include unforeseeable and exceptional expenditure relating to one of the other two forces, a note should be added stating the respective amounts of the deductions in respect of the two forces in question.

<sup>2</sup> Where unforeseeable and exceptional expenditure concerning the land forces is deducted from the expenditure of the Department in question, a note should be added showing the amounts of the expenditure thus deducted.

[Continued]

II. TOTAL EXPENDITURE ENTERED IN TABLE II OF THE MODEL STATEMENT (NAVAL FORCES).

Total expenditure of the Ministry of Marine (or Ministry of National Defence)	.....	
Reconstruction of gross expenditure . . . . .	.....	
<i>To be deducted:</i>		
Expenditure relating to the land forces . . . . .	.....	
Expenditure relating to the air forces . . . . .	.....	
Unforeseeable and exceptional expenditure <sup>1</sup> . . . . .	.....	
Expenditure resulting from the reduction of armaments . . . . .	.....	
Expenditure entailed by the liquidation of previous wars . . . . .	.....	
Sums, the entry of which would give rise to duplication . . . . .	.....	
Non-military expenditure of the Ministry of Marine . . . . .	.....	
.....	<u>.....</u>	<u>.....</u>
.....	.....	.....
<i>To be added:</i>		
Expenditure on the naval forces borne on the budget of the Ministry of War <sup>2</sup> . . . . .	.....	
Expenditure on the naval forces borne on the budget of the Air Ministry <sup>2</sup> . . . . .	.....	
Expenditure on the naval forces borne on the budgets of other Departments: <sup>2</sup>		
Ministry of . . . . .	.....	
Ministry of . . . . .	.....	
Ministry of . . . . .	.....	
Ministry of . . . . .	<u>.....</u>	<u>.....</u>
Expenditure from Special Accounts . . . . .	.....	
" " " " . . . . .	.....	
Expenditure in regional and local budgets . . . . .	.....	
Expenditure of the colonies, etc. . . . .	.....	
.....	<u>.....</u>	<u>.....</u>
.....	.....	.....
Total of Table II of the Model Statement (Naval Forces) . . . . .	<u>.....</u>	<u>.....</u>

[Continued]

<sup>1</sup> Should this item include unforeseeable and exceptional expenditure relating to one of the other two forces, a note should be added stating the respective amounts of the deductions in respect of each of the two forces in question.

<sup>2</sup> Where unforeseeable and exceptional expenditure concerning the naval forces is deducted from the expenditure of the Department in question, a note should be added showing the amounts of the expenditure thus deducted.

[Continued]

III. TOTAL EXPENDITURE ENTERED IN TABLE III OF THE MODEL STATEMENT  
(AIR FORCES).

Total expenditure of the Air Ministry (or Ministry of National Defence) . . . . .  
Reconstruction of gross expenditure . . . . .

*To be deducted:*

Expenditure relating to the land forces . . . . .  
Expenditure relating to the naval forces . . . . .  
Unforeseeable and exceptional expenditure <sup>1</sup> . . . . .  
Expenditure resulting from the reduction of arma-  
ments . . . . .  
Expenditure entailed by the liquidation of previous  
wars . . . . .  
Sums, the entry of which would give rise to dupli-  
cation . . . . .  
Non-military expenditure of the Air Ministry . . . . .

.....  
.....

*To be added:*

Expenditure on the air forces borne on the budget  
of the Ministry of War <sup>2</sup> . . . . .  
Expenditure on the air forces borne on the budget  
of the Ministry of Marine <sup>2</sup> . . . . .  
Expenditure on the air forces borne on the budgets  
of other Departments: <sup>2</sup>  
Ministry of . . . . .  
Ministry of . . . . .  
Ministry of . . . . .  
Ministry of . . . . .

Expenditure from Special Accounts . . . . .  
" " " " . . . . .  
Expenditure in regional and local budgets . . . . .  
Expenditure of the colonies, etc. . . . .

.....  
.....  
.....

.....  
.....

Total of Table III of the Model Statement (Air Forces) . . . . .

<sup>1</sup> Should this item include unforeseeable and exceptional expenditure relating to one of the other two forces, a note should be added stating the respective amounts of the deductions in respect of each of the two forces in question.

<sup>2</sup> Where unforeseeable and exceptional expenditure concerning the air forces is deducted from the expenditure of the Department in question, a note should be added showing the amounts of the expenditure thus deducted.

**B. ANALYTICAL TABLE.**

DISTRIBUTION OF NATIONAL DEFENCE EXPENDITURE BETWEEN THE TABLES OF THE MODEL STATEMENT AND THEIR SUBHEADS.

VOTES, SUBHEADS, ETC., OF THE BUDGETS (OR ACCOUNTS) (..... 1)			DISTRIBUTION OF THE TOTAL OF THE VOTE (OR SUBHEAD) OF THE BUDGET (OR ACCOUNT)				OBSERVATIONS
Number of the Vote, Subhead, etc.	Headings [English or French translation of the entire heading]	Total entered in the Budget (or Account)	Sums excluded from the Model Statement	Sums included in the Model Statement			
				Amount	Number of the table of the Model Statement	Subhead of the Model Statement	
1	2	3	4	5	6	7	8
<p><b>I. BUDGETS (OR ACCOUNTS) OF THE STATE (CENTRAL POWER)</b></p> <p><i>Budget (or Account) of the Ministry of WAR (.....</i>  <i>.....<sup>2</sup>) published .....</i>  <i>Votes..... to..... (pages.....).</i></p>							
<p>Sums to be added to certain Votes or Subheads in order to arrive at gross amounts</p>							

[Continued.]

<sup>1</sup> Description in the national language.

<sup>2</sup> Exact title of the publication in the national language.

**General Notes on Analytical Table B.**

**I.** All indications in these specimens in italics are given for purposes of illustration. The distribution and order of the different groups of votes, subheads, etc., will be set out in accordance with the structure of the national budgets, beginning always with the National Defence Departments.

**II.** Where a large subdivision of the budget or account falls in its entirety into a single table of the Statement and a single subhead of the table, the amounts of separate subheads, etc., making up the subdivision need not be given in detail. But the numerical reference and heading of such subheads, etc., should be shown in columns 1 and 2 of Analytical Table B.

**III.** If the space in column 8 is not sufficient for the entry of the observations, the latter should be appended in a footnote at the bottom of the page, with a reference thereto in column 8 itself.

**IV.** A sufficient number of extra pages to be inserted for each National Defence Department.

**B. ANALYTICAL TABLE.**

**DISTRIBUTION OF NATIONAL DEFENCE EXPENDITURE BETWEEN THE TABLES OF THE MODEL STATEMENT AND THEIR SUBHEADS (continued).**

VOTES, SUBHEADS, ETC., OF THE BUDGETS (OR ACCOUNTS) (..... <sup>1</sup> )			DISTRIBUTION OF THE TOTAL OF THE VOTE (OR SUBHEAD) OF THE BUDGET (OR ACCOUNT)				OBSERVATIONS
Number of the Vote, Subhead, etc.	Headings [English or French translation of the entire heading]	Total entered in the Budget (or Account)	Sums excluded from the Model Statement	Sums included in the Model Statement			
				Amount	Number of the table of the Model Statement	Subhead of the Model Statement	
1	2	3	4	5	6	7	8
<p align="center"><i>Budget (or Account) of the Ministry of MARINE (..... .....<sup>2</sup> published..... (pages.....) Votes ..... to ..... (pages.....).</i></p>							
<p align="center"><i>Budget (or Account) of the AIR Ministry (..... .....<sup>2</sup> published..... (pages.....) Votes ..... to ..... (pages.....).</i></p>							
<p align="right">.....<sup>3</sup></p> <p>.....</p> <p>.....</p> <p>.....</p>							

[Continued.]

<sup>1</sup> Description in the national language.  
<sup>2</sup> Exact title of the publication in the national language.  
<sup>3</sup> Ministries of the Colonies, if any.

See General Notes (page 58).

B. ANALYTICAL TABLE.

DISTRIBUTION OF NATIONAL DEFENCE EXPENDITURE BETWEEN THE TABLES OF THE MODEL STATEMENT AND THEIR SUBHEADS (continued).

VOTES, SUBHEADS, ETC., OF THE BUDGETS (OR ACCOUNTS) (..... <sup>1</sup> )			DISTRIBUTION OF THE TOTAL OF THE VOTE (OR SUBHEAD) OF THE BUDGET (OR ACCOUNT)				OBSERVATIONS
Number of the Vote, Subhead, etc.	Headings [English or French translation of the entire heading]	Total entered in the Budget (or Account)	Sums excluded from the Model Statement	Sums included in the Model Statement			
				Amount	Number of the table of the Model Statement	Subhead of the Model Statement	
1	2	3	4	5	6	7	8
<i>Budget (or Account) of the Ministry of the INTERIOR</i> <sup>2</sup> (..... ..... <sup>3</sup> ) published ..... Votes ..... (pages .....)							
<i>Budget (or Account) of the FINANCE Ministry</i> <sup>2</sup> (..... ..... <sup>3</sup> ) published ..... Votes ..... (pages .....)							
..... ..... ..... ..... <sup>4</sup>							

[Continued.]

<sup>1</sup> Description in the national language.

<sup>2</sup> If it contains national defence expenditure.

<sup>3</sup> Exact title of the publication in the national language.

<sup>4</sup> Other civilian Ministry responsible for any national defence expenditure.

See General Notes (page 58).

**B. ANALYTICAL TABLE**

**DISTRIBUTION OF NATIONAL DEFENCE EXPENDITURE BETWEEN THE TABLES OF THE MODEL STATEMENT AND THEIR SUBHEADS (continued).**

VOTES, SUBHEADS, ETC., OF THE BUDGETS (OR ACCOUNTS) (..... <sup>1</sup> )			DISTRIBUTION OF THE TOTAL OF THE VOTE (OR SUBHEAD) OF THE BUDGET (OR ACCOUNT)				OBSERVATIONS
Number of the Vote, Subhead, etc.	Headings [English or French translation of the entire heading]	Total entered in the Budget (or Account) <sup>2</sup>	Sums excluded from the Model Statement	Sums included in the Model Statement			
				Amount	Number of the table of the Model Statement	Subhead of the Model Statement	
1	2	3	4	5	6	7	8
<i>Special Budget or Special Account of the State</i> <sup>3</sup> (----- ----- <sup>4</sup> ) published in ----- Vote ----- (pages -----).							
<i>II. Estimates of defence expenditure or expenditure actually effected by Federal States and regional and local authorities</i> <sup>3</sup> (----- ----- <sup>4</sup> ) published ----- Vote ----- (pages -----)							
<i>III. Budget (or Account) of Colonies, Protectorates, Oversea Territories, territories under the suzerainty of the High Contracting Parties, or territories in respect of which a mandate has been entrusted to the same</i> <sup>3</sup> (----- <sup>4</sup> ) published ----- Vote <sup>(s)</sup> ----- (pages -----).							
<i>IV. Other Expenditure.</i>							

<sup>1</sup> Description in the national language.  
<sup>2</sup> In certain cases, for which provision is made in the instructions, the amounts shown in column 3 will be estimated figures instead of budgetary figures or will be figures shown in certified statements of payments instead of in published accounts.  
<sup>3</sup> If they contain national defence expenditure.  
<sup>4</sup> Exact title of each publication in the national language.

See General Notes (page 58).







TABLE.

TABLE I OF THE MODEL STATEMENT.

**Land Forces.**

Subhead E. Maintenance of personnel referred to in subheads A to D	HEAD II. — TRANSPORT.		HEAD III. — BUILDINGS.		HEAD IV. — WAR MATERIAL.		
	Subhead F. Horses and other animals, forage, harness and shoeing	Subhead G. Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses	Subhead H. Construction of new fortifications and defence works	Subhead K. Barracks, other buildings, fixed installations upkeep	Subhead M. Arms, ammunition, fighting material	Subhead M(a) Engineer and other warlike stores	Subhead N. Expenditure on depots of war material and expenditure not divisible between subheads M and M(a)
8	9	10	11	12	13	14	15
<i>MINISTRY OF WAR.</i>							
<i>MINISTRY OF MARINE.<sup>1</sup></i>							
<i>AIR MINISTRY.<sup>1</sup></i>							
..... <sup>2</sup>							
..... <sup>3</sup>							

<sup>1</sup> If it contains expenditure on the land forces. <sup>2</sup> Any other National Defence Ministry, the budget (or account) of which contains expenditure on the land forces. <sup>3</sup> Any civil Ministry the budget (or account) of which contains expenditure on the land forces.



TABLE (continued).

TABLE I OF THE MODEL STATEMENT (continued).

Land Forces (continued).

	HEAD II. — TRANSPORT.		HEAD III. — BUILDINGS.		HEAD IV. — WAR MATERIAL.		
Subhead E.	Subhead F.	Subhead G.	Subhead H.	Subhead K.	Subhead M.	Subhead M(a)	Subhead N.
8	9	10	11	12	13	14	15
<i>BUDGET (OR ACCOUNT).<sup>1</sup></i>							
<i>STATES AND REGIONAL AND LOCAL AUTHORITIES.<sup>1</sup></i>							
<i>OVERSEA TERRITORY, TERRITORY UNDER THE SUZERAINITY OF THE HIGH CONTRACTING PARTY HAS BEEN INVESTED WITH A MANDATE.<sup>1</sup></i>							
<i>EXPENDITURE.<sup>1</sup></i>							

<sup>1</sup> If it contains national defence expenditure for the land forces.



TABLE (continued).

TABLE II OF THE MODEL STATEMENT.

**Naval Forces.**

	HEAD II. TRANSPORT	HEAD III. — BUILDINGS.		HEAD IV. — WAR MATERIAL.		
Subhead E.	Subhead G.	Subhead H.	Subhead K.	Subhead L.	Subhead M.	Subhead N.
Maintenance of personnel referred to in subheads A to D	Coal, fuel, oil, petrol, lubricants, etc., and other transport expenses	Construction of new fortifications and defence works	Barracks, other buildings, fixed installations, upkeep	Vessels: new construction	Upkeep of vessels and their armament; purchase, manufacture, repair or upkeep of arms, ammunition and other war material	Expenditure on depots of war material and expenditure not divisible between subheads L and M
8	9	10	11	12	13	14
<i>MINISTRY OF MARINE.</i>						
<i>MINISTRY OF WAR.<sup>1</sup></i>						
<i>AIR MINISTRY.<sup>1</sup></i>						
..... <sup>2</sup>						
..... <sup>3</sup>						

<sup>1</sup> If it contains expenditure for the naval forces.

<sup>2</sup> Other National Defence Ministry, if it contains expenditure for the naval forces.

<sup>3</sup> Civil Ministry containing national defence expenditure for the naval forces.



TABLE (continued).

TABLE II OF THE MODEL STATEMENT (continued).

Naval Forces (continued).

	HEAD II. TRANSPORT.	HEAD III. — BUILDINGS.		HEAD IV. — WAR MATERIAL.		
Subhead E.	Subhead G.	Subhead H.	Subhead K.	Subhead L.	Subhead M.	Subhead N.
8	9	10	11	12	13	14
<i>BUDGET (OR ACCOUNT).<sup>1</sup></i>						
<i>STATES AND REGIONAL AND LOCAL AUTHORITIES.<sup>1</sup></i>						
<i>OVERSEA TERRITORY, TERRITORY UNDER THE SUZERAINTY OF THE HIGH CONTRACTING PARTY HAS BEEN INVESTED WITH A MANDATE.<sup>1</sup></i>						
<i>EXPENDITURE.</i>						

<sup>1</sup> If it contains national defence expenditure for the naval forces.





TABLE (continued).

TABLE III OF THE MODEL STATEMENT.

**Air Forces.**

— PERSONNEL.			HEAD II. TRANSPORT.	HEAD III. BUILDINGS.	HEAD IV. WAR MATERIAL.
Subhead C. Pay and allowances of all kinds Civilian personnel	Subhead D. Persons undergoing pre-military training, reservists and reserve organisations	Subhead E. Maintenance of personnel referred to in subheads A to D	Subhead G. Coal, fuel, oil, petrol, lubricants, etc. and other transport expenses	Subhead K. Barracks, other buildings, fixed installations, upkeep	Subhead M. Arms, ammunition, fighting material and other kinds of war material
6	7	8	9	10	11
<i>AIR MINISTRY.</i>					
<i>MINISTRY OF WAR.<sup>1</sup></i>					
<i>MINISTRY OF MARINE.<sup>1</sup></i>					
..... <sup>2</sup>					
..... <sup>3</sup>					

<sup>1</sup> If it contains expenditure for the air forces.  
<sup>2</sup> Other National Defence Ministries, if they contain expenditure for the air forces.  
<sup>3</sup> Civil Ministry containing national defence expenditure for the air forces.



TABLE (continued).

TABLE III OF THE MODEL STATEMENT (continued).

Air Forces (continued).

		HEAD II. TRANSPORT.	HEAD III. BUILDINGS.	HEAD IV. WAR MATERIAL.
Subhead D.	Subhead E.	Subhead G.	Subhead K.	Subhead M.
7	8	9	10	11
<i>BUDGET (OR ACCOUNT).<sup>1</sup></i>				
<i>STATES AND REGIONAL AND LOCAL AUTHORITIES.<sup>1</sup></i>				
<i>OVERSEA TERRITORY, TERRITORY UNDER THE SUZERAINTY OF THE HIGH CONTRACTING PARTY HAS BEEN INVESTED WITH A MANDATE.<sup>1</sup></i>				
<i>EXPENDITURE.</i>				

<sup>1</sup> If it contains national defence expenditure for the air forces.

EXPLANATORY TABLE FOR ITEM No. 1 OF THE SPECIAL INFORMATION  
CONTAINED IN TABLE V OF THE STATEMENT.

ORDINARY PENSIONS.

Authority responsible for expenditure	Amounts	Remarks
<i>Ministry</i> .....	.....	Vote ... vote ... internal accounts estimates and any other particulars.
<i>Ministry</i> .....	.....	
<i>Ministry</i> .....	.....	
.....	.....	
or <i>Pensions Fund</i> (specify which) ..	.....	
.....	.....	
.....	.....	
<b>Total</b> . . . . .	..... <sup>1</sup>	

<sup>1</sup> Pensions granted to personnel discharged in consequence of the reduction of armaments—included in the above table—amount to .....

**General Notes on the Explanatory Tables.**

All directions printed in italics in the present specimen tables are given as examples only. The distribution and order of these various particulars should follow the arrangement of the national budgets, beginning with the National Defence Departments in all cases.

Should it be found that there is not room in the column "Remarks", the latter should be set out at the bottom of the page, attention being drawn to them by means of a reference in the "Remarks" column.

EXPLANATORY TABLE FOR ITEM No. 2 OF THE SPECIAL INFORMATION CONTAINED  
IN TABLE V OF THE STATEMENT.

DIFFERENCE BETWEEN THE INITIAL AMOUNTS OF THE BLOCK CREDITS VOTED FOR SEVERAL YEARS  
AND ANY PART OF SUCH CREDITS ALREADY ENTERED IN THE BUDGET, INCLUDING THE BUDGETS  
FOR THE YEAR TO WHICH THE STATEMENT REFERS.

Particulars				Remarks
<i>Ministry of War.</i>				Law — or equivalent enactment—dated .
Initial amount of the credit		.....		.....
Amount of the credits shown in the:				<i>Official Journal</i> or other document.... contain- ing particulars of the voting or authorisa- tion of the credit of
<i>budget for 1930</i>	.....			..... to be entered in the budgets of
" " <i>1931</i>	.....			..... financial years
" " <i>1932</i>	.....	.....		.... for the sum of
Difference to be shown in subsequent budgets . .			.....	..... each year in respect of expendi- ture on account of..
				Vote....
				Vote....
				Vote....
Initial amount of the credit..... etc., etc.		.....	.....	
<i>Ministry of Marine.</i>				
Initial amount of the credit..... etc., etc.		.....	.....	
. . . . .		.....	.....	
			.....	
Grand Total . . .			.....	

*Note.* — Particulars in respect of changes in credits. Should changes have been made in the initial amount, purpose or distribution of the initial credit, the relevant particulars—which should embody the same information as that to be supplied in regard to the first credit—should be shown after those relating to the original law.

See General Notes (page 74).

EXPLANATORY TABLE FOR ITEM No. 3 OF THE SPECIAL INFORMATION  
CONTAINED IN TABLE V OF THE STATEMENT.

DIFFERENCE BETWEEN CARRY-FORWARD CREDITS—THAT IS TO SAY, CREDITS WHICH MAY BE  
USED FOR PAYMENTS TO BE MADE DURING THE YEAR OR SUBSEQUENT YEARS—AND PAYMENTS  
IN RESPECT OF SUCH CREDITS SHOWN IN THE ACCOUNTS FOR THE FORMER.

Vote, items, etc.		Amount of the credit carried forward from the previous year	Amount of the carry-forward credit fixed for the year	Total	Total payments included in the statement	Difference between columns 5 and 6. Carry-forward credits in hand at the end of the year	Remarks
No.	Description						
1	2	3	4	5	6	7	8
<i>Ministry of War.</i>							
	.....	.....	.....	.....	.....	.....	
	.....	.....	.....	.....	.....	.....	
	.....	.....	.....	.....	.....	.....	
	.....	.....	.....	.....	.....	.....	
	Total: Ministry of War . .					.....	
<i>Ministry of Marine.</i>							
	.....	.....	.....	.....	.....	.....	
	.....	.....	.....	.....	.....	.....	
	Total: Ministry of Marine .					.....	
	.....	.....	.....	.....	.....	.....	
	.....	.....	.....	.....	.....	.....	
	.....	.....	.....	.....	.....	.....	
	.....	.....	.....	.....	.....	.....	
RECAPITULATION.							
	<i>Ministry of War</i>					.....	
	<i>Ministry of Marine</i> . . . .					.....	
	.....					.....	
	Grand Total .					.....	

See General Notes (page 74).

EXPLANATORY TABLE FOR ITEM No. 4 OF THE SPECIAL INFORMATION CONTAINED  
IN TABLE V OF THE STATEMENT.

AUTHORISATIONS TO ENTER INTO COMMITMENTS GRANTED BY PARLIAMENT OR THE AUTHORITY  
ENACTING THE BUDGET, APART FROM THE CREDITS FOR PAYMENTS VOTED IN THE BUDGET OF THE  
YEAR TO WHICH THE STATEMENT REFERS.

Particulars		Remarks
<i>Ministry of War.</i>		
Commitment authorisation granted under the Law (or equivalent enactment) dated ..... in respect of expenditure on .....	.....	<i>Official Journal</i> or other document .....
Commitment authorisation, etc.....	.....	The payment credits relating to this authorisation are to be shown in the budget for the following years....
.....	.....	
.....	.....	
Total for the Ministry of War . . .	.....	<i>Or:</i> The regularisation of this authorisation in the year ..... or the years ..... will be effected ..... (specify procedure)
<i>Ministry of Marine.</i>		
Commitment authorisation, etc.....	.....	
.....	.....	
Grand Total . . . . .	.....	

See General Notes (page 74).



EXPLANATORY TABLE FOR ITEM No. 5 OF THE SPECIAL INFORMATION  
CONTAINED IN TABLE V OF THE STATEMENT.

DIFFERENCE BETWEEN AUTHORISATIONS OF EXPENDITURE CONTAINED IN SPECIAL ACCOUNTS  
AND PAYMENTS ALREADY MADE AGAINST SUCH ACCOUNTS, INCLUDING THOSE MADE DURING THE  
YEAR IN RESPECT OF WHICH THE STATEMENT HAS BEEN COMPILED.

Particulars				Remarks
<i>Special account</i> .....				Law—or equivalent enactment—dated .....
Initial amount of credit <sup>1</sup> . . . . .		.....		
Total payments made in the year . . . . .	.....			<i>Official Journal</i> or other document . . . . . showing the credit of . . . . . in respect of expenditure . . . . . to be effected during the years <sup>2</sup> .
<i>id.</i> 1930. . . . .	.....			
<i>id.</i> 1931. . . . .	.....			
<i>id.</i> 1932. . . . .	.....	.....		
Difference . . . . .		.....	.....	(Reference to State account from which the figures entered may be checked.)
 <i>Special account</i> .....				
Balance available at the beginning of the year . . . . .	.....			Any other particulars.
Receipts . . . . .	.....	.....		
Total payments . . . . .		.....		
Available balance at the end of the year . . . . .			.....	
Grand Total . . . . .			.....	

<sup>1</sup> Particulars should be given of any changes made in the amounts of the initial credits as to their total, distribution or purpose.

<sup>2</sup> Where there is no published authorisation, enter the estimated amount of the expenditure.

See General Notes (page 74).

EXPLANATORY TABLE FOR ITEM No. 6 OF THE SPECIAL INFORMATION  
CONTAINED IN TABLE V OF THE STATEMENT.

CREDIT BALANCES OF AUTONOMOUS ESTABLISHMENTS REMAINING AT THE DISPOSAL OF THOSE  
ESTABLISHMENTS AT THE END OF THE FINANCIAL "EXERCICE".

Particulars of autonomous establishments				Remarks
<i>Establishment</i> .....				Particulars of the documents with page references in which such balances are to be found. Any other particulars.
Balance in hand at the beginning of the year . . .	.....			
Receipts . . . . .	.....			
Expenditure . . . . .		.....		
Balance at the end of the year			.....	
<i>Establishment</i> .....				
Balance in hand at the beginning of the year . . .	.....			
Receipts . . . . .	.....			
Expenditure . . . . .		.....		
Balance at the end of the year			.....	
<i>Establishment</i> .....				
etc.			.....	
Total Balance . . . . .			.....	

See General Notes (page 74).

EXPLANATORY TABLE FOR ITEM No. 7 OF THE SPECIAL INFORMATION  
CONTAINED IN TABLE V OF THE STATEMENT.

AMOUNTS LIQUIDATED AND NOT PAID FOR MATERIAL SUPPLIED AND SERVICES RENDERED,  
THE PAYMENT OF WHICH HAS BEEN DEFERRED.

Particulars	Expenditure relating to the Heads of the Statement		Totals	Remarks
	I to III	IV		
<i>Ministry of War.</i>				
(a) Government deliveries of .....	.....	.....	.....	Particulars regarding the character and origin of delays in making payments, together with references to published documents from which the figures supplied may be verified.
(b) Purchases from private undertakings or services rendered by such undertakings .....	.....	.....	.....	
(c) Deliveries by autonomous establishments .....	.....	.....	.....	
(d) Services rendered by personnel, etc. ....	.....	.....	.....	
(e) Purchases in respect of which the creditors have transferred their claim against the State to a bank, provided that the State has not settled with that bank .....	.....	.....	.....	
(f) .....	.....	.....	.....	
Totals: Ministry of War .....	.....	.....	.....	
<i>Ministry of Marine.</i>				
(a) .....	.....	.....	.....	
(b) .....	.....	.....	.....	
(c) .....	.....	.....	.....	
etc. ....	.....	.....	.....	
Totals: Ministry of Marine ...	.....	.....	.....	
<i>Ministry of</i> .....	.....	.....	.....	
.....	.....	.....	.....	
Totals: Ministry of .....	.....	.....	.....	
RECAPITULATION.				
<i>Ministry of War</i> .....	.....	.....	.....	
<i>Ministry of Marine</i> .....	.....	.....	.....	
<i>Ministry of</i> .....	.....	.....	.....	
Grand total. . . . .	.....	.....	.....	

See General Notes (page 74).

EXPLANATORY TABLE FOR ITEM No. 8 OF THE SPECIAL INFORMATION  
CONTAINED IN TABLE V OF THE STATEMENT.

EXPENDITURE NOT INCLUDED IN THE STATEMENT IN RESPECT OF SUBSIDIES PAID TO AND  
PARTICIPATIONS IN PRIVATE ENTERPRISES HAVING AS ONE OF THEIR OBJECTS THE DELIVERY  
OF WAR MATERIAL IN TIME OF PEACE.

Particulars		Totals	Remarks
<i>Ministry of</i> .....			
..... subsidies or participation in respect of .....	.....		Law (or equivalent enactment) .....
..... id. id.: etc. ....	.....		(Official Journal or other document ..... ) vote — or other subdivision ..... Name of recipient designated in the above-mentioned law or enactment ....
Total: Ministry of .....		.....	.... Subsidy or parti- cipation, etc.
<i>Ministry of</i> .....			
..... subsidies or participation: etc. ....	.....		
..... id. id.: etc. ....	.....		
Total: Ministry of .....		.....	
.....		.....	
.....		.....	
Grand total . . . . .		.....	

See General Notes (page 74).



Country:.....

Date:.....

**FIRST SUMMARY STATEMENT OF CHANGES MADE IN NATIONAL DEFENCE  
EXPENDITURE AUTHORISATIONS**

FROM THE ENACTMENT OF THE ORIGINAL BUDGET TO THE EXPIRATION OF A PERIOD OF NINE MONTHS AS  
FROM THE BEGINNING OF THE FINANCIAL YEAR.

ORIGINAL AUTHORISATIONS			CHANGES IN ORIGINAL AUTHORISATIONS				Total authorisations on ..... (C±G=H)	Particulars of documents published. Date of publication <sup>2</sup>
Where authorised	Date of authorisation	Total amount	Total amount of new expenditure authorised	Total amount of increases in original credits	Total amount of reductions in original credits	Algebraic sum of various changes made (D+E-F=G)		
A	B	C	D	E	F	G	H	J
Budget of War Ministry . . . . .	.....	.....	.....	.....	.....	.....	.....	
Budget of Ministry of Marine . . . . .	.....	.....	.....	.....	.....	.....	.....	
Budget of Air Ministry . . . . .	.....	.....	.....	.....	.....	.....	.....	
Budgets of other Ministries:								
Ministry of . . . . .	.....	.....	.....	.....	.....	.....	.....	
Ministry of . . . . .	.....	.....	.....	.....	.....	.....	.....	
Ministry of . . . . .	.....	.....	.....	.....	.....	.....	.....	
Colonial budgets . . . . .	.....	.....	.....	.....	.....	.....	.....	
Authorisations outside the budget <sup>1</sup> . . . . .	.....	.....	.....	.....	.....	.....	.....	
.....	.....	.....	.....	.....	.....	.....	.....	
.....	.....	.....	.....	.....	.....	.....	.....	
.....	.....	.....	.....	.....	.....	.....	.....	
.....	.....	.....	.....	.....	.....	.....	.....	
<b>Total . . . . .</b>	.....	.....	.....	.....	.....	.....	.....	

RECAPITULATION.

Total original authorisations (Column C) . . . . .	.....
New expenditure authorised (Column D) . . . . .	.....
Increases in original credits (Column E) . . . . .	+.....
	.....
Reduction in original credits (Column F) . . . . .	-.....
	.....
Total authorisations on . . . . . (Column H)	<u>.....</u>

<sup>1</sup> Here enter expenditure authorised outside the budget—naval shipbuilding, fortifications, etc.

<sup>2</sup> Particulars which cannot be entered in this column should be given in a note attached to the present table.

The documents should be enclosed with the present summary statement.

Country: .....

Date: .....

**SECOND SUMMARY STATEMENT OF CHANGES MADE IN NATIONAL DEFENCE  
EXPENDITURE AUTHORISATIONS**

FROM THE ENACTMENT OF THE ORIGINAL BUDGET TO THE EXPIRATION OF A PERIOD OF FIFTEEN MONTHS  
AS FROM THE BEGINNING OF THE FINANCIAL YEAR.

ORIGINAL AUTHORISATIONS			Total changes made up to the expiration of a period of nine months (figures of column G of the first summary statement)	CHANGES IN ORIGINAL AUTHORISATIONS MADE FROM THE BEGINNING OF THE TENTH MONTH TO THE END OF THE FIFTEENTH MONTH				Total authorisations on ..... (C±H=I)	Particulars of documents published.  Date of publication <sup>2</sup>
Where authorised	Date of authorisation	Total amount		Total amount of new expenditure authorised	Total amount of increases in original credits	Total amount of reductions in original credits	Algebraic sum of various changes made (±D+E+F-G=H)		
A	B	C	D	E	F	G	H	I	K
Budget of War Ministry. . . . .	.....	.....	.....	.....	.....	.....	.....	.....	.....
Budget of Ministry of Marine . . . . .	.....	.....	.....	.....	.....	.....	.....	.....	.....
Budget of Air Ministry. . . . .	.....	.....	.....	.....	.....	.....	.....	.....	.....
Budgets of other Ministries									
Ministry of . . . . .	.....	.....	.....	.....	.....	.....	.....	.....	.....
Ministry of . . . . .	.....	.....	.....	.....	.....	.....	.....	.....	.....
Ministry of . . . . .	.....	.....	.....	.....	.....	.....	.....	.....	.....
Colonial budgets. . . . .	.....	.....	.....	.....	.....	.....	.....	.....	.....
Authorisations outside the budget <sup>1</sup> .	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total . . . . .	.....	.....	.....	.....	.....	.....	.....	.....	.....

RECAPITULATION

Total original authorisation (column C) . . . . .	.....
Changes made up to the expiration of a period of nine months (column D) . . . . .	±.....
Changes made from the beginning of the tenth month to the end of the fifteenth month:	
New expenditure authorised (column E) . . . . .	.....
Increase in original credits (column F) . . . . .	+.....
Reduction in original credits (column G). . . . .	-.....
Total authorisations on . . . . . (column I) . . . . .	.....

<sup>1</sup> Here enter expenditure authorised outside the budget—naval shipbuilding, fortifications, etc.  
<sup>2</sup> Particulars which cannot be entered in this column should be given in a note attached to the present table.

**The documents should be enclosed with the present summary statement.**

## DRAFT TEXT FOR THE FINAL ACT OF THE CONFERENCE.

*Whereas* the system of publicity of national defence expenditure instituted under the Convention should be so applied as to facilitate the supervision which will be exercised by the Permanent Commission and strengthen the guarantees of the principle of reciprocity mentioned in Article A:

The Conference *expresses the hope* that each State will consider the propositions set out hereunder, and endeavour to comply with them as far as possible;

And *requests* the Permanent Commission to follow up the progress made in this direction, having regard to the varying conditions of the different States.

**1. Structure of Budgets and Accounts.** With a view to verifying the accuracy of the figures entered in the statements, the ideal arrangement would be that the figures given in the budgets and accounts should, so far as internal requirements permit, be capable of transfer as they stand to the various subheads of the statements without it being necessary to split them up.

**2. Degree of Detail in Budgets and Accounts.** With a view to facilitating the examination by the Permanent Commission of budgetary documents, as provided for in Articles I and J of the Convention, it would be desirable that the degree of detail given in budgets and accounts should be progressively increased.

**3. National Defence Expenditure entered in the Budgets of Civil Departments.** National defence expenditure, within the meaning of the Convention, should, as far as possible, be entered exclusively in the budgets and accounts of the military departments.

In the event of Governments considering it necessary that certain national defence expenditure should remain in the budgets and accounts of civil departments, it would be desirable that this expenditure should be shown, so far as its nature permits, under separate headings in these budgets and accounts, so as to make its military character clear.

If they consider it impossible to do this, it would be desirable that States should at least present, in a published document, a summary of the national defence expenditure shown under those heads of civil budgets which are common to both civil and defence expenditure. Such a summary should be inserted, preferably as an annex to the budgets and accounts.

**4. Expenditure shown in the Budgets of the National Defence Departments which is not in the Nature of National Defence Expenditure.** Similarly, expenditure which is not in the nature of national defence expenditure within the meaning of the Convention and which is at present entered in the budgets and accounts of national defence departments should, in so far as Governments regard it as possible to do so, be entered exclusively in the budgets and accounts of the civil departments.

Should Governments deem it necessary to leave expenditure of this nature in the budgets and accounts of the national defence departments, it would be desirable that such expenditure should be entered under separate heads, and that it should be made quite clear that it is not of a national defence character.

Should expenditure which is not national defence expenditure be left in the military budgets and merged with national defence expenditure under common heads, it would be useful for States to submit, in the form of an annex to the budgets and accounts, a summary of the non-defence expenditure appearing under the said common heads.

**5. Separation of Expenditure on Military Aviation from Expenditure on Civil Aviation.** For the same reasons, States are recommended, so far as possible, to separate in the budgets and accounts expenditure on military from expenditure on civil aviation. Should there be common heads for the joint activities of civil and military aviation, mention should be made of what parts of the total expenditure are chargeable to military aviation and civil aviation respectively.

**6. Special Accounts.** With a view to simplifying the verification of the figures entered in the statements, national defence expenditure should preferably not be shown in special accounts.

If States find it necessary to keep national defence expenditure in special accounts, including special accounts relating to arrears payments of any kind, it would be desirable that these accounts should be entered in the general State accounts and should contain a sufficient degree of detail to enable the nature and purpose of all the expenditure entered therein to be easily and exactly ascertained.



- 7. Expenditure effected from the Proceeds of Gifts and Bequests.** Similarly, expenditure for the armed forces effected from the proceeds of gifts and bequests should be entered in the budget accounts of national defence departments, with a mention of the purpose of such expenditure.
- 8. Conformity of Budgets and Accounts.** To facilitate so far as possible the perusal and interpretation of budgets and accounts and the ascertainment of the real purpose of the expenditure shown therein, it would be of assistance that States should submit their budget accounts in the same form as the budgets themselves.  
To facilitate a comparison of estimates with payments, it would also be advisable that the accounts should show clearly any appreciable changes made in the appropriation of expenditure in the course of the financial year.
- 9. Separation of the Expenditure of the Three Forces.** To facilitate the supervision of publicity of expenditure, it would be desirable that States should consider whether their defence organisation would allow of the preparation of a separate budget and a separate account for each of their forces. It is recommended that States should at least show in their budgets and accounts what part of the expenditure is chargeable to each force and that, when items exist in budgets and accounts relating to expenditure common to more than one armed force, the joint character of these items should be made clear in the budget and in the account itself.
- 10. Expenditure to be inserted under Head IV.** To facilitate verification of the accuracy of the figures inserted under head IV, it is desirable that expenditure which, in accordance with the instructions on classification, should be inserted under this head should, so far as possible, be entered under separate heads in the budgets and accounts.
- 11. Non-autonomous Establishments for the Manufacture or Construction of War Material.** To obviate the difficulties presented by the isolation of the expenditure to be entered under head IV of the statements, the ideal arrangement would be for States possessing non-autonomous establishments for the manufacture or construction of war material—*i.e.*, establishments the expenditure of which is shown in the budgets and accounts of national defence departments, to enter under a separate head in their budgets and accounts all expenditure connected with the construction and manufacture of such material, as defined in Annex III, Part 2, in so far as this can be done without involving undue complication.
- 12. Autonomous Establishments for the Manufacture or Construction of War Material.** For the same reasons, it is considered desirable that States possessing autonomous establishments for the manufacture or construction of war material which do not at present publish annual financial accounts specifying the revenue and expenditure of these establishments should compile and publish such accounts.
- 13. Measures for curtailing the Periods for rendering the Statements of Payments effected.** In order that publicity may achieve its full purpose, it should be organised in such a way as to render available the necessary particulars as speedily as possible.  
It would be desirable that the final accounts of all States should be published at dates which would make it possible to curtail the period of fourteen months from the close of the financial year laid down in Article F for despatch of the statement of payments effected. To obtain this result, States are recommended either to shorten the supplementary periods or to expedite the presentation and publication of accounts, or to adopt any other method.
- 14. Independence of the Higher Auditing Bodies.** It is desirable that all the High Contracting Parties should endeavour to ensure and strengthen the independence of the higher auditing bodies, whose duty it is to verify the figures of the closed accounts.
- 15. Special Position of States situated at a Distance from the Seat of the Permanent Commission:** Articles C, D, E and F of the Convention prescribe uniform maximum time-limits for all States for the despatch of the several documents which have to be communicated to the Permanent Commission.  
In order that these documents should be received by the Commission as soon as possible after the expiry of the time-limits laid down, States situated at a distance from the seat of the Commission are, however, urged to do everything in their power to expedite the despatch of these documents.

Geneva, February 28th, 1934.

LEAGUE OF NATIONS

CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS

INSTRUMENTS NECESSARY FOR THE APPLICATION OF A  
SYSTEM OF PUBLICITY OF NATIONAL DEFENCE EXPENDITURE

DRAFT PREPARED BY THE TECHNICAL COMMITTEE OF THE  
NATIONAL DEFENCE EXPENDITURE COMMISSION

- Page 7    line 14    after "Ministries", insert a comma.
- Page 10    line 8        after "infantry", insert a comma.
- line 19        for "Chaplains", read "Religious ministrations".
- line 23        after "Military bands", insert "including drum and  
bugle bands".
- line 24        for "historical services", read "historical sections".
- Page 11    line 13        delete "liquid".
- line 18        delete "plant".
- line 22        delete "musketry".
- line 35        after "footing", delete "or" and insert a comma.
- line 39        for "programmes of material", read "programmes for  
material".
- line 40        before "material", insert "war".
- Page 13    clause 3,    line 1,        after "parliamentary", delete the comma.
- Page 14    clause 9,    line 10,      for "way", read "may".

- Page 17 first line, for "to military instructors", read "of military instructors".
- Page 18 fourth line from foot of page, for "expenditure a shown", read "expenditure as shown".
- Page 22 first line, after "national debt", insert "securities".
- clause 32, heading, penultimate line, for "authorised on the claims originated", read "authorised or the claims originated".
- Page 23 clause 6, line 2, for "which", read "whether".
- Page 27 right-hand column, seventh line from foot of page, for "together with", read "as well as".
- Page 27 right-hand column, sixth line from foot of page, substitute a semi-colon for the comma after "aircraft".
- Page 28 left-hand column, line 20, delete "musketry".
- Page 32 left-hand column, before the heading "In respect of the Air Forces", delete the figure "3".
- same column, line 7, change the position of the comma so that the phrase reads: "oxygen apparatus, material for heating purposes".
- Page 43 last line, for "econd", read "second".
- Page 45 second line of title, for "explanatory tables", read "tables explanatory".
- Page 49 sub-head H, for "defence works", read "defensive works".
- sub-head K, after "installations", insert a comma.
- footnote, for "might possibly be modified", read "is liable to alteration".
- Page 50 sub-head H, for "defence works", read "defensive works".
- sub-head K, after "installations", insert a comma.
- footnote, for "might possibly be modified", read "is liable to alteration".
- Page 51 sub-head K, after "installations", insert a comma.
- footnote, for "might possibly be modified", read "is liable to alteration".
- Page 63 sub-head H, for "defence works", read "defensive works".
- sub-head K, after "installations", insert a comma.
- Page 67 sub-head H, for "defence works", read "defensive works".

Geneva, June 3rd, 1933.

LEAGUE OF NATIONS

**CONFERENCE FOR THE REDUCTION AND  
LIMITATION OF ARMAMENTS**

**NATIONAL DEFENCE EXPENDITURE COMMISSION**

**REPORT**

**OF THE NATIONAL DEFENCE EXPENDITURE COMMISSION TO  
THE GENERAL COMMISSION**

*Rapporteur-General*: M. FRANÇOIS (Netherlands).

*Joint Rapporteur*: M. JACOMET (France).

I. TERMS OF REFERENCE OF THE NATIONAL DEFENCE EXPENDITURE COMMISSION.

On March 8th, 1932, the General Commission decided, on the proposal of the Bureau,<sup>1</sup> to refer to the National Defence Expenditure Commission the following questions, to be dealt with, without a preliminary discussion by the General Commission:

1. Article 29 (Limitation of total annual expenditure). Proposals on the subject, more particularly:

- (a) Continuous study of the budgetary method in consideration of fluctuations in purchasing power;
- (b) Budgetary limitation relating to total expenditure and to individual chapters;
- (c) Abolition of secret funds and unification of the military budget.

2. Article 33 (Publicity, by catégories of land and naval expenditure).

3. Article 38 (Publicity of total expenditure).

4. Examination of the Report of the Committee of Experts on Budgetary Questions (document C.182.1931.IX):

(a) Part of the report concerning publicity.

(b) Part of the report concerning limitation in so far as this part deals with the questions enumerated under 1.

It will be seen from this list that Articles 10 and 24 (Special limitation of expenditure on the material of land and naval armaments) were not expressly referred to the Expenditure Commission. In view, however, of the close connections between those Articles and the other Articles indicated above, the Expenditure Commission was led to examine them as well in the course of its work.

Subsequently, the General Commission's resolution of July 23rd, 1932,<sup>2</sup> gave some indications as to the object towards which the National Defence Expenditure Commission's studies should be directed. The resolution contains the following paragraphs regarding the question of the limitation of national defence expenditure:

“(a) The Conference shall decide on the resumption of its labours, taking into account the special conditions of each State, what system of limitation and publicity of expenditure

<sup>1</sup> See documents Conf.D.100, 102 and 103.

<sup>2</sup> See document Conf.D.136.

on national defence will provide the peoples with the best guarantee of an alleviation of their financial burdens, and will prevent the measures of qualitative and quantitative disarmament to be inserted in the Convention from being neutralised by increases or improvements in authorised armaments.

“(b) With a view to the decisions to be taken under this head, the Conference requests the Committee on National Defence Expenditure and its Technical Committee to continue and complete the work entrusted to its organs and to submit their report as soon as possible. The Conference requests its Bureau to draw up, on the basis of this report, a plan accomplishing the purpose aimed at and taking into consideration the special conditions of the various States.”

## 2. CONSTITUTION OF A TECHNICAL COMMITTEE.

In the spring of 1932, the Expenditure Commission held a first exchange of views on the questions submitted to it. The Commission agreed that an exhaustive examination of the technical aspects of a system of limitation and publicity in respect of national defence expenditure was essential and that, in particular, it was necessary to examine how far the Governments had been able to follow the provisional instructions given in the report of the Committee of Budgetary Experts (document C.182.M.69.1931.IX). For this purpose it constituted, on March 16th, 1932, a Technical Committee with the following terms of reference:

- (a) To study the documentation regarding national defence expenditure supplied in accordance with the decision of the League Council dated May 23rd, 1931;
- (b) To study the documentation, information and additional explanations to be supplied by the delegations of the States represented at the Conference;
- (c) To study the technical questions in connection with the limitation and publicity of expenditure which the Commission may subsequently consider it advisable to refer to the Committee;
- (d) To submit to the Commission in due course reports on the questions referred to it for examination.

## 3. WORK OF THE TECHNICAL COMMITTEE.

The Technical Committee's Report (document Conf.D.158) was communicated to all the delegations represented at the Conference at the beginning of May 1933. That report, the result of thirteen months' work, is unanimously regarded by the Expenditure Commission as a very remarkable piece of work. It deals with every technical aspect of the problem of the limitation and publicity of expenditure. The conclusions it contains are based on a complete examination of the documentary information supplied by nineteen States, including all the great military Powers of the world, and a partial examination of the documentary information supplied by ten other States. Taken together, the expenditure of these twenty-nine States represents 90 per cent of the military expenditure of the world.

The Expenditure Commission considers that the Technical Committee should continue its work by examining in turn the information supplied by the other States represented at the Conference and submit to it a subsequent report setting forth the essential facts regarding those countries. In that connection, the Committee notes that a number of States have not yet sent particulars of their national defence expenditure,<sup>1</sup> and the information sent by other States is incomplete.<sup>2</sup>

The Expenditure Commission recommends that an urgent appeal should be sent to these Governments to submit the necessary documentation without delay, in order to enable the Technical Committee to complete its work.

## 4. WORK OF THE EXPENDITURE COMMISSION.

The Commission notes that its terms of reference consist in the examination of the technical conditions for the possible application of the most suitable system for the limitation and publicity of expenditure on national defence, and that, as the outcome of the General Commission's resolution of July 23rd, 1932, it has not to consider the question of the desirability of such limitation or publicity.

In the course of the discussion certain delegations submitted observations on the advantages or disadvantages of a system of limitation or publicity. Without making any recommendation on a subject which does not lie within its competence, the Expenditure Commission desires to draw the General Commission's attention to the various arguments reproduced in its Minutes.

The Expenditure Commission did not feel that it could enter into a detailed discussion of all the points fully treated by its Technical Committee, which was an expert body of very special competence. On the other hand, it considered it desirable to try to deduce from the Technical Committee's report certain particularly important conclusions and to indicate clearly the points

<sup>1</sup> Abyssinia, Bolivia, Dominican Republic, Guatemala, Honduras, Iraq, Peru.

<sup>2</sup> Afghanistan, Saudite Arabia, the Argentine Republic, Brazil, Chile, China, Colombia, Costa Rica, Cuba, Egypt, Haiti, Hungary, Liberia, Lithuania, Luxemburg, Mexico, Panama, Persia, Siam, Turkey, Uruguay, Venezuela. The Estonian, Greek and Latvian documentations were completed after the drafting of the Technical Committee's Report. The Lithuanian delegation informed the Commission that a complete documentation would be communicated very shortly.

on which it agrees that the General Commission should take decisions. This was the object of the discussion which took place in the Expenditure Commission between May 22nd and 27th.

The principal conclusions to be drawn from that discussion are set forth in Nos. 5, 6, 7 and 8 below.

#### 5. GENERAL CONCLUSIONS.

The Expenditure Commission is unanimously of opinion:

(1) That the States whose documentation has been examined up to the present will be able to draw up for practical purposes complete returns of their total expenditure on national defence, as set forth in the conventional list in Chapter II of the Report.

(2) That, in view of the present system of accounting of a number of States, it is not possible, for purposes of limitation, to separate with sufficient possibility of supervision:

(a) The expenditure on each of the three forces (Note to Article 29 of the draft Convention);

(b) The expenditure on land (Article 10) and naval (Article 24) material respectively.

(3) That, as the accounts of most countries are drawn up at present, it is not possible to give effect to Article 33 of the Draft Convention (Publicity of expenditure by categories of land and naval material);

(4) That the various countries' expenditure on armaments cannot, generally speaking, serve as a criterion for a comparison of their armaments, but that a comparison of the expenditure returns of the same country from one year to another will enable the evolution of its financial outlay on its armaments to be followed and will provide very useful information on the variations of its armaments themselves (see Chapter XXI of the Report).

#### 6. BASES OF A POSSIBLE SYSTEM OF LIMITATION.

The Commission is of opinion that any system of global limitation of expenditure on national defence which would offer the greatest possibilities of realisation would, in present circumstances, according to the Technical Committee's proposals, have to be based on:

(1) The definition and the *conventional list of items of national defence expenditure* given in Chapter II of the Technical Committee's Report;

(2) A *uniform presentation* of such expenditure, in accordance with the Model Statement recommended by the Technical Committee (Chapter III of the Report);

(3) The *payments made* entered in the published accounts (Chapter IV of the Report) within periods and in forms suitable for the requirements of the Convention (Chapters V and VI of the Report);

(4) A special procedure designed to take into account *fluctuations in the purchasing power* of the currencies of the different countries;

(5) A special procedure for taking into consideration *unforeseeable and exceptional expenditure* (Chapter XV of the Report).

The technical instruments necessary for any system of limitation (Model Statement, special information attached to the Model Statement, reconciliation tables) would be those indicated in Chapters XVI, XVII and XVIII of the Technical Committee's Report.

#### 7. TECHNICAL POSSIBILITY OF APPLYING A SYSTEM FOR THE LIMITATION OF NATIONAL DEFENCE EXPENDITURE.

The following delegations pronounced in favour of the possibility of inserting in the first Convention in progress of preparation a clause regarding the immediate application of the principle of the aggregate limitation of national defence expenditure: Belgium, Brazil, Czechoslovakia, Denmark, Finland, France, Guatemala, Latvia, Netherlands, Norway, Panama, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Yugoslavia.

These delegations are aware that the putting into force of limitation will no doubt call for modifications in the accountancy systems of several States, but they do not regard this as a valid argument against the conclusion of a limitation convention. Any measure of international disarmament necessarily involves internal reforms.

Other delegations, whether they accept the principle of limitation (Japan) or whether they hold the view that a trial period of publicity would be necessary in order to decide whether limitation is feasible (Austria, Bulgaria, Cuba, Germany, Hungary and Italy), consider that all the technical conditions necessary for the application of the proposed system are not at present fulfilled in all States and that hence it is not possible to apply this system immediately.

These same delegations are of opinion that the enforcement of publicity during a period of four or five years would be necessary before it could be ascertained that all the technical conditions necessary for possible limitation could be fulfilled and that hence the situation would have to be

re-examined at the end of this period to decide whether it was possible to put the system of limitation into practice.

The American delegation desires to associate itself with the opinion expressed in this paragraph to the extent that it considers the system of publicity suggested would be the most practical and rapid method of determining the technical possibilities of a system of limitation.

Owing to the fact that the technical instruments of limitation and publicity proposed by the Committee are approximately the same, the Japanese delegation considers that the application of compulsory and supervised publicity (see 9 below) would also facilitate the fulfilment of the conditions for the putting into force of limitation, particularly the production of the published accounts by all States in a suitable form and within suitable time-limits.

The delegations of Austria, Bulgaria, Cuba, Germany, Hungary and Italy consider that the putting into practice of compulsory and supervised publicity (see 9) would in itself constitute one of the most effective methods of supervising a substantial measure of disarmament.

\* \* \*

The Expenditure Commission feels called upon to state briefly in its report the principal arguments which have been put forward by certain delegations for or against the possibility of the immediate application of the system of limitation.

\* \* \*

The principal difficulties which, in the opinion of the Austrian, Bulgarian, Cuban, German, Hungarian and Italian delegations, would stand in the way of the immediate application of the principle of budgetary limitation implicitly adopted by the General Commission on July 23rd, 1932, are the following:

(1) *Fluctuations in purchasing power.* — In this connection, the above delegations expressed the opinion that, in the present economic state of the world and particularly owing to the abandonment of the gold standard by the United States of America, it is impossible to be sure that the fluctuations in the purchasing power of currencies in the near future will not render the system of limitation of expenditure inoperative or will not hamper its effective working. The creation of a living organ, as provided for in the Technical Committee's Report, would not be sufficient to surmount those difficulties.

(2) *Present state of accountancy in certain countries.* — These delegations pointed out that:

(a) Great inequality exists in the different countries as regards the subdivision of expenditure in the accounts, so that the examination of the figures of the Model Statements is often rendered very difficult;

(b) Certain countries only close their accounts a long time after the end of the financial year, and it is for this reason that the Committee has been forced to recommend that the accounts be published sufficiently promptly to make it possible for the Model Statements to be produced, at the latest, fourteen months after the end of the financial year;

(c) Even if this abridged time-limit was observed, the figures contained in the Model Statements of those States could only be checked with considerable delay, and this would be disadvantageous to the States who closed their accounts early;

(d) Certain States have been in arrears as regards their accounts for a very long time (as much as nineteen years), and hence they are not at present in a position to submit absolutely reliable documents for the examination of the figures of the Model Statements;

(e) In the last resort, all these difficulties of accountancy are caused by the laws and the administrative systems of the respective countries, and, even assuming the greatest goodwill on the part of all countries to remedy the defects in their accountancy, it may be doubted whether they will succeed in doing so within a short time and to a sufficient extent.

\* \* \*

In reply to these objections, the delegations which pronounced in favour of the immediate application of limitation pointed out that decisive importance must not be attached to the arguments adduced.

In the first place, as regards the question of *fluctuations in purchasing power*, it was observed that the system of adjustment recommended by the Technical Committee would permit of a readjustment of the limits which would thus retain all their contractual value. Only very rapid and violent fluctuations, like the fall of the German mark in 1923, could, in their opinion, prevent such a system from operating in a satisfactory manner.

Moreover, all fluctuations in purchasing power do not seem likely to lead to requests each year for the adjustment of the figure for the limitation of expenditure. On the contrary, an increase in prices usually obliges a State to effect economies and to maintain the amount of its credits at the same nominal figure. Here the idea of budgetary equilibrium comes into play; the figure of expenditure is subordinated to that of receipts. Experience shows, however, that the receipts figure only follows the movement of prices slowly, since part of the receipts—the "specific" receipts—being calculated by weight and volume, are independent of the movement of prices.

As regards the *observations concerning accounts*, it was pointed out:

(a) That the degree of specification of a budget or an account depended, not only on the number of divisions, but also on the rational classification of expenses according to their nature and purpose. While this question is of undeniable importance from the point of view of publicity,

the accuracy of the aggregate total of national defence expenditure does not depend on the number of divisions and subdivisions in the accounts.

(b) and (c) Under the system proposed by the Technical Committee, the checking of the Model Statements supplied as evidence of limitation can only take place after the production of the statements—*i.e.*, after a uniform period of fourteen months from the end of the financial year; hence the checking of the observance of the contractual obligations will take place in equal conditions for all States. Furthermore, in order to remedy the length of the delay in producing the statement providing evidence of limitation, the Committee provided for a supplementary publicity (see 8 below) which will enable the Permanent Commission to follow constantly the financial outlay devoted by each State to its national defence.

(d) and (e) While it is true that certain States at present publish their accounts with great delays, it should be observed that the Expenditure Commission has taken note of the undertaking entered into by certain delegations to publish their accounts within time-limits fitting in with the requirements of the Convention. Thus the French delegate has undertaken that the Bill for the settlement of the first *exercice* which will be taken as a basis for the Convention will be laid before Parliament with the published accounts in support of this Bill twelve months after the end of the financial year—*i.e.*, in time for France's Model Statement to be produced fourteen months after the end of the financial year. As regards the previous *exercices*, the French delegate undertook that payment returns authenticated by the Audit Office would be produced in good time. A similar promise was given by the Belgian delegate. It seems sufficient to render possible the application of the system of limitation for all States to assume contractual undertakings in the Convention similar to those already announced by France and Belgium.

\* \* \*

The *Japanese* delegation specially emphasised the importance which it attaches to the independence, in relation to the executive authorities of the higher supervisory organs responsible for auditing the accounts, and to the necessity of ascertaining that this independence is assured in every country before the system of limitation is applied.

\* \* \*

The *United Kingdom* delegation, not having yet completed its examination of all the problems presented by the Report of the Technical Committee, reserves its opinion regarding the practicability at the present time of the application of a system of global budgetary limitation.

The delegations of *Afghanistan*, *Canada* and *Estonia* reserve their opinion until the competent services of their Governments have been able to give an opinion on the immediate possibilities of applying the budgetary limitation proposed in the Technical Committee's Report.

The *Indian* delegation considers that it is clear from the Report of the Technical Committee that, from the documents furnished by some countries and from the fact that a number of countries have not yet been able fully to comply with the requests to submit documents, it would not be possible to introduce at present a satisfactory system even of global limitation which would operate equally strictly on all States and which could be submitted to the same degree of verification. In order to introduce such a system in the future, it will be necessary for a number of countries to effect considerable changes in their systems of accountancy and administration.

\* \* \*

#### 8. BASES OF A POSSIBLE PUBLICITY SYSTEM.

The Commission is unanimously of opinion that a system of publicity for national defence expenditure put into effect in a form to be defined in the Convention and supervised on the lines of Article 7 of the Report of the Bureau of the Conference (see document Conf.D./Bureau 39) by the body provided for in the said Convention is now possible.

As regards putting such a system into practice, the fundamental factors should be those mentioned in point 6, Nos. (1)—(3) above; the technical instruments of publicity should be the Model Statement, the particulars attached to the Model Statement and the reconciliation tables.

It should, however, be remarked that publicity will be based, not only on the sending in (at least during the first two years of the application of the Convention) of Model Statements of the payments made, but also on the preparation of Model Statements of the estimates of expenditure at the time of the voting or passing of the budget and on the communication of the laws or administrative acts which modify the initial estimates of expenditure, so that the supervisory body provided for in the Convention will be in a position to follow the financial outlay devoted by each State to its national defence (see Chapter XIX of the Technical Committee's Report).

#### 9. SUPERVISION.

The Bureau of the Conference, in its report on the question of supervision dated November 17th, 1932 (document Conf.D.148) requested the various technical committees to consider whether, as regards certain special subjects, other methods than those proposed by the Bureau for the exercise of supervision would be better suited to their special technical requirements. While observing that a Sub-Committee of the Bureau, in a later document (Conf.D./Bureau 39), re-drafted the text of the original report on supervision and while remarking that the above-mentioned



documents of the Bureau have not yet been approved by the Conference, the Technical Committee complied with this request by putting forward a few special recommendations with regard to the supervision of the clauses of the Convention concerning the Limitation and Publicity of Expenditure.

The Expenditure Commission submits to the attention of the General Commission these recommendations, which appear in Chapter XX of the Technical Committee's Report.

#### IO. MISCELLANEOUS CONSIDERATIONS.

Certain delegations emphasised the great importance they attached to the considerations outlined in Chapter XIII of the Report of the Technical Committee, point 5, and also in Chapter XXI, point 8. These considerations emphasise the necessity, when the limits come to be fixed, for taking into account the special situation of each State in accordance with Article 8 of the Covenant of the League of Nations and of certain particular conditions which might result from their economic and financial situation. The Commission also took note of the Technical Committee's recommendation that the limits of expenditure should not prevent the contracting States from regularly carrying out the programmes for the manufacture or construction of materials which may be drawn up within the scope of the Conference's decisions or of the limitations laid down in other Conventions which may remain in force.

#### II. SUBSEQUENT WORK.

The National Defence Expenditure Commission wishes to draw the General Commission's attention to the fact that, in the event of the acceptance of the limitation or publicity of expenditure, it will be necessary to proceed subsequently to the drawing up of detailed *instructions*, taking due account of the special administrative characteristics of the different States, with regard to the expenses which are to be included in the Model Statement under the appropriate headings.

The Expenditure Commission recalls what was said under No. 3 above with regard to the continuation of the Technical Committee's work. In order to permit of the drawing-up of instructions applicable to all countries, it seems particularly important that the Technical Committee should be in a position to examine the documentation of all the States without delay.

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